

Y4
.J 89/2
Id 2

1042

95 Y4
2/68/2
IPI

FALSE IDENTIFICATION

GOVERNMENT

Storage

DOCUMENTS

OCT 31 1977

FARRE
KANSAS S

LIBRARY
UNIVERSITY

HEARINGS

BEFORE THE

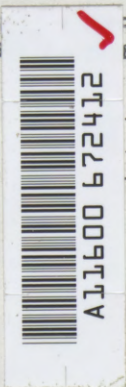
COMMITTEE ON THE JUDICIARY UNITED STATES SENATE

NINETY-FIFTH CONGRESS

FIRST SESSION

ON

S. 1096



APRIL 28, MAY 17, 24, JUNE 22, 23, AND 29, 1977

Printed for the use of the Committee on the Judiciary



U.S. GOVERNMENT PRINTING OFFICE

WASHINGTON : 1977

94-179 O

COMMITTEE ON THE JUDICIARY

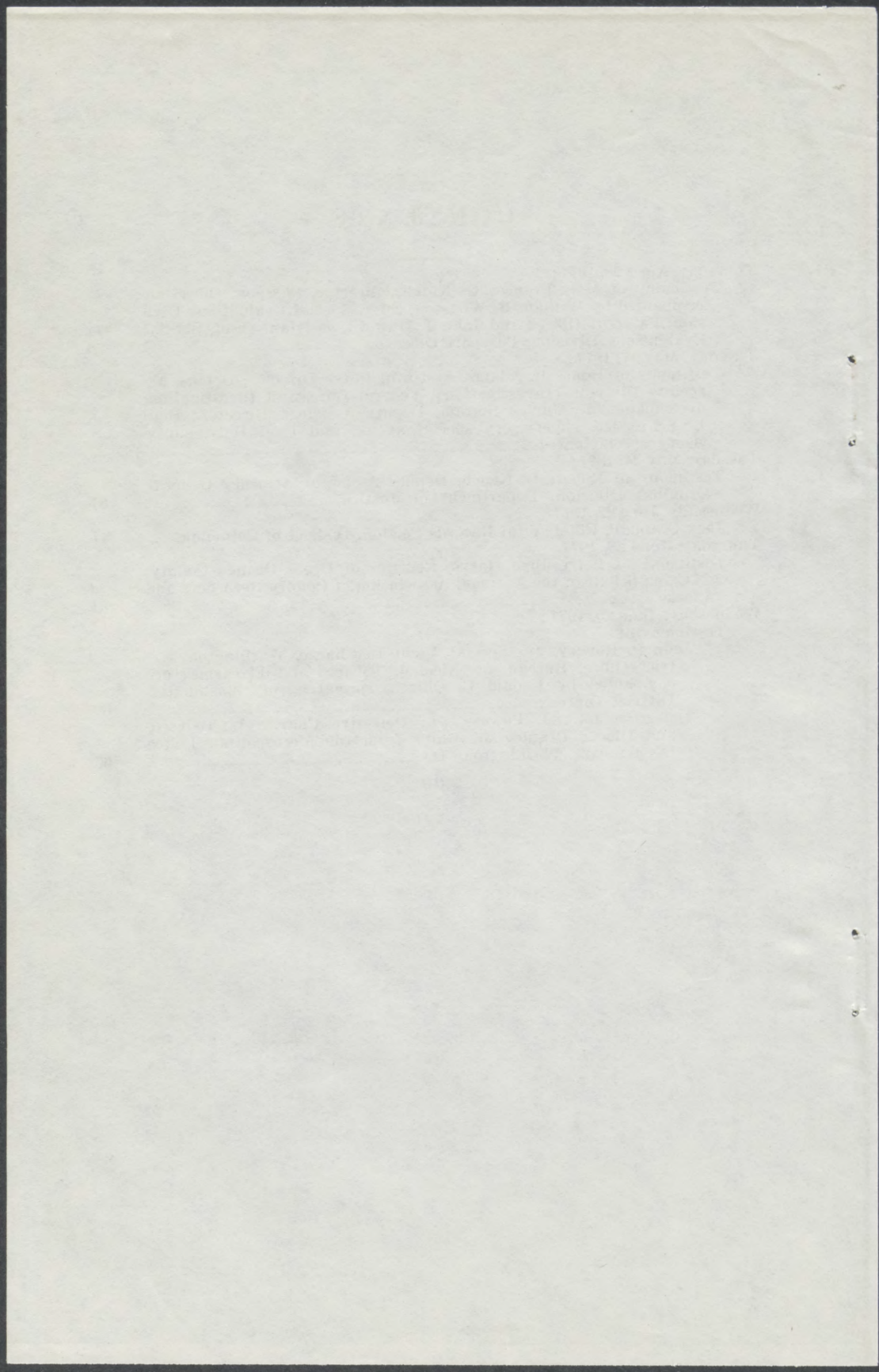
JAMES O. EASTLAND, Mississippi, *Chairman*

JOHN L. McCLELLAN, Arkansas
EDWARD M. KENNEDY, Massachusetts
BIRCH BAYH, Indiana
ROBERT C. BYRD, West Virginia
JAMES ABOUREZK, South Dakota
JAMES B. ALLEN, Alabama
JOSEPH R. BIDEN, Jr., Delaware
JOHN C. CULVER, Iowa
HOWARD M. METZENBAUM, Ohio
DENNIS DeCONCINI, Arizona

STROM THURMOND, South Carolina
CHARLES McC. MATHIAS, Jr., Maryland
WILLIAM L. SCOTT, Virginia
PAUL LAXALT, Nevada
ORRIN G. HATCH, Utah
MALCOLM WALLOP, Wyoming

CONTENTS

Thursday, April 28, 1977 :	
Testimony of Miss Frances G. Knight, director, Passport Office, accompanied by William B. Wharton, chief, Special Evaluations Division, Passport Office; and John J. O'Dowd, assistant chief, Special Evaluations Division, Passport Office-----	Page 8
Tuesday, May 17, 1977 :	
Testimony of James B. Adams, Assistant to the Director, Deputy Associate Director (Investigation), Federal Bureau of Investigation, accompanied by James Ingram, Deputy Assistant Director; Emil L. Schroeder, supervisory special agent; and Paul Daly, supervisory special agent-----	22
Tuesday, May 24, 1977 :	
Testimony of Robert L. Keuch, Deputy Assistant Attorney General, Criminal Division, Department of Justice-----	37
Wednesday, June 22, 1977 :	
Jack Crandall, Chief, Vital Records Section, District of Columbia----	47
Thursday, June 23, 1977 :	
Testimony of Betty June Hayes, Register of Deeds Orange County, N.C., on behalf of the National Association of County Recorders and Clerks-----	53
Wednesday, June 29, 1977 :	
Testimony of:	
John P. Rowley, Jr., Special Agent In Charge, Washington District Office, Bureau of Alcohol, Tobacco and Firearms; accompanied by Ronald C. Ohlzen, special agent, Washington District Office-----	59
Detective John J. Powers, Jr., Detective Charles L. Tedesco, and Officer Bradley W. Shuff from the Metropolitan Police Department, Washington, D.C.-----	65



FALSE IDENTIFICATION

THURSDAY, APRIL 28, 1977

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

The committee met, pursuant to notice, at 10:40 a.m., in room 2228, Dirksen Senate Office Building, Senator Strom Thurmond (acting chairman of the committee) presiding.

Staff present: Richard L. Schultz, counsel; Alfonso Tarabochia, chief investigator, and David Martin, senior analyst.

Senator THURMOND. The committee will come to order. Senator Eastland is tied up on another matter and I have two committees going on as well. But I will try to remain here as long as I can.

The committee meets today to receive testimony in connection with its consideration of the bill S. 1096. S. 1096 is designed to close the existing loopholes in Federal legislation dealing with false identification.

We are pleased to have with us this morning as our witness an individual whose initiatives and energies brought about not only the focus, but the subsequent study of the criminal use of false identification by the Federal Advisory Committee on False Identification. This committee, after a 17-month study, filed a written report containing its findings and recommendations with the Attorney General of the United States.

The report of the Federal Advisory Committee pointed out that false identification impacts nationally on a whole series of problem areas, including drug smuggling, illegal immigration, frauds against business, and welfare frauds and other frauds against the Government.

All of these activities cost the American taxpayers and the American Government many billions of dollars annually. For example, it is estimated that the problem of illegal immigration alone imposes some \$12 billion a year in additional costs through the fraudulent payment of welfare and other benefits and through the costs involved in attempting to control the endless flood of illegal immigrants.

The committee also reported that the manufacturing and sale of false identification documents of various kinds is now a major national business. A confidential report I have seen about one of these "business" concerns discloses that it operates from offices in seven different cities and that one of the offices alone sent out 500 sets of false identification documents over a 1-month period.

This is not a partisan issue in any sense of the word. I believe that we would all be agreed on the need to put a curb on the false identification racket which today so powerfully assists organized crime and

which costs our taxpayers and our corporations and our State and local and Federal Government many billions of dollars each year.

It is my understanding that Miss Knight's testimony will deal primarily with the problem of fraudulent identification documents as it affects the integrity of the American passport. However, Miss Knight also served as a member of the Federal Advisory Committee on False Identification, and I believe she is in an ideal position to give us an overview of the entire problem.

Miss Knight, we welcome you to the committee this morning. And I would commend you for your long, capable, dedicated and faithful service to your Nation. You have been a very fine and a very able person in government; you are the kind who the public is very fortunate to have serving in government.

Miss Knight, if you and your associates will rise and be sworn, you may introduce them and then proceed with your remarks to the committee.

Do you swear that the evidence that you give in this hearing will be the truth, the whole truth, and nothing but the truth, so help you God?

Miss KNIGHT. I do.

Mr. WHARTON. I do.

Mr. O'Dowd. I do.

Mr. SCHULTZ. Senator Thurmond, I believe that the full text of the bill, S. 1096, which is pending before the committee should appear in the record.

Senator THURMOND. It will so appear at this time.

[The bill, S. 1096, follows:]

95TH CONGRESS
1ST SESSION

S. 1096

IN THE SENATE OF THE UNITED STATES

MARCH 23 (legislative day, FEBRUARY 21), 1977

Mr. EASTLAND (for himself and Mr. THURMOND) introduced the following bill; which was read twice and referred to the Committee on the Judiciary

A BILL

To amend title 18, United States Code, relating to the production of false documents or papers of the United States, and the use of false information in obtaining official documents and papers of the United States, involving an element of identification.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 That chapter 47 of title 18, United States Code, is amended
4 by adding at the end thereof the following new sections:

5 “§ 1028. **Use of false documents or false use of official doc-**
6 **uments to obtain official identification**

7 “(a) Whoever, for the purpose of obtaining for himself
8 or another any official document or paper of the United

1 States, or any agency or department thereof, involving an
2 element of identification, knowingly uses or supplies false
3 information, false or falsified documentation, or any docu-
4 ment or paper evidencing or purporting to evidence the birth
5 or identity or entry into the United States of any individual
6 other than the individual officially intended to be documented
7 thereby, shall be fined not more than \$, or imprisoned
8 not more than years, or both.

9 “(b) Whoever, for the purpose of obtaining for himself
10 or another any official document or paper of any State
11 (including any political subdivision thereof) or any agency
12 or department thereof, involving an element of identification,
13 knowingly utilizes or causes to be utilized any facility in
14 interstate or foreign commerce, including the mail, to send,
15 transport, transmit, carry, deliver, or otherwise move in
16 interstate or foreign commerce any false information, false or
17 falsified documentation, or any document or paper evidenc-
18 ing or purporting to evidence the birth or identity or entry
19 into the United States of any individual other than the
20 individual officially intended to be documented thereby, shall
21 be fined not more than \$, or imprisoned not more
22 than years, or both.

1 "§ 1029. Production, sale, transmission or possession of
2 false documents to be used, or sale, transmission
3 or possession of official documents used or in-
4 tended to be used falsely in obtaining official
5 identification

6 “(a) Whoever, for a monetary or other consideration—

7 “(1) falsely makes, forges, counterfeits, or alters,
8 or makes improper or unauthorized use of, any official
9 document or paper of the United States, or any agency
10 or department thereof, involving an element of identifi-
11 cation;

12 “(2) falsely makes, forges, counterfeits, or alters,
13 or makes improper or unauthorized use of, any official
14 document or paper of any State (including any political
15 subdivision thereof), or any agency or department
16 thereof, involving an element of identification, knowing
17 that such document or paper is being used or is intended
18 for use in obtaining any official document or paper of
19 the United States, or any agency or department thereof,
20 involving an element of identification; or

21 “(3) sells, transfers, or otherwise delivers any such
22 document or paper of the United States or of any State

1 knowing such document or paper to have been so made,
2 forged, counterfeited, or altered or so used or intended to
3 be used improperly or without authorization—

4 shall be fined not more than \$, or imprisoned not
5 more than years, or both.

6 “(b) Whoever utilizes or causes to be utilized any
7 facility in interstate or foreign commerce, including the mail,
8 to send, transmit, carry, deliver, or otherwise move in inter-
9 state or foreign commerce any document or paper purporting
10 to be an official document or paper of the United States or
11 any State [including any political subdivision thereof], or
12 any agency or department thereof, involving an element of
13 identification knowing that such document or paper has been
14 falsely made, forged, counterfeited, or altered, or is being
15 or is intended to be used improperly or without authoriza-
16 tion, shall be fined not more than \$, or imprisoned
17 not more than years, or both.

18 “(c) Whoever, with the intent to defraud, receives,
19 possesses, uses, furnishes, or attempts to receive, possess,
20 use, or furnish to another, any false, forged, counterfeited or
21 altered document, or paper, purporting to be of the United
22 States, or any agency or department thereof, or of any
23 State (or any political subdivision thereof) knowing that

1 such document or paper is being used or is intended for use
2 in obtaining any official document or paper of the United
3 States, or any Agency or Department thereof, involving an
4 element of identification, shall be fined not more than
5 \$, or imprisoned not more than years, or
6 both.”.

STATEMENT OF FRANCES G. KNIGHT, DIRECTOR, PASSPORT OFFICE, ACCOMPANIED BY WILLIAM B. WHARTON, CHIEF, SPECIAL EVALUATIONS DIVISION, PASSPORT OFFICE; AND JOHN J. O'DOWD, ASSISTANT CHIEF, SPECIAL EVALUATIONS DIVISION, PASSPORT OFFICE

Miss KNIGHT. Mr. Chairman, I have with me today Mr. William Wharton, who is Chief of our Division of Special Evaluations; and Mr. John O'Dowd, who is Assistant Chief. They are both very knowledgeable in the fraud situation, and they will be able to answer questions and to submit for the record the statistics of that situation as it stands today in the Passport Office.

For at least four decades, the Passport Office has been in the forefront in the fight against fraudulent identification. I previously testified concerning this subject before this committee on February 15, 1972, and on October 3, 1973. Copies of that testimony are attached for convenient reference.

The use of false identity—citizenship and similar documents—to obtain, illegally, valid U.S. passports continues to pose a serious threat to the national security of this country and the well-being of every law-abiding American citizen. Indeed, the use of false identity and resulting problems are far worse now than they were in 1973.

The greatly increased use of false identity has had a devastating effect on the cost and operation of those agencies engaged in disbursing benefits, in addition to the frustration of those who know the seriousness of the crime that is being or may be committed.

In the course of my previous testimony before this committee, I submitted statistical data showing where the Passport Office was with respect to the fight against passport and false identification fraud.

I should like to supplement that data by providing updated statistics. I believe the statistics speak more eloquently than I concerning the continued growth of this criminal activity.

With your permission, Mr. Chairman, I will submit these statistics for the record.

Senator THURMOND. Without objection, those statistics will be entered into the record at this point. All other statistics and information which you wish to enter will be accepted and placed in the record at the point which you indicate.

[The statistics referred to were marked exhibit No. 1 and will be found on p. 75 of the appendix.]

Miss KNIGHT. While we in the Passport Office have had increasing success in detecting passport fraud committed on the basis of false identities, the fact remains that further success is impossible absent two needed actions.

First, appropriate legislation is required to close some of the more serious loopholes in the Federal criminal statutes. These loopholes now allow criminals, using false identities, to operate with impunity and literally to thumb their noses at the Federal Government.

Second, a hard-nosed, concerted, cooperative effort must be mounted by various Federal, State and local governments to combat this problem on a nationally coordinated basis.

Indeed, Mr. Chairman, on behalf of the Passport Office, I cannot urge the Congress too emphatically to pass legislation which will help us in our 40-year battle against the criminal use of false identities and fraudulent identity documents.

Before discussing the type of legislation which is so urgently needed, I should like to make some comments concerning recent evidence of increased cooperation among various Federal agencies whose programs are being seriously damaged by the problem of false identity. The Passport Office has known for many years that efforts to combat the problem were being hurt by the fragmented and compartmentalized approach traditionally taken by law enforcement agencies in the fight against crime. Each agency has tended to be very jealous of its authority and has been prone to act independently.

In the past, cooperation between two or more agencies in those cases where the criminal problem might intrude into the jurisdictional boundaries of a sister agency was assiduously avoided. Many agencies failed in the past to appreciate the impact which the use of false identities and of false identification documents was having on their operations. In similar fashion, agencies responsible for issuing identity, citizenship, and other such documents failed to appreciate fully the impact which fraudulent obtention of their documents was having on the law-enforcement community.

As an example, I should like to introduce into the record a copy of a lengthy article which appeared in the December 27, 1976, edition of the Washington Star.

Senator THURMOND. Do you ask unanimous consent that that be entered at this point?

Miss KNIGHT. I do.

Senator THURMOND. Without objection, that will be done.

[The article referred to was marked exhibit No. 2 and will be found on p. 76 of the appendix.]

Miss KNIGHT. The article describes in detail the results of one criminal's ability to avoid apprehension through the use of multiple false identities. It resulted in the brutal murder on November 15, 1974, in Washington, D.C., of a Union official from Birmingham, Ala. Should there be any question of the cost to the American taxpayer because of the false identity problem, this article should be prescribed reading. The story, however, is not new; it has been repeated hundreds of times each year.

Because the Passport Office not only issues a prestigious identity document but also utilizes identity documents issued by other governmental agencies, we experienced and identified the fraud problem more clearly than many other areas of the Federal Government. In too many instances, we suspect that procuring a U.S. passport was the ultimate goal of the criminal. Indeed, it was his escape hatch.

In an effort to encourage serious consideration and discussion on the costly and dangerous effects of document and identity fraud, I wrote to the Director of the Federal Bureau of Investigation on January 31, 1974, and suggested that he consider arranging an informal meeting of those government agencies directly concerned with this subject so that we could consider ways and means of coordinating our efforts to curtail the expanding problems caused by false identification.

He replied: "A meeting of this nature could prove to be valuable and helpful."

On May 10, 1974, a 1-day conference of representatives of more than 20 Government agencies took place at the FBI Academy at Quantico, Va. The Passport Office presented a briefing. And there was, for the first time in my memory, an open discussion by first-line experienced officials on the nationwide increase in the use of false identities.

The exchange of experiences was very valuable. As a result of the 1-day conference and its unanimous recommendation for prompt corrective action, Assistant Attorney General Henry Peterson wrote to me on July 15, 1974, requesting my opinion as to whether a Federal Advisory Committee on False Identification should be established and whether the Passport Office would be willing to participate actively in such a program.

The answer, of course, was "Yes."

Subsequently, I requested an appointment with the then Attorney General William Saxbe, who responded immediately and who listened with interest and apparent concern to my recitation of the past and futile efforts of the Passport Office to stem the tide of fraudulent documents presented to us in the course of people applying for passports.

I pointed out the cost of this criminal activity and its serious impact on some 20 areas of the Federal Government, and the ripoff on the ultimate victim—the American taxpayer.

I backed my briefing with indisputable evidence consisting of facts and case histories and reports which we had called to the attention of our superiors for years without any results or indications of interest or support for corrective action. On October 14, 1974, in a speech in Columbus, Ohio, the Attorney General announced the creation of the Federal Advisory Committee on False Identification.

In cooperation with many of the Federal, State and local agencies working on their own experiences with identity fraud, the Passport Office became deeply involved in the preparation of documented passport fraud cases and related materials to be considered and analyzed as to their direct relationship to every type of crime which requires a quick change of identity. In the criminal world, a U.S. Passport is considered the ultimate, maximum requirement for establishing an identification and quick exit from the country when the trail gets hot.

On December 7, 1976, the Department of Justice released an 800-page report of the Federal Advisory Committee on False Identification which, while voluminous, should be required reading for all Federal officials concerned with any aspect of criminal activity. Its revelations are frightening. It is the first comprehensive look ever taken at the impact which the increasing use of false identities has had on the Government, the business community, and the general public.

It describes in detail the criminal uses made of false identification; it pinpoints the problem areas and the weaknesses which are frustrating law enforcement agencies in dealing with the problem; it makes sound recommendations concerning practical measures which must be adopted to deal with it. Indeed, I take some satisfaction in noting that the report supports what the Passport Office has been saying and advocating for many years. We are at least vindicated to that extent.

Given the length of the FACFI report and its many items and statistics pertinent to this hearing, it is virtually impossible for me to cover even the high points. However, one subject which the report covers in some depth is the need for new Federal legislation. It is obvious that some positive legislative action is required and long overdue.

The Washington Star article to which I have referred will suffice to show the costs of false identification in human terms. The article was describing the history of a fugitive felon. In the FACFI report, the FBI states that some 300,000 fugitives per year use false identities to avoid apprehension. These fugitives include such individuals as James Earl Ray, Timothy Leary, and Patty Hearst.

In terms of dollars and cents, some of the figures contained in the FACFI report are staggering. Not only is drug smuggling a \$1 billion plus industry, but a significant fact is that 80 percent of those smuggling narcotics use false identities. The Immigration and Naturalization Service estimates that the tax burden on the American public as a result of the illegal alien's use of false identities or fraudulent citizenship documents, is in excess of \$12 billion per year. Available figures found in the FACFI report indicate that fraud against business in the United States exceeds \$3 billion per year—and those figures are only the tip of the iceberg. No one knows how much of this type of crime is unreported because insurance takes care of some of the losses, or a business takes substantial tax deductions to minimize the loss.

The type of Federal legislation needed was accurately pinpointed, I believe, in an exchange which occurred during the course of the testimony which members of my staff and I gave on October 3, 1973. The exchange between Mr. William E. Duggan, my deputy, since retired, and Mr. Julien Sourwine, counsel for the subcommittee, also retired, can be found at page 55 of the subcommittee's report. And I quote:

Mr. SOURWINE. * * * It is perfectly clear that if I obtain a birth certificate issued for my brother and presented it as my own birth certificate and apply for a passport. I am committing an offense because that is fraud. But when I write to the Bureau of Vital Statistics in my hometown and ask for my brother's certificate or the birth certificate of any other named individual, I am not committing any fraud even though I may intend thereafter to use it fraudulently.

Mr. DUGGAN. There is no Federal statute violated.

Mr. SOURWINE. No violation?

Mr. DUGGAN. To my knowledge, there is no Federal statute which would cover that situation. That would have to be covered by State law since a State document is involved. Some States do have such laws. But Federal Government; no.

Mr. SOURWINE. There is no Federal statute in this area at all?

Mr. DUGGAN. Right.

Mr. SOURWINE. In your judgment, would it be helpful if we had one?

Mr. DUGGAN. It certainly would be helpful if we had one.

One result of our testimony and that of other agencies before this committee was the introduction on July 16, 1975, of S. 2131 by the chairman of this committee, Senator Eastland, and a member of the committee, Senator Thurmond. One of the principal recommendations made in the FACI report was that the Attorney General and all interested governmental agencies support the passage of 2131. This bill was again introduced on March 23, 1977, by Chairman Eastland and Senator Thurmond as S. 1096.

The overwhelming majority of identification, citizenship, and similar documents are issued and regulated solely by State governmental agencies. The Federal criminal statutes become effective only when a federally issued document, such as a passport, or federally administered benefit is involved.

Not only do Federal statutes regulate solely those documents issued by the Federal Government, but also in many cases, Federal agencies must, of necessity, rely on the documents issued by State agencies. By the time the criminal applies for a document from the Federal Government—such as a passport—or for a Federal benefit—such as social security—in which the element of identity is involved, the criminal has built up virtually a library of State-issued documentation and other supporting evidence all of which were issued on the basis of the original State-issued document. Thus, applications in false identities for any Federal Government document benefit are difficult, if not impossible, to detect.

Our analyses of the passport frauds detected during fiscal year 1976 show that in 631 out of the 787 cases in which the passport applications were executed within the United States, the criminal imposter relied upon the use of birth identity and similar documents issued or obtained from a State jurisdiction other than that in which the passport application was made.

I am not criticizing State governments. I doubt that they realize the scope of document fraud and its astronomical cost to all levels of government and, as always, its tremendous burden on the taxpayer.

Some States are moving to tighten up their procedures, and some have passed laws to deal with the problems posed by abuse of their documents. The Passport Office has already received information that some States already are moving to implement many of the recommendations made in the FACFI report. The cooperation which the Passport Office has received from State officials and agencies has been instrumental in the detection, apprehension, and successful prosecution of passport frauds.

I do not believe that the Federal Government and the public can afford to delay corrective legislation—so desperately needed now—until the day when every State has put into effect the laws, regulations, and procedures recommended in the FACFI report. Even if all the States did put into effect the measures needed to protect their documents, a serious loophole would continue to exist, as so accurately noted by Mr. Sourwine.

American society is a highly mobile one; and, the laws of each State differ. What is a criminal violation under the law of one State may not be so in another State. Even where the violation committed in one State is also a violation in another State, the laws are such that prosecution at the State level is difficult, if not impossible.

The criminal using false identity techniques is fully aware of this. As in the case of the criminal described in the Washington Star article, he can use his knowledge of State laws and the loopholes to avoid apprehension and criminal prosecution in any State by moving from one State to another and while, at the same time, switching from one false identity to another.

Indeed, once a professional criminal knows the ropes, he can acquire any type of an official document he chooses. And invariably, stashed

away in his belongings, there are several passports issued upon the presentation of signed, sealed and officially stamped fraudulent documents.

For the record, Mr. Chairman, I should like to summarize very briefly how false identity operates. The criminal begins by securing someone else's birth certificate—a selection which he makes from the obituary pages of old newspapers or visits to cemeteries. He then proceeds to obtain a driver's license, a document issued by a State agency.

An enterprising criminal may go further and obtain additional documentation from a number of different States, such as voter registration cards, library cards and the like. If the criminal's target is the business community, he will proceed to obtain credit cards, to open up bank accounts, and to open charge accounts with local stores—all in the fraudulently created identity or identities.

The variations are endless. He can then proceed to use the fraudulent identity to rip off insurance companies, secure cars from rental agencies for subsequent shipment and sale outside the United States, or secure bank loans with no intent to repay. It has all been done; it is being done now; and, it will continue to be done until there is a legislative deterrent with sufficient muscle to make the use of false documentation and false identities an unprofitable and an unpleasant occupation.

A vivid and graphic description of how false identity works and what it can cost appeared on one of the "60 Minutes" programs televised by CBS last year. I obtained a copy of the segment of the show which dealt with false identity. I would be happy to run it for this committee at any time convenient to members.

[See exhibit No. 4 on p. 98 of the appendix.]

If the criminal's target involves travel outside the United States, he will attempt to obtain a valid passport in the false identity he has created. If he seeks financial benefits from the Federal Government, he can file for social security or unemployment benefits in a number of false identities at a number of different locations around the country.

Once the criminal has succeeded in obtaining the required documentation in any number of false identities, he can disappear and reappear at will. While law enforcement authorities are searching diligently for Christopher Smith, the criminal is conducting business as usual under a new identity with all the documentation needed to prove his is Timothy Jones, Jr. He is under no pressure because the law is not looking for Timothy Jones, Jr.—at least for the time being.

Legislation such as S. 1096 would give the Federal Government the tool it needs to act where the individual State can do so only with extreme difficulty because by the time the State authorities discover that the criminal has violated its laws, he has already left the State's jurisdiction.

Getting the individual back into the State in which he committed his identity-related crime can be time consuming, expensive, and frequently unsuccessful.

Through the use of the Federal Government's powers, under the "commerce clause" of the Constitution, article I, section 8, it provides that "the Congress shall have power to * * * regulate Commerce with foreign nations, and among the several States * * *" The Federal Government can legislate on matters within interstate commerce.

And this is the basic constitutional authority for S. 1096, in our opinion.

S. 1096 would accomplish what the States, individually or together, cannot accomplish while at the same time insuring that the Federal Government does not intrude into areas which are constitutionally reserved for jurisdiction of the individual state.

S. 1096 would also allow the Federal Government to go after the increasingly large number of suppliers of fraudulent identity documents. If the criminal is well known and is afraid to personally proceed through the steps required to secure the documentation needed for a new identity, there are many others in the criminal society who are more than willing to be of assistance to him for a price. At present, we can only reach these intermediaries and producers of false documents through use of the Federal conspiracy statutes. And as you know far better than I, successful prosecution for "conspiracy," when it involves the production and sale of false identity documents, is next to impossible.

The same is true with respect to the various organizations and individuals who disseminate information on how a criminal can avoid apprehension by assuming a new identity. In my testimony of September 15, 1972, and October 3, 1973, I described one such "How To" publication, entitled "The Paper Trip." While it has not made the best seller list, it is still being sold.

In fact, I have with me some documents which indicate that the company selling "The Paper Trip" now has expanded its operations and is offering for sale phony birth certificates, phony State driver's licenses or I.D. cards, phony school diplomas and the like. I should like to submit this material for the record, Mr. Chairman.

Senator THURMOND. Without objection, that material will be included in the record at this point.

[The material referred to was marked exhibit 3 and will be found in the appendix, p. 82.]

Miss KNIGHT. You will find even more such materials in the FACFI report. Textbooks on how to rip off the Government are doing a thriving business regardless of how illegal their recommendations may be. But as far as we know, they have been untouched by the law.

One final comment must be made concerning the matter of false identification. It is not only the bank robber, the murderer or the confidence man that utilizes false identities. What those criminal elements can do, terrorists, subversives and espionage agents also can do—perhaps even better. There are any number of cases reported in the press describing how terrorist groups, intent upon hijacking commercial airliners or murdering innocent people, utilized passports and other identity documents and false identities to gain entry into target countries.

As far as I know, no U.S. passports have figured in this activity in the recent past—at least none have surfaced—but we have been warned that U.S. passports have been procured for these purposes.

The notorious terrorist "Carlos," who killed two police officials in Paris on June 27, 1975, had in his possession two stolen U.S. passports. He and others in his organization were in the process of altering those documents for the use of other terrorists.

Fortunately, "Carlos" left these passports behind when he fled from the authorities in France. Altered passports frequently can be

detected by knowledgeable and observant immigration and customs officials. But how do you detect a fraud when the terrorist is in possession of a valid passport obtained through one of the many false identity techniques?

I understand that there may be efforts made to support S. 1 in lieu of S. 1096—despite the fact that S. 1 has been in and out of circulation since January 15, 1975, and is currently being revised.

Those advocating support of S. 1, when and if reintroduced, cite several sections in chapters 12 and 13 of S. 1 which they believe would accomplish the same purposes as would the enactment of S. 1096. Frequently mentioned are the provisions of sections 1211 through 1216 in chapter 12, and section 1343 in chapter 13 of S. 1. In our opinion, the advocates of that position display ignorance concerning the serious criminal problem of false identification, and its impact.

Analysis of the cited provisions in S. 1 make it clear that the problems addressed by the provisions of S. 1096 were not even contemplated by the drafters of S. 1. Nowhere is this more evident than in those sections of the FACFI report dealing with the need for Federal legislation. At pages 113 through 121, the FACFI report recommends the enactment of S. 2131, which is the predecessor bill to S. 1096. In the alternative, the FACFI report recommends that S. 1 be amended by the inclusion of a new section in chapter 13, entitled, "Section 1345, Using a False Identity Document."

Given the fact that the FACFI report was issued under the sponsorship of the Department of Justice, I cannot conceive that report's recommending the inclusion of a new section in S. 1 if that bill already contained provisions which would accomplish the same purposes as S. 1096.

Even if the section recommended by the FACFI report were included in S. 1, we would still be faced with the problem of time. The progress of S. 1 and its predecessor bills has been exceedingly slow through the legislative process. In the meantime, the number of individuals using false identities in the commission of serious criminal acts continues to grow daily.

Mr. Chairman, we cannot wait until the end of this session. We cannot wait until 1978. We need corrective legislation now. Therefore, we in the Passport Office urge that S. 1096 be passed and enacted into law as soon as possible. The need for this statute is critical.

While it will not solve all of the problems which confront us in combating the use of false identities for criminal purposes, I believe that enactment of this legislation will constitute a major first step in the right direction. I know of no Federal agency—law enforcement or otherwise—which is knowledgeable in the scope of this subject and its cost and damages to our government, that is opposed to it. In fact, the FACFI report establishes that every agency, business organization and private group concerned with the fight against false identification supports S. 1096 without reservation.

Thank you, Mr. Chairman.

Mr. SCHULTZ. The chairman did not want to interrupt your testimony; but asks that I apologize for his temporary absence. The Attorney General is in the anteroom and needed to visit with Senator Thurmond for just a minute. He will return momentarily.

Miss KNIGHT. Thank you.

Mr. SCHULTZ. We can proceed with the statistical information which Mr. Wharton is to present and develop the record with some explanation of the details.

If we could have a narrative or a breakdown of these statistics, it would be helpful.

Would you like to proceed with that, Mr. Wharton?

Mr. WHARTON. Thank you; yes.

The statistics which were entered into the record are broken down in several ways. As Miss Knight has indicated, they do show the growth of the passport fraud problem.

There are six tables here. The first is a table on passport frauds detected from July 1, 1969, through February 28, 1977. This is the latest date for which we have complete statistics.

In fiscal year 1970, we detected a total of 501 frauds. We now have arrived at a period where, during the current fiscal year, we have detected 588. That is just for the partial year. Thus, if we continue to detect frauds at the current rate so far this fiscal year, it is clear that we will have detected double the number of frauds that we did in 1970.

Mr. SCHULTZ. When you say "we," to whom are you referring?

Mr. WHARTON. I am referring to the Passport Office.

Tables 2, 3, and 4 give a further breakdown of the frauds which were perpetrated in the United States and detected for the fiscal years in question. They indicate not only the places where the fraudulent application was executed, but they also indicate the number of fraudulent applications executed by the type of facility, the number of frauds which were detected at the application points, and the number of frauds which were detected by the Passport Office. These were all detected prior to issuance.

Mr. SCHULTZ. May I interrupt at this point in order to clarify the record?

Would you indicate the trend which is evidenced by these figures?

Mr. WHARTON. The trend which is evidenced by these figures is that the overwhelming majority of all passport applications are being accepted at non-Passport Office facilities.

Where the application is accepted by a Passport Office facility, there is a far greater ability to detect the passport fraud at the application stage before the passport is issued and the damage done than there is at some of the other outside acceptance points.

Mr. SCHULTZ. Is there an identifiable trend concerning the ratio of fraud detected and the total number of passport applications?

Mr. WHARTON. There is a definite trend in that direction. We are discovering, and it was pointed out in the record, that the percentage of passport frauds detected before issuance was 46 percent in fiscal year 1974; it was 53 percent in fiscal year 1975; and it was 61 percent in fiscal year 1976.

Mr. SCHULTZ. Thank you. I wanted to emphasize that for the record at this point even though it is in your report.

You may proceed, and I will try not to interrupt you again.

Mr. WHARTON. You should also notice that the percentage of passport frauds detected before issuance during fiscal year 1977 has risen to 64 percent as of this date.

I believe that the statistical chart with the greatest impact, in terms of describing the cost of passport fraud, is table 6, which is "Domestic Fraud Breakdown by Underlying Motive."

As Miss Knight has already indicated, no one commits passport fraud merely to do it. It is done to cloak some other more serious criminal activity. You will find in that chart a breakdown, for the last 4 complete fiscal years, of the motives underlying the perpetration of the passport frauds.

When we are asked about the cost of passport fraud, I think that we can show here just one indication of that cost. With respect to those passport frauds which involved narcotics trafficking through those fiscal years, you will notice that we have detected 377 such frauds. It has been estimated that each person engaged in transporting hard drugs into the United States has the potential to bring in personally drugs having a street value of \$500,000.

In other words, the 377 passport fraud perpetrators whom we have detected in the last 4 fiscal years—those who perpetrated that fraud for the purpose of importing narcotics—have the potential of importing \$188.5 million worth of such hard drugs into the United States.

I would be happy to answer any further questions which you may have with respect to these statistics.

Senator SCOTT (acting chairman). I notice, according to the chart which has been presented, that the Passport Office detects a far higher percentage of fraudulent applications than either the post offices or the clerks of court.

Is the acceptance of applications for passports by the post office a recent practice?

Miss KNIGHT. This practice was instituted 6 years ago.

Senator SCOTT. Could you explain how that works?

In other words, how far do they go before your Office takes over the actual issuance of the passport?

Miss KNIGHT. Yes; I would be glad to explain.

The post office was considered a more convenient place for the public to obtain passport application forms, to fill them out and to have them executed.

Now it is true that the use of post offices is more convenient for the public. It is, however, not a secure operation because the post office clerks are not trained to adjudicate the application in the presence of the applicant nor to ask the right questions in the event of suspected fraud.

The post office clerks do not adjudicate on the spot as would a passport agent. When an applicant comes into a passport agency and submits his application, the agent who accepts it, adjudicates it right then and there. The agent checks the picture; checks the signature and checks the information and documents submitted. The postal clerk is not sufficiently trained to do this.

Senator SCOTT. Is this done by the postmaster in smaller post offices and by certain designated people in other post offices?

Miss KNIGHT. There are designated employees of the post office who do this work. They are designated by the postmaster.

Senator SCOTT. Do they receive any training?

Miss KNIGHT. They get training through information bulletins and directives. That is about all.

We have asked for signature lists so that we could pinpoint the post office employee who accepts the application. But this is considered to involve a great deal of extra work by the post office, and we do not get these.

Under such circumstances the best we can do with applications that are accepted by the post office and forwarded to us is to study these applications much more closely than those applications accepted by our passport agencies because we have not seen the applicant, and we do not know precisely who accepted the application, and what position that person holds in the post office.

Senator SCOTT. According to table 5, fraud was detected before issuance in 7 of the 122 fraudulent applications of the post office. The clerks of courts had a little better percentage in that they detected 7 out of 65.

I notice, however, that the Passport Office detected 158 out of 283 fraudulent applications before issuance, or over half of them.

If these other facilities can only detect this very small number of fraudulent applications, what would you suggest be done? Should they continue to receive the applications, but have additional training?

Can you suggest a solution for this?

Miss KNIGHT. Yes. We have some blunt suggestions. One of them would be—and I am not saying this facetiously—that the post office get out of the passport business and attend to the mails. Let us handle passports.

We realize that we do have to make accessible to the public the facility for obtaining and submitting a passport application and for obtaining related information. We have recommended for years, an effective and efficient program of decentralization of the passport function, by establishing additional passport field agencies.

Consider the fact that the passport office pays for itself and we deposit \$10 million to \$14 million a year over and above our domestic cost of operation. We have been considered a revenue producing office by Members of Congress for many years. We pay our way and we make what businesses call a "profit."

If that money could be reinvested into efficient and direct passport services, it is my opinion that we would have a much better and a much more secure issuance system. We would have something which would not only be of great benefit to the Government by enhancing the integrity and security of the passport document, but we could have an organization which would also render better services to the public.

The post office is simply an acceptance agency. Its operation with respect to passports could be compared to making a deposit in a bank. You give the clerk the money; the deposit slip is stamped; and, that is it. There are no questions asked.

The post office is known to have a great turnover in its clerical help. And with some 802 post offices taking passport applications around the country, this becomes a problem. A clerk accepts the application and sends it directly to the nearest passport agency. We have 11 passport agencies in the country.

At these agencies an application is adjudicated by a trained passport agent. He checks the signature and the accompanying documents and every item in the application. This is one reason we catch so many frauds before issuance.

Senator SCOTT. How do you train your employees to detect fraud?

Miss KNIGHT. We train them by sending senior employee teams to our agencies; we also train our agents by having them come to Washington for a training session at least once a year. In the future I hope to have them come in for a training session twice a year because the fraudulent identity situation is getting worse.

The passport agents who do this work for us are trained in detecting fraud, they are knowledgeable. We are doing the best we can under some rather discouraging circumstances.

Senator SCOTT. Your chart indicates that clerks of courts take these applications. Are these Federal district courts?

Miss KNIGHT. The Federal courts are getting out of the passport business because they have been so bogged down with court work. Their dockets are full and they just cannot handle the passport traffic coming in and out of their offices. We have known this for years. Most of the Federal courts are now out of the passport business. Some State courts continue to take passport applications.

Senator SCOTT. Does this include all courts within the States? For example, would this include courts of general jurisdiction or circuit courts?

Miss KNIGHT. Yes. It would include any court of record.

Senator SCOTT. It would include any court of record. And in many instances, that would probably be done by a deputy clerk, would it not?

Miss KNIGHT. That is correct.

Senator SCOTT. Do they receive any training?

Miss KNIGHT. They receive only what we can send to them through the mails or an occasional speaker to their State conferences. However, from a psychological point of view, a criminal is likely to think twice before going into a court of law and applying for a passport. This is true since most of the people who go to the courts for passports are locals and are known. If a stranger were to go into a State court and apply for a passport, he might be asked too many questions, and these are not questions that are asked by the post office clerks.

Senator SCOTT. So you would feel a little safer with a clerk of a court than you would with a postal clerk. Is that right?

Miss KNIGHT. I would; indeed.

Senator SCOTT. You mentioned the Federal courts' getting out of the business because of the congestion. Is that a decision that the judges have made?

Miss KNIGHT. The judge makes that decision; yes.

I think, perhaps, that Mr. Wharton may know how many Federal courts are taking applications at this time.

Mr. WHARTON. I don't know how many are taking applications at this time, but I would be happy to get that for this committee.

[The information was subsequently supplied that at the present time there are 196 U.S. district court offices which accept passport applications. This is out of a total of 429 such offices throughout the United States.]

Senator SCOTT. We are interested in finding out how to detect the fraud and how to reduce it. And this table would indicate that both the post office and the clerks of court are rather lax in their detection of fraud.

Now whether this specific period of time, of July 1, 1976 to February 28, 1977, represents an average, I do not know. But it shows that of 122 fraudulent applications, 7 were detected by the post office before issuance. For the clerks of court, it shows that 7 of 65 were detected before issuance.

And then it shows that the Passport Office detected 158 out of 283 before the issuance of a passport. That is quite a difference.

Do you think that this fairly represents the difference? From your testimony, I would guess that it does not.

Miss KNIGHT. That is correct. I have asked Mr. Wharton to give you some information on this particular thing because we do have a modest training program on fraud detection.

We have asked for a training film six times in the past 8 years. This has been denied to us each time on the budgetary level. We urgently need a first-class, professional training film that we can send out into the field. We don't have it.

But we do have something which Mr. Wharton will explain.

Mr. WHARTON. One of the reasons for the success which the Passport Agencies have had in detecting fraudulent applications before the passport is issued is that we have a formalized training program within the Passport Office for our own employees.

Until calendar year 1976, at least once a year, a team from the Passport Office in Washington would go to each of the passport field agencies to provide them with intensive training concerning fraud detection, the techniques of passport fraud and related matters.

The program is all done in-house. We have a variety of audiovisual slide presentations which we use. These are continually updated. And on a regular basis, we are sending these out to each agency so that they can use them as needed.

Senator SCOTT. Miss Knight and gentlemen, I notice by the clock that we have a vote.

Is there something which one of you has not said, but which you would like to have included in the record?

Mr. WHARTON. We do have for the record, Senator, a variety of materials which relate directly to Miss Knight's testimony. These materials concern not only the philosophy behind the fraudulent identity concept, but also samples of the types of documents and phony document companies which would be put out of business upon enactment of S. 1096.

Senator SCOTT. We are glad to accept that for the record. We thank you for it.

Senator SCOTT. Is there anything else which you might, by way of summation, want to tell us or something which you have not touched on that you would like to call to our attention?

Miss KNIGHT. No, sir; I think we have said it all. Thank you.

Senator SCOTT. Miss Knight, it was nice to have you and your associates here with us. We are well aware of the type of job you are doing and we appreciate it. Thank you for being with us.

The hearing is adjourned.

[Whereupon, the hearing was adjourned at 11:50 a.m., subject to the call of the Chair.]

FALSE IDENTIFICATION

TUESDAY, MAY 17, 1977

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

The committee met, pursuant to recess, at 11:12 a.m., in room 2228, Dirksen Senate Office Building, Senator Hatch (acting chairman of the committee) presiding.

Present: Senators DeConcini, Thurmond, Wallop, and Hatch.

Staff present: Richard L. Schultz, counsel; Alfonso Tarabochia, investigator; Robert J. Short, investigator, and David Martin, analyst.

Senator HATCH. Gentlemen, we are happy to welcome you here this morning. We apologize for starting a little late.

I would like to say that the committee meets this morning in connection with its continuing inquiry concerning the bill, S. 1096. This bill deals with the problem of false identification and, on enactment, would close the loopholes in existing Federal laws pertaining to the procurement or use of U.S. documents involving an element of identification.

We are pleased to have with us this morning Mr. James B. Adams, Assistant to the Director and Deputy Associate Director of the Federal Bureau of Investigation.

Mr. Adams, I would ask that you identify your associates and, if you plan to have them testify, that they, along with you, rise and be sworn at this time.

Mr. ADAMS. Thank you, Mr. Chairman.

I have with me Paul Daly, of our Legal Counsel Division; James Ingram, Deputy Assistant Director in the Criminal Investigative Division; Emil Schroeder, Supervisory Special Agent.

Senator HATCH. Do you swear that the testimony you are about to give shall be the truth, so help you God?

Mr. ADAMS. Yes.

Mr. DALY. Yes.

Mr. INGRAM. Yes.

Mr. SCHROEDER. Yes.

Senator HATCH. First let me say this to you: This is an area which has been extremely interesting to me because I think we have all kinds of problems in our society as a result of false identification.

In particular, I have been quite concerned with some of our universal registration advocate programs, that is, that we should just let people show up and show any kind of identification and automatically be entitled to vote, without any preregistration procedure, checks, or

any other approach which might guarantee that we do not have voter fraud.

That is just a minor aspect of our overall problem but it enters into the picture. People in our society need to know some of the testimony that you are about to give.

I consider these hearings, therefore, very important. I have deep respect for your office and your people.

Without any further comment, we shall just turn over to you and hear what you have to say.

STATEMENT OF JAMES B. ADAMS, ASSISTANT TO THE DIRECTOR, DEPUTY ASSOCIATE DIRECTOR (INVESTIGATION), FEDERAL BUREAU OF INVESTIGATION, ACCOMPANIED BY JAMES INGRAM, DEPUTY ASSISTANT DIRECTOR; EMIL L. SCHROEDER, SUPERVISORY SPECIAL AGENT; AND PAUL DALY, SUPERVISORY SPECIAL AGENT

Mr. ADAMS. Thank you, Mr. Chairman.

I welcome the opportunity to appear before this committee to present the FBI's views concerning Senate bill 1096.

In the investigation of various matters within our jurisdiction, we have noted the increasing use of false identification by individuals to commit crimes or for fugitives to elude apprehension. The ready reliance of today's society on official documents, be they State or Federal, as a means of identification for business transactions invites the use of fraudulent documents.

Existing Federal statutes are of little use in combating the problem. I am not, however, suggesting that the entire matter be addressed in this legislation since it is obvious that local jurisdictions must make a similar commitment of their law enforcement resources in this area.

I would like to cite some graphic examples of instances where the use of such documents were uncovered during our investigations.

Several years ago, an FBI investigation developed information that a number of persons had set up a dummy firm on the west coast, and through this firm, utilizing mail drops, obtained numerous deceased infant birth certificates. Subsequent investigation determined these individuals obtained hundreds of deceased infant birth certificates for the purpose of selling these documents.

In this matter, 15 subjects were indicted for the smuggling of drugs estimated to be valued at \$20 million. Investigation determined that two of the individuals, utilizing fraudulent passports as the primary means of identification, passed worthless checks totaling approximately \$18,000.

Based on FBI information, the Los Angeles Sheriff's Office arrested an individual on a grand theft warrant issued in New Jersey. Recovered at the time of arrest, were a number of deceased infant birth certificates; false New Jersey, Illinois, and California drivers' licenses; various forging tools which could be used in altering identity documents; a large number of applications for Federal and State documents; an altered .22-caliber pistol; numerous credit card application forms; merchandise possibly obtained from burglaries; several bank account books under various false identities; and numerous colored Xerox copies of \$10 and \$20 bills in U.S. currency.

Following an investigation conducted by the FBI, a search warrant issued for a subject's residence, led to the recovery of several stolen vehicles, weapons, TV sets, travelers' checks and numerous items of false identification. Painstaking investigative efforts to backtrack the complex false identification system resulted in our determining that two subjects were apparently involved in a large-scale drug and artifact smuggling operation, as well as an auto theft ring and several travelers' checks and credit card schemes. All of these activities were based on the use of false identification. A bank victimized by their schemes estimated it may have lost as much as \$250 million.

The aforementioned examples resulted from investigations conducted by the FBI incidental to discharging its current responsibilities. Cases arise where we are aware of the use of fraudulent identification and we are unable to take effective action.

For example, recently we determined that an individual was using fraudulent documents and had reason to believe he may have been a fugitive. This individual consented to be fingerprinted, but it was necessary to release him prior to having the fingerprints compared to known fugitives since we possessed insufficient information for detention. Subsequently, it was determined he was a Federal fugitive.

Our investigations, as well as those of other law enforcement agencies, reveal the common use by today's criminal of four types of false identification, namely: (1) stolen, (2) counterfeit, (3) filled-in legitimate blank forms, and (4) deceased infant.

The criminal use of stolen and counterfeit identifications is quite commonplace today. Thefts of legitimate blank identity forms are being reported on a regular basis. Once these stolen forms are channeled into the hands of the criminal, they become a valuable weapon in the criminal's arsenal.

The criminal use of deceased infant identities has reached major proportions today. The use of this technique is ever-increasing. Today's criminal feels exceedingly secure when cloaked in this type of documentation.

This legislation, as drafted, provides criminal sanctions for falsely obtaining, possessing, manufacturing, selling, or transferring any fraudulent U.S. Government document bearing on identity. It would also criminalize the use of interstate facilities to transmit any false State or U.S. Government identification document.

In addition, it would penalize the use of interstate facilities to transmit any false information or document in order to obtain a State or Federal document bearing on identity. It further provides criminal penalties for falsely making or selling an official State document to obtain official U.S. documents based on identity.

In summation we believe this bill will provide the necessary authority for the Federal Government to discharge its obligation protecting individuals and the Government from being victimized through the use of fraudulent identification. That concludes my statement. I shall be glad to try to assist with any questions you might have.

Senator HATCH. Thank you. I appreciate your statement.

Mr. SCHULTZ. If I may interrupt for just a moment, may we have included in the record the statement of Director Kelley which appeared in the April 1977 issue of the "FBI Law Enforcement Bulletin" pertaining to the false identification problem?

Senator HATCH. Without objection, it is so ordered.

[The material referred to will be found in the appendix, p. 104.]

Senator HATCH. In his editorial in the April issue of the "FBI Law Enforcement Bulletin," Director Kelley identified several recommendations offered by the Federal Advisory Committee on False Identification designed to curb existing abuses in the area of false identification. Some of these mentioned by Director Kelley are as follows:

The correlation of birth and death certificates on an interstate basis;

The creation of minimum Federal standards to tighten the application procedures for such vital documents as birth certificates and drivers' licenses;

The establishment of stronger State and Federal penalties for false identification crimes;

The creation of stringent uniform standards for the identification of public aid and Social Security applicants;

Utilization of electronic transfer systems for funds as an effective safeguard against certain business crimes.

What contribution would the Federal Bureau of Investigation make towards implementing these helpful recommendations offered by the Federal Advisory Committee?

Mr. ADAMS. Well, in the first place, one of our major problems, or one of the major problems of law enforcement, is trying to cope with the misuse of identification documents. These documents generally prepared on the State level, form the basis for obtaining most of our Federal documents. There are certain provisions on the State level, and there are also certain provisions on the Federal level, but a void exists in trying to cope with the interstate transmission of information from the State level to the Federal level to obtain these documents, and also in connection with transfer of the documents themselves.

In connection with some of our investigations we have run into actual groups which are manufacturing false identifications. They advertise in the newspapers to this effect.

At the present time by current legislation we are powerless to direct our investigative activities against those particular matters unless they arise incidental to some other jurisdictions we have.

Senator HATCH. In other words, you will have to have some other commission of crime or some sort of need to prove the false identification before you can really take much effective action from a Federal level today?

Mr. ADAMS. That is right. Many of the Federal documents are issued, and once they are issued and used, that may constitute a violation already covered by the statutes.

The problem is when we know that groups are out there manufacturing false identification. We have no means to get at that particular group in advance and possibly forestall abuses of the welfare program, social security, and other programs derivative of some type of identification.

Senator HATCH. Have any educational programs or training programs been commenced by the FBI for their own personnel and/or State governments or businesses?

Mr. ADAMS. In connection with the law enforcement bulletin, we have put out information concerning the growing use of false identification. We really don't need to educate on the problem in the law enforcement area because it is so widespread that any time you arrest a fugitive you probably find anywhere from 1 to 30 types of false identification in his possession.

The problem is in trying to tighten up procedures concerning the establishment of the documentation at the State level. We have communicated, in conjunction with the Department of Justice, with the various State agencies, urging them to tighten up their procedures in issuing documents and also in maintaining the credibility of those documents.

In addition, in our police training programs we emphasize these particular matters to the local authorities.

Senator HATCH. What procedures could be implemented so as to obtain a feedback and thus evaluate whether or not the recommendations, once implemented, are, in fact, effectively countering the false identification problem?

Mr. ADAMS. It would be rather difficult. Statistics again rarely serve as a real meaningful measure of activity in this regard.

When the problem is as widespread as it is, we would never know, for instance, to begin with, the full magnitude of the problem and we would have difficulty in measuring how much reduction has occurred. We are almost in a position of dealing with what is a known fact and that any relief obtainable would have some beneficial result—but yet we would be, I think, unable to get too much feedback.

Senator HATCH. Does the FBI recommend any further strengthening of the bill we are discussing today, S. 1096?

Mr. ADAMS. No; not in connection with the particular bill. We feel that it does direct itself at the major areas in which we are interested, which is interstate transmission of false information to obtain Federal or State identification documents. The State will have to supplement this by trying to again improve the credibility of their documents.

There is a lack of uniform preparation of such documents so that when one is submitted to a State somewhere else they have no idea what a birth certificate should look like from another particular State, or what an automobile registration form should be like, the type of paper used, because security paper varies tremendously.

We hope that by providing us the opportunity to enter this area in a quality area of systemized or systematic abuse of false identification and then have the State supplement it with internal controls there, we feel it would have a beneficial impact.

Senator HATCH. Senator DeConcini?

Senator DeCONCINI. Thank you, Mr. Chairman.

The testimony in the report indicates some large combined and organized criminal operations in various States and spread out in several States.

Do you concur with that, that these are multi-State operations as they regard some of these people who make these false documents?

Mr. ADAMS. Yes. There is a definite interstate relationship. Through their advertisements some of these organizations direct their request

for, say, deceased infant birth certificates to a number of States. They get them wherever they can.

Senator DeCONCINI. Are they concentrated in any geographical area?

Mr. ADAMS. We have seen a heavy concentration on the west coast. We first became aware of an extensive use of it in connection with some of our investigations into the Weather Underground and the Symbionese Liberation Army.

We have seen rather widespread use on the west coast but it is not unique to that area.

Some of the groups we are currently concerned with in the bombing area, for instance—the New World Liberation Front and the Emiliano Zapata unit—members of these organizations were heavily involved in the use of false identification.

Senator DeCONCINI. Are you aware of any such rings or operations operating in Arizona?

Mr. SCHROEDER. There was one organization set up for a short period of time which was widely advertised and in their advertisements, they clearly indicated they could, for about \$50 or \$75, furnish legitimate birth certificates of deceased infants.

We furnished the information to the postal inspectors because of possible mail fraud. We did not conduct any investigation. That is the only thing I can recall in the State of Arizona.

Senator DeCONCINI. The experience I have had as a prosecutor there is that there are some local operators, at least there were a year ago, who operated in a very small manner. I do not know whether your department is familiar with it or not, but they dealt in counterfeit checks and those types of operations, and illegal aliens as well.

Do you have any statistics available to show the number of illegal aliens you believe cross into Arizona on an annual basis?

Mr. ADAMS. No.

Senator DeCONCINI. Do you have any estimates?

Mr. ADAMS. I really do not.

Senator DeCONCINI. Do you have any estimates or information as to how many false identification cards you collect from the State of Arizona?

Mr. ADAMS. We do not have jurisdiction over immigration matters. We do maintain close contact with them because some of the alien problems do become FBI jurisdictional problems.

Senator DeCONCINI. If they find and take the illegal cards, you are not aware of it?

Mr. ADAMS. No; we have gotten involved in the past where there might be some internal problem, such as theft of the documents themselves. The blank documents which are later filled in we might know about, but we have no accounting from them with regard to the extent of the problem.

Senator DeCONCINI. The committee has heard evidence of an operator, or a group, which does falsify identification cards, operating in seven different States on a nationwide basis. In 1 year alone he supposedly stole or distributed some 500 cards. Are you aware of that organization? I presume you are.

Can you tell us anything about it, whether it is expanding or is it still flourishing?

Mr. SCHROEDER. I presume, sir, you are probably referring to this: We received information that an organization on the west coast which went under the title of Inter-mart. The primary individuals in this organization dealt, for the most part, entirely with the deceased infant aspect.

In connection with their activities in obtaining birth certificates we uncovered, I think, 300, 400, or 500 instances where individuals using this firm obtained deceased infant birth certificates, and from there they started to supplement birth certificates with other identity documents.

Senator DECONCINI. Is this group still in operation?

Mr. SCHROEDER. As far as we know, sir, no.

Senator DECONCINI. Where else in the continental United States are there substantial groups operating, geographically?

Mr. ADAMS. We have seen them advertised in the underground press around the country. For instance, the Weather Underground has an aboveground support organization. They have made widespread use of it.

Field offices are sending us, on a rather regular basis, clippings indicating individuals advertising that they can furnish such identification.

Senator DECONCINI. Do you have any information that would lead you to believe that any religious cults have been involved in any of this activity?

Mr. ADAMS. I am not aware of any.

Mr. SCHROEDER. No.

Senator DECONCINI. Perhaps you already testified as to the cost of crime being committed using these false I.D.'s.

Mr. ADAMS. It would be in the billions.

Senator DECONCINI. Can you give us a figure on what it would cost to enforce this law if it is enacted?

Mr. ADAMS. No. We feel that in the beginning in connection with our allocation of resources where we attempt to concentrate in impact areas that we would certainly not take on the investigation of each and every use of false identification. We would try to concentrate the activity of the FBI in the area of the systematic preparation or dealing in false documents, and we feel that we would be able to handle it in connection with our current manpower requirements.

Senator DECONCINI. You do not think it would necessitate any additional manpower at this time?

Mr. ADAMS. No.

Senator DECONCINI. No additional FBI agents?

Mr. ADAMS. No.

Senator DECONCINI. That is very encouraging.

The major course of false I.D.'s are the stolen, counterfeit, or blank forms of deceased infant birth certificates. If you have already answered this question, just tell me and I shall check the record.

Why is it so easy to obtain deceased infant birth certificates?

Mr. ADAMS. The main reason it is so easy, and I have not addressed myself to this before, is that these are public records. Anyone can go to a newspaper morgue and pick out a deceased infant's name in an obituary column and then request the birth certificate for that person.

There is no check in most States of requests for birth certificates against deceased records. Therefore, there is no way to determine that such activity is going on. It is just a very simple process of utilizing available public records.

Senator DECONCINI. Do you have any information that "revolutionary groups," whatever that may mean to any of us, are involved in any of this activity of obtaining false passports or other governmental documents?

Mr. ADAMS. Yes. In connection with our investigations, false identification is a way of life with such groups. At the time of the main Symbionese Liberation Army's apprehension they had numerous complete sets of false identifications. At the time Patty Hearst was arrested the same situation developed.

Domestic terrorists utilize this as well as the foreign terrorists. Entry into the United States is possible through the underground with the aid of false identity documents.

Of course, we deal with a much greater problem from outside the United States because there you may have the total resources of a foreign government behind the implementation of such activity in the United States.

However, we find that any group which carries on clandestine activities, be it criminal, domestic security, terrorism, or espionage, all utilize false identification in carrying out their activities. There is just no solution.

Senator HATCH. If the gentleman would yield, have you identified any age level approaches with regard to the use of false identification?

Mr. ADAMS. No. The person needing false identification, if he happens to be a 50-year-old bank robber, is going to obtain the identification or birth certificate of someone born approximately 50 years ago. If time has not taken its toll, he may be able to get by with identification of a younger person.

Senator DECONCINI. Do you think there is any merit in cross indexing of birth and death certificates? Is that a practical approach?

Mr. ADAMS. I don't know how practical it is. It would certainly be of greater benefit in handling such documents because it would put the States in a position to at least inquire and look more closely at the request for a birth certificate on an individual who has subsequently died. There are very few legitimate uses for such at a later date.

The problem is that when individuals die, today in our transient society, people are probably dying in some State other than the State in which they were born. The problem here is an inherent one—whether it would require some type of national program of registering deaths and births, or whether, if handled on the State level there could be some type of commonality of such information such as we have with the FBI serving as the central repository for fingerprints for all the police departments around the country.

I believe this is one of the recommendations of the committee, that there be some effort directed toward reconciling such records.

Senator DECONCINI. The report of the Advisory Committee also calls for the establishment of a national clearinghouse for false identification information. Would you be prepared to venture an opinion on this proposal?

Mr. ADAMS. If it is the type of information, say, on criminal activities in that regard, it would be one thing. If it is some type of thing which gets into the area of compiling more personal type information against U.S. citizens in some central place, I think that would not meet with very much approval.

I am not particularly informed on exactly which thrust the committee's recommendation was directed at in that regard.

Senator DECONCINI. It referred to a national clearinghouse for false identification information. I don't know specifically what it would be. I wondered what your comments would be, whether or not that could be implemented and whether or not you had an opinion.

Mr. ADAMS. We do have items on false and stolen securities which we enter into the National Crime Information Center, so there is a possibility that there could be some type of clearinghouse for either particular documents which are accumulated or types of information which are frequently used in such activities.

Senator DECONCINI. Thank you very much.

Mr. Chairman, thank you. I have no further questions.

Senator HATCH. Senator Wallop?

Senator WALLOP. Thank you, Mr. Chairman.

Mr. Adams, I was interested in a statement on page 3 of your testimony with regard to the individual who was arrested. It was determined that he was using fraudulent documents. Your statement is that it was necessary to release this individual prior to having his fingerprints compared to those of known fugitives "since we possessed insufficient information for detention. Subsequently it was determined he was a Federal fugitive."

What could have been done differently had this statute been on the books which was not done at that time?

Mr. ADAMS. At the present time if the nature of the false identification he had would have been of a type which would have made possession of such identification a violation, we would have had probable cause to detain him.

Senator WALLOP. On suspicion that he was using them?

Mr. ADAMS. That is right. That would have given us a little more basis for meeting the reasonable test of detaining him long enough to check his fingerprints.

As it turned out, he was an FBI fugitive, but we did not have reasonable basis to detain him even though we suspected that he possibly was.

Senator WALLOP. Would this piece of legislation have any effect—and I just happened to watch the news last night and I ask it for that reason—would it have any effect on people for whom the Bureau or the Justice Department provides false identities so they can be protected when investigating organized crime?

Mr. ADAMS. This is being reviewed by the Department at the present time as to whether the Federal prerogative in order to carry out a necessary and central law enforcement function would permit the continued use of such identification or whether this bill should be specifically amended to provide for bona fide law enforcement purposes. The matter is under review by the Department as to what recommendations should be made to the committee in that regard.

Senator WALLOP. I trust the Department will make those recommendations before the committee acts on this measure.

Mr. ADAMS. They wanted at least to bring their views to the attention of the committee, hoping that it would be considered in that regard.

In connection with our current thrust, we make widespread use of undercover agents. We penetrated the organized crime higher echelons with undercover agents.

We have penetrated the large-scale automobile theft rings, the systematic theft and interstate transportation of such stolen vehicles, and it is necessary to provide our personnel with false identification in that connection.

At the present time, it is not in violation of any statute.

Senator WALLOP. Don't you provide a false identification and a new life for people who testified in one way or another?

Mr. ADAMS. Yes, under the Witness Protection program, it is often necessary when we are able to secure the cooperation of an individual, at risk to his life, to come forward and testify against some organized crime syndicate chieftain. It is necessary to provide these people with a new identity, a new life, and complete supporting identification because syndicated criminal groups try to ferret out those individuals and execute them.

Senator WALLOP. Presumably you would address both sides of that?

Mr. ADAMS. Yes.

Senator WALLOP. I have two short questions, both relating to the same thing. Have you pressed any efforts or programs conducted with the States or other law enforcement agencies with regard to the issuance of documents? Is there an effort on the part of the Bureau to obtain some kinds of standard procedures in cooperation with the States?

Mr. ADAMS. We have communicated with the various State agencies urging that such activity be conducted. Many of the States' representatives were part of the Federal Advisory Group on False Identification, so we do feel we have the necessary exchange going between the States and the Federal Government.

Senator WALLOP. Would this legislation enhance that cooperation?

Mr. ADAMS. The legislation would enhance it because it would permit us to fill the void between the current State procedures and the Federal procedures by getting into the transmission of information between the State and Federal Government. It would also allow us to get into the more systematic preparation of false identification documents.

Senator WALLOP. Thank you, Mr. Chairman.

Senator HATCH. As part of the function of the FBI, do you investigate voter fraud?

Mr. ADAMS. Yes, we do; voter fraud which takes place in connection with a Federal election.

Senator HATCH. Only with Federal elections—right?

Mr. ADAMS. That is right.

Senator HATCH. How widespread is use of false identification in voter fraud cases?

Mr. ADAMS. We have encountered it because one of the statutes makes it a violation to furnish any false information concerning name or address. That was in the Voters Act of 1965, I believe. Therefore, it

does come up in connection with registration and voting subsequent thereto.

Senator HATCH. This is advance registration under our present systems of today?

Mr. ADAMS. Yes.

Senator HATCH. You are aware they are considering having universal voter registration on the spot. How do you think that will compound your investigative difficulties so that you can bring to task those who abuse laws in this area and use false identification?

Mr. ADAMS. I am not able to evaluate the impact fully because basically we get in after the fact.

Senator HATCH. Would you expect the incidence of those cases to increase?

Mr. ADAMS. Depending upon the security provisions which might be worked into it. In other words, at the present time, if a State has a pre-screening 30-day advance registration—

Senator HATCH. I am talking about registration on the spot now. There would be basically no security arrangements other than to show a particular card, slip, or something else which will establish identification.

Would you expect the incidence of voter registration fraud to increase under those conditions?

Mr. ADAMS. Well, it would permit that type of activity. That type of activity would permit, say, getting by instantly with the violation. Yet the violation would still be there and we would come in after the fact.

Senator HATCH. Sure.

Mr. ADAMS. Not knowing at the present time, we do not get involved in it, and not knowing how well the States presently process their pre-registration by checking against property records or other records, I am really not in a position to give an opinion as to what effect it would have.

Senator HATCH. Let me give you an illustration. The files of the former Governor of Wisconsin contain a number of communications from citizens relating to election day 1976. This is where they had universal voting registration on the day of the election.

The following are highlights of eyewitness accounts received in a number of letters and phone calls.

Citizens reported on the use of the following identification material being accepted for election day registration: drivers' licenses, laundry slips, electrical bills, credit cards, union cards, checkbooks, and sales slips.

An ad was placed in a local paper suggesting that unregistered voters bring any of the following to the polls: driver's license, checkbook with address, or library card.

A police officer on duty on election day was observed using the backs of sample ballots as registration forms when they ran out of registration forms at that polling place.

One citizen overheard two voters commenting on having already voted in two polling places that day.

Other citizens brought to the Governor's attention that they had been informed that they could vote at any polling place, no matter where they lived.

Have you heard of things such as the "Paper Trip, \$7.95," advertised nationally, where it states, and I am reading from an advertisement:

The Paper Trip has become a guiding light to the storm-tossed souls of our floating population—those who cannot establish themselves because of some bad aspect of their past, and whose lives are cursed by these modern ills: Negative employment references; less-than-honorable service discharge; arrest, jail, and prison records; bad or unavailable credit; and hundreds of other unfavorable personal references.

Have you heard of advertisements such as this?

Mr. ADAMS. Yes.

Senator HATCH. They are widespread, are they not?

Mr. ADAMS. We have a number of groups advertising that they are purveyors of false identification.

Senator HATCH. It is becoming so rampant that almost anybody can obtain this type of information and learn how to fabricate their identification almost anywhere, at any time, in our society.

Mr. ADAMS. That is right.

Senator HATCH. There is widespread epidemic in our society today. Frankly, it is so widespread that it has caught up many of the young people throughout our society.

Mr. ADAMS. It starts with a high school student who wants to buy beer but is not of age, and it progresses right on up into actual forms of criminal activity.

Senator HATCH. The "Paper Trip" advertisement states:

Here's how: Eight authoritative chapters you will learn all the professional secrets for creating an entirely new identity. The Paper Trip contains information found nowhere else! The Paper Trip will guide you through amazing loopholes. Only the Paper Trip covers the following topics with its radical perspective:

Cover any undesirable employment record; change your age, for whatever purpose; make a new name for yourself and never be detected; cover arrest, jail, or prison records permanently; disappear for good, for whatever reasons, perfectly; return from exile without detection; change citizenship to any country; make the government itself create your new identity; leave bad credit records behind; avoid any or all creditors; get a new, even better, job; become a member in any organization you want free.

You are aware of these things?

Mr. ADAMS. Yes.

Senator HATCH. And every one of those is being done by various groups, underground and above ground, in our society today; is that not correct.

Mr. ADAMS. That is true.

Senator HATCH. Aren't there basically two methods really to obtain some of the State identification—the obituary method and the old newspaper method? Is that right?

Mr. ADAMS. That is used in the false identity program.

Senator HATCH. The obituary method lets you take over living for a person who recently has died. This is taken out of one of these pieces of literature:

Take any newspaper and scan the obituary columns, look for a person who died within a few years of your present age. An out-of-state paper is sometimes safer.

It gives in detail every step you take to obtain any type of false registration or identification. Is that so?

Mr. ADAMS. Yes.

Senator HATCH. You are aware of these methods?

Mr. ADAMS. Yes.

Senator HATCH. The old newspaper method further states:

The birth certificate you obtain by using this method enables you to "become" a person who died long before he got tangled in the paper morass you are now trying to escape.

This is the type of stuff going on throughout our country. I look at this Polaroid photo ID, social security cards. You are aware of those all over society today, are you not?

Mr. ADAMS. Yes.

Senator HATCH. This has become such a mess that would you not think it would be pretty doggone easy for people who want to violate our voter registration laws? All they have to do is walk in on the day of the registration, on the day of the vote, register and show some slip of paper, show some identification. Wouldn't that make it easier than registering 30 days in advance?

Mr. ADAMS. I think it is obvious that to walk in it is easy to provide false identification and quickly pass the test of being the individual you purport to be.

The relationship to that and activity that takes place 30 days in advance and what screening procedures then are placed into effect, there is a disparity there. It has not been within our responsibility to really analyze the disparity.

Senator HATCH. Does it not seem logical to you that if a person has to register 30 days in advance, even if there are no precautions taken to check him out—

Mr. ADAMS. It is a deterrent factor.

Senator HATCH. It is still a deterrent factor. It means 30 days later he still can be picked up if any kind of check is made.

Mr. ADAMS. Yes.

Senator HATCH. Let me read another thing because I find it humorous—or really not humorous.

Please notice here at the outset, however, that the Paper Trip never recommends using government ID that is not issued by various agencies themselves. Forget using phoney birth certificates, stolen Social Security cards, doctored driver's licenses and purloined passports. They're not worth the paper they're printed on, and are absolutely worthless for disappearing. The trick is to have the government issue you directly the various forms of ID you need. And all the information you need to get started is on a regular birth certificate—some one else's, that is.

You can see this. You know better than anyone else that we have people in our society, all over our society, who are finding new and better ways of creating false identification, for whatever purpose. I am extremely concerned about universal registration on the day of the election creating a morass of even greater difficulty than we have today.

I cite that to make your point perhaps a little stronger because you have been making the point that in all types of criminal activity throughout our society a person can have somewhere between 1 and 30 different types of identification when he is picked up.

Can you imagine how much more fraud there would be if we had instant voter registration on the day of election? Can you imagine how impossible it would be actually to clear up or try to make that

election straighten itself out within a short enough time to have it effective?

Mr. ADAMS. I can see where there would be certain problems. Our problems from an investigative standpoint would be basically the same, those which get into the individual act or the conspiracy, or some aspect of that.

Senator HATCH. But you would have to agree with me, I think, that the problems which would arise from that type of instant registration would be myriad and compounded, knowing the various criminal elements in our society today and the types of underground organizations disseminating this type of junk.

Mr. ADAMS. I would have to say that any time an individual walks up and presents an item of identification that alone does not really give much assurance that he is who he says he is.

Senator HATCH. I am sorry I have to leave. I would like to go on for another half an hour or so.

I think your testimony has been very important to us in the consideration of this particular bill.

We have deep regard in our office, at least, and I think in the office of every Senator, with regard to the work the FBI does and the great service you perform in our society today. Without you, we would be in trouble.

All I can say is that we are with you. With some of the proposals being made today we may be in real trouble anyway. Your job may be compounded manyfold.

You have some friends here. Thank you.

Senator THURMOND (acting chairman). Mr. Adams, we are glad to have you and the gentlemen accompanying you with us today.

I belong to the group of Senators who think very highly of the FBI. I am not ashamed to say so.

Mr. ADAMS. We appreciate that, Senator.

Senator THURMOND. Would the FBI serve as an information clearinghouse for false identification?

Mr. ADAMS. Not under any of the proposals that I am now aware of. We would be in a position through our dissemination procedures, the Law Enforcement Bulletin, and groups like that, to alert the States and law enforcement agencies of current activities in this particular field, but as far as being an actual clearinghouse for identification data itself, we know of no proposal in that regard at present.

Senator THURMOND. In fact, would this be contrary to your existing guidelines and rules?

Mr. ADAMS. No. Under our existing guidelines we do, at the present time, try to disseminate to local and State law enforcement agencies any information which might assist them in carrying out their mandated law enforcement responsibilities.

Senator THURMOND. In your testimony I believe you report a number of highly interesting cases with regard to the criminal use of false identification. The report of the Federal Advisory Committee on False Identification refers briefly to one New Jersey engineer who got a thousand credit cards and \$660,000 in loans on the basis of 300 phoney ID's. That must be close to a record, I guess.

Do you have any personal knowledge with regard to this case?

Mr. ADAMS. I believe we were involved in that at some point from the standpoint of interstate transportation of stolen property, but I am not familiar with the actual details of that case.

Senator THURMOND. It is amazing that one man would be able to obtain 300 phoney ID's, is it not?

Mr. ADAMS. In many cases all he has to do is to establish some sort of an identity through a false birth certificate and go to a new town and hold himself out as being in some form of business so that the credit bureau does not have too extensive a documentation on him, then start applying for credit cards around the country, and pretty soon he can be in a position to commit numerous frauds.

Senator THURMOND. According to the information we have on this man, he got 1,000 credit cards and was able to borrow a half million dollars—\$660,000. He had all of these phoney ID's.

The report of the Advisory Committee also states that in Philadelphia before 1974 an average of 10,000 welfare checks were reported lost or stolen each month. After replacement checks were issued, 41 percent of the original checks turned up with forged signatures. This cost the city almost \$5 million a year.

Is welfare fraud on this scale a national phenomenon?

Mr. ADAMS. Welfare fraud, of course, has reached proportions which I do not think the Government is even able to place an accurate price tag on. We get involved in cases where there are systematic lootings of various welfare programs. We also see considerable evidence of the use of false identification by individual recipients who manage to assume one identity after another, file one application for either unemployment compensation or some form of welfare benefit, and raid the program through various false identities.

Senator THURMOND. That is a case where it cost the city of Philadelphia \$5 million. Ten thousand welfare checks were lost. Forty-one percent turned up after the replacement checks had been cashed. That means about 4,100 checks turned up after they had gotten replacement checks.

Mr. ADAMS. Yes, sir.

Senator THURMOND. It would not be an overstatement to say, then, that false identification costs the American taxpayer, the Government, and the business community many billions of dollars a year, would it?

Mr. ADAMS. That would be accurate. It is an accurate statement to say that it does cost the Government billions of dollars.

Senator THURMOND. That is the message we have to get out to the public. False identification costs the taxpayers of this country, our Government, and the people, and the business community many billions of dollars a year. There is no question about that, is there?

Mr. ADAMS. No; almost any fraud that takes place today does have some element of false identification in it when it is conducted on a systematic basis.

Senator THURMOND. I think we have covered most of the questions we have here today.

Have you any questions?

Mr. SCHULTZ. I have no questions, Mr. Chairman.

Senator THURMOND. We want to express our appreciation to you for appearing today and for the testimony you have given us. It should be most valuable in helping to remedy this intolerable situation.

Thank you again for coming.

Mr. ADAMS. Thank you, Senator.

Senator THURMOND. If there are no further questions the hearing is adjourned.

[Whereupon, at 12:07 p.m., the hearing adjourned subject to the call of the Chair.]

FALSE IDENTIFICATION

TUESDAY, MAY 24, 1977

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

The committee met, pursuant to recess, at 12:10 p.m., in room 2228, Dirksen Senate Office Building, Senator Strom Thurmond (acting chairman of the committee) presiding.

Present: Senators Thurmond and Scott.

Staff present: Richard Schultz, counsel; Robert J. Short, investigator; and David Martin, analyst.

Senator THURMOND. The committee will come to order.

The committee meets this morning to receive testimony in connection with its examination of the bill S. 1096 concerning the problems of false identification.

We are pleased to have with us today Mr. Robert Keuch, Deputy Assistant Attorney General for the Criminal Division, Department of Justice.

Mr. Keuch, we ask that you rise and be sworn at this time and then proceed with your prepared remarks.

It's a pleasure to have you with us this morning.

Do you swear that the testimony you are about to give to this committee will be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. KEUCH. I do.

Senator THURMOND. You may proceed.

TESTIMONY OF ROBERT L. KEUCH, DEPUTY ASSISTANT ATTORNEY GENERAL, CRIMINAL DIVISION, DEPARTMENT OF JUSTICE

Mr. KEUCH. Thank you.

It is a pleasure to appear before you today to discuss the position of the Department of Justice on S. 1096, a bill introduced by Senator Eastland for himself and Senator Thurmond, relating to the production and use of false identity documents.

This bill has a number of significant provisions:

First, it prohibits false applications for Federal documents by prohibiting the knowing use of supplying of false information or falsified documentation when obtaining Federal identification documents.

Second, it prohibits the knowing use of the mails or other channels of interstate or foreign commerce for transporting any false information or documents for the purpose of obtaining State identification documents.

Third, it prohibits the unauthorized making or altering of any Federal identification document for profit.

Fourth, it prohibits the unauthorized making or altering of any State identification document for profit when there is knowledge that such document will be used to obtain any document issued by the United States; and it also prohibits the sale or delivery of any such State identification document for profit.

Fifth, it prohibits the use of the channels of interstate or foreign commerce or the mails to transmit any false Federal or State identification document or one intended to be used improperly.

Finally, it prohibits the knowing possession of fraudulent Federal or State documents with intent to use them to obtain any Federal documents.

Initially let me state that the Department of Justice enthusiastically supports this bill which addresses and provides a solution for a significant problem currently facing Federal law enforcement.

For nearly 3 years the Department of Justice has been vitally concerned with the ever-increasing use of false identity. The Federal Advisory Committee on False Identification, which came to be known by the acronym "FACFI," was established by the Attorney General in November 1974 with a twofold mission: first, to study the nature and scope of the criminal use of false identification; and, second, to recommend steps to combat such criminal activities, consistent with the right of each of our citizens to privacy.

The committee consisted of some 75 volunteers representing 50 Federal, State, and local agencies, the commercial sector, and the public. It studied the false identification problem for 18 months and reached the following conclusions as stated in the FACFI committee's executive summary:

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 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 committee reported a number of significant findings that give some insight into the scope of the problem.

First, the committee reported that, with regard to drug smuggling, approximately 80 percent of the hard drugs entering the United States, with an estimated street value of \$1 billion, is smuggled by organized rings that make extensive use of false identification. For instance, passports obtained through false ID's facilitate the flow of drugs across United States borders.

Second, illegal immigration, a subject of particular concern to this committee, was reported to be in large measure facilitated by the use of false identification documents. The tax burden created by illegal aliens has been estimated by the Immigration and Naturalization Service to be in excess of \$12 billion per year. Many illegal aliens use false identification and obtain welfare and other benefits at taxpayers' expense. Some alien smugglers are so confident of their false

ID's that they are known to offer a money back guarantee: if you get caught within 5 days of entry, you get your money back.

Third, escaped prisoners and other dangerous fugitives almost always obtain false ID's to avoid detection and capture. In a recent FBI survey of 500 names of wanted persons chosen at random, all had active aliases and some had more than 30 identities. James Earl Ray, Patty Hearst, and countless other fugitives in recent years have used false identification in an attempt to avoid apprehension.

Four, the committee reported that it is estimated that American businessmen lose over \$1 billion annually through check and credit card fraud, securities fraud, and embezzlement with many of these offenses being aided by false identification documents.

The average food store is estimated to suffer losses of over \$7,000 per year through false ID fraud alone. Bank losses through the forgery of stolen checks have been estimated by the American Banker's Association at \$50 million in 1974. False ID's play a substantial role in losses on bank credit cards that total approximately \$500 million annually.

Fifth, the committee reported that false identification documents are used to perpetrate frauds against the Government, particularly welfare fraud. There is no way to accurately estimate the scope of the welfare fraud problem in this context because there are few uniform standards for the identification of welfare recipients, but there is one recent example of the sort of abuse that the committee found that can be mentioned.

In Chicago, authorities nabbed a "welfare queen" who used 250 aliases in 16 stores to steal more than \$150,000 from social welfare programs. She used 31 different addresses, three social security numbers, and records of eight deceased husbands before she was finally apprehended. At a preliminary hearing her true name remained a mystery.

Finally, the committee found that false ID's are regularly carried and used by common criminals engaged in all sorts of criminal activity ranging from confidence games to burglary.

Now let me turn for just a moment to how false identification documents are obtained and used to "breed" other documents. The FACFI committee found that birth certificates and drivers' licenses are the two most important identity documents, and that they are commonly used and fraudulently obtained in the following manner.

Through public source—death records, tombstones, newspaper "morgues," and the like—an infant who died and who has about the same birthdate and sex as the individual seeking to establish a false identity is located. The false identity seeker then requests a certified copy of the dead infant's birth certificate. The fact of death is rarely noted on the birth certificate as birth and death records sections are commonly kept entirely separate.

There are over 7,000 offices in the country authorized to issue certified copies of birth certificates and obviously procedures vary widely from office to office. Usually no identification is required of an applicant and over 80 percent of all requests for new birth certificates are made by mail or telegram, not in person.

Using the birth certificate so easily obtained as his own, the individual can then acquire a driver's license, a passport, or whatever

other credentials can be acquired by use of the birth certificate. The addition of a social security registration card, bank accounts, credit accounts, and so on soon follow—all legitimate on their face and all based on the original fraudulent birth certificate.

There are, of course, variations on this method such as the creation of documents from whole cloth by counterfeiting or the modification of existing documents by altering them to change their meaning. Birth certificates are especially easy to counterfeit or forge successfully because, as I mentioned, there are over 7,000 State and local offices issuing them with wide variations in the types of design, paper, official stamps, seals, and the like. It is therefore very difficult to train a document inspector to recognize a counterfeit birth certificate; no Federal controls or unifying guidelines on the issuance of birth certificates exist.

While there are approximately 350 Federal statutes relating in some way to false identification, false applications, and related subjects, most of them are ineffective in combating the problem S. 1096 addresses, because, as the committee found, most identification documents are issued and regulated solely by the States. Federal statutes only come into play when the criminal applies for a federally issued document, such as a passport. By this time, the criminal often has built up such a variety of State-issued documents that the fact that his Federal application is false is difficult to detect and the scheme is likely to succeed. Indeed, a criminal's false identification may be more persuasive and complete than an honest person's valid identification.

Senator SCOTT. Mr. Keuch?

Mr. KEUCH. Yes, sir?

Senator SCOTT. We have a vote on the floor. I talked with Senator Thurmond and actually we have two votes. They are back to back. It will take about 30 minutes for us to go and vote and then get back. So, at Senator Thurmond's request, we will stand in recess for 30 minutes.

[Recess taken.]

Senator THURMOND. The committee will resume.

You may continue, Mr. Keuch.

Mr. KEUCH. Thank you, Senator.

The Federal Government generally does not collect and maintain information to verify a person's identity; only the States have that information. Therefore, the Federal Government is largely dependent on State information and documents such as birth certificates and drivers' licenses, and those are often the weak links in the identification chain.

Furthermore, Federal statutes regulate only those documents issued by the Federal Government, while States regulate only documents which they issue; thus, there remains a substantial enforcement gap between both jurisdictions. This gap permits nationwide counterfeiting and selling of false identification documents.

There is thus a clear need for legislation such as S. 1096. I might add at this point that S. 1096 is very similar to S. 2131, introduced by the chairman in the last Congress, but S. 1096 has adopted one change in S. 2131 recommended by the FACFI committee—the addition of a provision barring possession of false identification documents with intent that they be used to obtain any official U.S. document.

Turning now to a description of the bill, it would add two new sections, section 1028 and section 1029, to title 18, United States Code, to address a number of the problems I have outlined.

First, section 1028(a) would prohibit the supplying of false information to obtain Federal identification documents and section 1028(b) would prohibit the supplying of false information to obtain State identification documents where instruments of interstate or foreign commerce, including the mails, are used. Under this provision, for example, furnishing a copy of a deceased infant's birth certificate to obtain a social security card or sending false identity information through the mail or by utilizing some other instrument of interstate or foreign commerce in an application for a birth certificate or a driver's license would be covered and made Federal offenses.

Second, section 1029(a) would prohibit, if done for profit, the counterfeiting of Federal identification documents, and the counterfeiting or unauthorized use of State identification documents knowing they are intended for use in obtaining a Federal identity document. It also prohibits the sale or transfer of any such Federal or State identity document.

Examples of acts covered by this provision would be the counterfeiting of a social security card, the counterfeiting of a driver's license knowing it will be used to obtain a Federal identity document such as a passport, the use of a counterfeit driver's license or a driver's license in the name of a deceased infant to obtain a Federal identity document such as a passport, the selling or transfer of a social security card or the selling or transfer of a driver's license knowing it will be used to obtain a social security card.

Third, section 1029(b) would prohibit the use of the instruments of interstate or foreign commerce, including the mails, to transmit Federal or State identity documents knowing them to be false or intending them to be utilized improperly.

For example, under this section sending a counterfeit social security card or a social security card in the name of a deceased infant through the mail, or flying from New York to San Francisco with a deceased infant's driver's license, knowing that the card or license is to be sold or otherwise used improperly will be a Federal offense.

Fourth, section 1029(c) would prohibit the simple possession with intent to defraud of a false State or Federal identity document knowing that the document is being used or is intended for use in obtaining any official document of the United States.

For example, simply possessing with the requisite intent a counterfeit or deceased infant's social security card or a counterfeit driver's license or a driver's license in the name of a deceased infant knowing that it is to be used to obtain a passport, a social security card, or other Federal identity document will violate the statute.

In summation, I would like to emphasize the Department of Justice's belief that this legislation is vital if we are to stop the spreading criminal use of false identification. It represents, in our view, an effective way of getting at the improper use of both State and Federal documents, especially the State "breeder" documents of birth certificates and drivers' licenses. This Federal legislation with respect to State documents is necessary because the primary thrust of State stat-

utes dealing with false identification does not adequately address this serious problem.

State criminal penalties are usually invoked for fraudulent use of a false ID, not for the mere possession of a fraudulent document with intent to use it. State laws are usually inoperative until the criminal uses his false identity to commit a crime. By that time it is usually too late as the economic and social harm has been done. The problem is national in scope, but States are powerless to protect any but their own identification documents, and of course they cannot control the counterfeiting and criminal use of these documents beyond their own borders.

At the same time it is clear that this legislation adequately protects personal privacy. There is no provision in this bill for a national identity card system or for a system of storing information on the entire national population. The States will still be responsible for issuing the necessary documents that establish identity, but the integrity of these documents, on which every law-abiding American citizen depends, will be protected to a greater extent by the Federal Government.

There is one important change that we would like to recommend to the committee aimed at continuing certain very important and effective Federal law enforcement programs. Title V of the Organized Crime Control Act of 1970, Public Law 91-452, authorizes the Attorney General to provide for the security of Government witnesses, potential witnesses, and their families against any person alleged to have participated in an organized criminal activity.

Pursuant to this statutory authorization, the Department of Justice has obtained identity documents for such persons and their families in order to establish new identities for protected witnesses. In all cases the Department attempts to obtain legal name changes and, where possible, accomplishes this prior to obtaining identity documents.

Often, however, this is not possible due to the exigencies of time. A protected witness may require a driver's license to support himself, and his children may require birth certificates to attend schools. These documents thus may have to be obtained prior to the formal name change and thus those in the Department obtaining them, and those in State and local governments who assist in issuing those documents, may be in violation of the offenses set forth in S. 1096.

As these violations are technical in nature, are intended to facilitate a program established by Congressional Act, do not result in the kinds of fraudulent activity aimed at in S. 1096, and are intended to be ratified at a later date by a legal name change, the thrust of the bill will not be diluted by an exclusion that recognizes the existence of the program for protecting witnesses and its special requirements.

In addition, it may be necessary to obtain such documentation to implement the provisions of 50 U.S.C. 403(h), which permits the entry of up to 100 aliens annually into the United States for permanent residence when such admission is deemed in the interest of national security or essential to the furtherance of the national intelligence mission. It is also occasionally necessary for Federal law enforcement agencies to obtain such documentation for temporary use in undercover

operations that involve such things as FBI investigations of organized crime activities and Drug Enforcement Administration investigations of illegal narcotics activities.

In our view, there should be nothing in an act such as the one proposed by S. 1096 that will prohibit an investigative or law enforcement officer from utilizing all reasonable and appropriate investigative techniques in the investigation of violations of law.

To insure that such programs can continue in the future, we recommend that S. 1096 be amended by adding a new section 2 as follows:

SECTION 2. Nothing contained in this Act shall apply to any action taken pursuant to the provisions of Title V of the Organized Crime Control Act of 1970, or of any regulation, rule, or order issued pursuant thereto, or to authorized investigative or intelligence activities of law enforcement or intelligence agencies. Nor shall anything in this Act apply to the otherwise lawful use by the recipient of identity documents received pursuant to the provisions of Title V of the Organized Crime Control Act of 1970, or of any regulation, rule or order issued pursuant thereto, or received in connection with authorized investigative or intelligence activities of law enforcement or intelligence agencies.

We would like to recommend one minor amendment to the jurisdictional terminology set forth in subsections 1028(b) and 1029(b). Both subsections include the phrase "any facility in interstate or foreign commerce" which could be construed as not prohibiting a person from violating the statute by personally traveling interstate or to a foreign country. This would be an unfortunate result as travel with such documents is as ready a method of accomplishing the prohibited acts as would use of the mails or some other facility of interstate or foreign commerce. To avoid the possibility of this result, we suggest that unnecessary problems could be avoided by the addition of the phrase "travels in interstate or foreign commerce or" immediately before the words "knowingly utilizes" in subsection 1028(b) and immediately before the word "utilizes" in subsection 1029(b).

We note that the bill does not prescribe a specific penalty for violation of its provisions, leaving that matter for later decision. As the determination of penalties is a matter for the Congress to decide, the Department has no specific recommendation to make. The FACFI committee took the same position.

However, we do feel it advisable to indicate that the general penalty in the current title 18, United States Code, for similar offenses in a maximum term of imprisonment for 5 years and/or a fine ranging from \$5,000 to \$10,000. This is the penalty set forth under 18 U.S.C. 1001 for making a false statement in a matter within the jurisdiction of a Federal agency, under 18 U.S.C. 1002 for possessing false papers with intent to enable another to obtain money from the United States, under 18 U.S.C. 1423 for misuse of fraudulently obtained evidence of citizenship or naturalization, and under 8 U.S.C. 1306 for counterfeiting an alien registration card.

The committee has also requested our comments concerning any anticipated costs associated with the passage of this legislation. Passage of S. 1096 will not require the establishment of any new programs and, therefore, there will be no unusual startup costs. The only costs associated with the bill will be the cost of investigating and prosecuting violations of the criminal provisions which should come out of our normal budget.

That concludes my statement. I will attempt to answer any questions you may have.

Senator THURMOND. Thank you very much.

I am pleased to hear that the Justice Department strongly approves S. 1096.

In your contacts with law enforcement agencies across the country would you say that your perception of the problem handled by S. 1096 is shared by others in the field of law enforcement?

Mr. KEUCH. Yes, sir, I certainly would. I think that the Federal Advisory Committee on False Identification report also well supports that.

As I have indicated, that committee was staffed by representatives from numerous State and local law enforcement agencies in addition to Federal law enforcement agencies.

Senator THURMOND. I believe you make the point that there are no controls or unifying guidelines on the issuance of birth certificates. Shouldn't it be possible to get the States to agree on uniform procedures and use of standardized forms in issuing birth certificates?

Mr. KEUCH. Yes, sir, Senator. In fact, that is consistent with one of the recommendations the Federal Advisory Committee did make. There are efforts underway to encourage the States to enact uniform laws in this area. Obviously, however, these are time-consuming matters. The Department has already started to work through some joint committees, and will continue to work with the State and local law enforcement agencies and committees, but it is a time-consuming process. We believe we need this type of legislation at the present time.

Senator THURMOND. This does not involve any surrender of State rights as I see it.

Mr. KEUCH. No, sir, as I indicated in my statement, the responsibility for establishing standards for identification documents would remain with the States.

Senator THURMOND. You make the point that usually no identification is required of an applicant for a birth certificate and that over 80 percent of all requests for new birth certificates are made by mail or telegram, not in person.

Again, should it not be possible to get the States to agree on standardized and more secure procedures governing applications for birth certificates?

Mr. KEUCH. Yes, sir, Senator. Again, I think this is consistent with one of the recommendations made by the Federal Advisory Committee. Efforts are underway to accomplish such aims. Again, that is a time-consuming process.

Even with such controls, I believe that since this is a national problem there would be need for this type of legislation, and certainly there is a need at the present time.

Senator THURMOND. I believe the report of the advisory committee speaks of one New Jersey engineer who had 300 false identifications and over 1,000 credit cards based on his ID's. You have also mentioned that many people have multiple false ID's. Doesn't this suggest the possibility of voter fraud if instant voter registration ever becomes a fact?

Mr. KEUCH. Well, I believe that that problem exists at the present time, Senator. The report of the Federal Advisory Committee on page

25 of that report did point out that at the present time, with the voting registration procedures that we presently have, there is a great possibility of fraud in the voter registration process. That was as the law then stood.

The concept of registration at the time of voting could be said to increase the possibility. However, I would point out that the Advisory Committee also already found a good potential for fraud. There are some protections that we feel are significant in the statute as it is proposed, the voting registration statute, which, like this legislation, would aid in responding to the problem of that type of potential for fraud.

I would like to just briefly refer to those, if I may.

The voter registration proposal would require an identification procedure. Of course, S. 1096 as it adds more credibility to identification procedure would help give credibility to that procedure.

It would also require a voter to file or sign an affidavit at the risk of perjury and provide a signature specimen, which the Department feels is important.

It would provide a Federal felony for false information to secure the voting franchise, and it would require that the local registrars or other officials review at least 5 percent of any election day registrations to check to see if there were, in fact, any significant instances of fraud.

We feel that those protections with the combination of the thrust of this bill would go a long way toward meeting the objections and problems the Federal Advisory Committee found already exist in the voting registration process.

Senator THURMOND. In other words, this Advisory Committee found that even under the present system of voting there is great possibility of fraud where a man can obtain so many false identifications.

Mr. KEUCH. Yes, sir. That is one of the needs to which this legislation speaks.

Senator THURMOND. With instant registration at the polls, that would increase to some extent?

Mr. KEUCH. Well, Senator, it may lead to some increase, but, again, the protections in the bill and the protections included in this particular bill would also answer that concern. I think that one would fairly well balance out the other, sir.

Senator THURMOND. The Advisory Committee on False Identification recommended that a system be implemented for intrastate and interstate matching of birth and death records and noting the fact of death on the birth certificates for all persons age 55 years or less at the time of death. Do you think this is a realistic proposal?

Mr. KEUCH. Yes, sir, I do. Again, I think there are efforts underway, working with State and local agencies, to achieve some of these goals and some of the recommendations. Again, that will be a time-consuming process.

Senator THURMOND. Would you be prepared to say whether it could be operated on a computerized basis at a reasonable cost?

Mr. KEUCH. I do not think that the key question would be a reasonable cost financially, Senator. I think the question of a computerized system that would come close to a national identity system or a national computerized system of records would be a question of the price that we would be willing to pay under our constitutional system and the political cost as to whether or not that is an acceptable expense.

I think the Federal Advisory Committee spoke to the problem of getting close to the concept of a national identity card and decided for various reasons that are well articulated in its report to stay away from that concept.

I think that within the confines of this type of legislation and the implementation of the other proposals of the committee that we can solve many of these problems without paying the cost of getting close to the concept of a national identity system.

Senator THURMOND. The advisory committee also recommended establishment of a national clearinghouse on false identification whereby investigative agencies could exchange information. Does this proposal make sense to you?

Mr. KEUCH. Yes, sir, it does. However, I think that in effect, if legislation such as S. 1096 were passed, we would have substantially a clearinghouse because there would now be a Federal offense for dealing in false identification and documents, as I have outlined in my testimony. That information, when developed by the Bureau, could under its present authority and its present procedures be made available to the States and the local authorities. So I think we would really in effect adopt, accept, or carry out the advisory committee's recommendation by the enactment of legislation such as 1096.

Senator THURMOND. Would you be prepared to give us an estimate on how much it might cost?

Mr. KEUCH. As I have indicated, the Department feels that, should this type of legislation be enacted, the clearinghouse concept would, in effect, be in being. I would think that that would be consistent with my statement. There would be no new programs necessary and it would be absorbed within our normal operating costs.

Senator THURMOND. Would you think it would be logical to place such a clearinghouse inside the Justice Department?

Mr. KEUCH. If a clearinghouse was needed, Senator, I am not entirely certain that the Justice Department would be the appropriate agency since it would involve local, State, and Federal concepts. My point again is that the clearinghouse, in effect, would reside in the cooperation already existing between the State and Federal law enforcement agencies. Making this a Federal offense would then permit the FBI and other Federal law enforcement agencies to provide information to the States.

Senator THURMOND. Again I want to thank you for appearing here. We appreciate your fine statement.

Mr. KEUCH. Thank you, sir. It was my pleasure.

Senator THURMOND. The hearing is adjourned.

[Whereupon, at 1:10 p.m., the committee adjourned subject to the call of the Chair.]

FALSE IDENTIFICATION

WEDNESDAY, JUNE 22, 1977

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

The committee met, pursuant to notice, at 9:45 a.m., in room 235, Russell Senate Office Building, Senator Strom Thurmond (acting chairman of the committee) presiding.

Staff present: Richard L. Schultz, counsel; David Martin, analyst; and Robert J. Short, investigator.

Senator THURMOND. The meeting will come to order.

In continuation of the Judiciary Committee's inquiry and study concerning the bill S. 1096, we meet today to receive the testimony of Mr. Jack Crandall.

Mr. Crandall represents the Department of Human Resources for the District of Columbia.

Mr. Crandall, please rise and be sworn.

The evidence and testimony that you give here today shall be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. CRANDALL. It will.

TESTIMONY OF JACK CRANDALL, CHIEF, VITAL RECORDS SECTION, DISTRICT OF COLUMBIA

Mr. CRANDALL. Mr. Chairman, I am Jack Crandall, chief of vital records section for the District of Columbia. I was registrar of the city of Cleveland for 10 years. I am pleased to be permitted to appear before you today to talk about vital records and their relationship to identity and the frauds that often go along with it.

A telephone call from the National Lawn and Clay Court Tennis Association started an investigation into identification fraud. A child ranked in the top 10 12-year-olds nationally was rumored to be 13 years old. An interview with the child's father revealed that the child's mother had skillfully erased the last digit of the child's year of birth and substituted another number to effectively make the child 1 year younger.

In another instance, the commissioner of a league of senior basketball players—40 years old and older—asked to verify the ages of players on the team that won the national championship. Their ages could not be verified, as the birth records they submitted were all false. The team captain had obtained a blank birth certificate and had a printer make him 20 of them. He had then completed them with a typewriter. His team had a true average age of 34 years.

A single landlady called me that her birth record was being circulated in the apartment complex she managed and causing her considerable embarrassment. She wanted to know who had obtained it. Two ladies that lived in her apartments had applied for her birth record stating they were getting the record for the landlady as she could not come in herself. They passed it around the apartment to prove the lady was lying about her age.

These three incidents show that you do not have to be a practiced scoundrel to commit birth record or identity fraud. It is a very easy thing to do; and, though Senate bill 1096 will clearly make it unlawful and penalize the perpetrators of said fraud, it will not make it less easy to accomplish.

The hardened criminal that is dependent on identity fraud to remain free will not be deterred by an additional charge being added to his list of crimes.

Page 85 of the report, *The Criminal Use of False Identification*, U.S. Department of Justice, November 1976, says, in part: "dangerous fugitives are able to avoid apprehension through the use of false identification." Page 36 under the heading, "Dangerous Fugitives" states that the ability of dangerous—and notorious—fugitives to maintain their covert status is critically dependent on the availability of the false IDs.

Page 32, under "Drug Smuggling," opens with the line, "False identification is indispensable to the well-organized drug smuggling rings that carry in the bulk of hard drugs supplied to U.S. addicts." It goes on to relate that "The individual who was considered to be the leader of a large LSD operation was arrested on four separate occasions under four different false ID's; on each occasion he escaped by posting and forfeiting relatively small bonds before his true identity was discovered."

Finally, paragraph 3 of page 30 certainly convicts false ID's as being an absolutely essential accouterment of every major criminal at large today.

I quote:

The universality of the use of false ID's by criminals is unquestionable. A random sampling of 500 cases in which a fugitive was being sought by the FBI showed that in every case the fugitive was known to have used at least one alias. In 75 of these cases, the fugitive had been identified under five or more aliases, and in one case the subject is known to have used more than 30 different identities.

Just as a false ID is essential to the accomplished criminal, so birth certificates are essential to the establishment of false ID's. Birth certificates are referred to as breeder documents, on page D-7, paragraph 3, line 3, meaning that—as is explained on page C-159, paragraph 2, line 1—"the most common supporting document used as a basis for obtaining identity documents are birth and marriage certificates."

The underground press, in the publication "The Paper Trip"—page E-5, paragraph 1, line 1—says it best: "All ID starts with a birth certificate." I agree.

Thus, if we are to control identity fraud, we must control the recording, storing and issuing of birth records. They are at best very loosely controlled now. There are 500 different formats for birth

certificates in the United States and over 7,000 offices that issue them.

Senate bill 1096 is a useful necessary bill to establish the illegality of using false identification.

Thank you for the opportunity to testify on this matter.

Senator THURMOND. As chief of the vital records section, have you implemented any programs by which to thwart those seeking to establish false identity through the use of records under your custody and control?

Mr. CRANDALL. We have developed some pretty strong ideas toward doing this.

If we take a look at the three examples we gave, the first one is the child where the mother erased the birth certificate. This is the most easy way to accomplish it. You get a copy of a birth certificate. The person erases it and changes it.

The thing that we can do to correct that is to use paper that you cannot erase without making it such a mess that it will not be accepted anywhere. So, that is easy; but that is something that real amateurs do.

The next one is to make up your own birth certificate. Certainly, with 500 different formats it is easy enough to find one and make one up to suit it.

So, what we need here is a paper that will identify the document as a birth certificate rather than just putting it out on any kind of paper.

Now, in the District of Columbia, we have done the first one. We are now issuing birth certificates on paper that cannot be erased. It will be smudged and will be unacceptable. But, certainly, it is just 20 pound bond paper; so, anyone who would want to print up some blanks, as they did in the past, could do it successfully. We have not reached that point.

We are a long way from reaching the point where we can take care of the third one. It is when somebody gets somebody else's birth certificate and then pretends that they are that person.

We have not been able to be very successful with two of the three. The last one where you get, as you know, the infant identity death syndrome, is where you get a birth certificate of a child that died early and use that as your birth certificate.

That is beyond our control at this time.

Senator THURMOND. Mr. Schultz?

Mr. SCHULTZ. I have just one question.

I know that you are supportive of the legislation. In your statement, you say that you really feel that it does not go very far to stop the problem.

Don't you think, though, that this is a step in the right direction and that there must be some form of implementation at the State level to preclude these documents for illegal purposes getting into the interstate flow?

Mr. CRANDALL. Yes; I certainly agree with the full intent of the law. I think the law is needed. I think it will be useful.

But, as I said in my statement, I do not think that the amount of penalty in the law is going to deter a drug smuggler from getting additional false identity. I think that what we have to do is made it more difficult to get false identity.

Mr. SCHULTZ. Of course, that is one of the things that this bill seeks to do.

Mr. CRANDALL. Yes.

Senator THURMOND. Mr. Short?

Mr. SHORT. Mr. Crandall, has there been any attempt to cross-reference birth and death certificates?

Mr. CRANDALL. I put in for a Federal grant to do that under LEAA. I was unsuccessful in my attempt.

It is an expensive thing, say, to go back 40 years and take the death certificates of people that have died under the age of 40, at the oldest, and back, at the earliest, one who died at 1 year old, and then cross-index those with their birth certificates and mark the birth certificate "deceased." Then, when it comes up in front of an operator and somebody applies for it, they know they are applying for the birth certificate of someone who is dead. Then we are tipped in and we can key in to the investigative agencies.

But there just is not the ability to do this in the country.

Mr. SHORT. If this could be done, then you would feel that the cost would be prohibitive as to what you would accomplish?

Mr. CRANDALL. No; I do not think the cost would be prohibitive relative to the results. I am not an expert on the cost of this thing. So, when I heard the bankers and the credit card people saying what false identity was costing—it was in the billions—I am certain that it could be managed.

Mr. SHORT. So, this system could be computerized?

Mr. CRANDALL. Yes; it certainly could be computerized.

Senator THURMOND. Mr. Martin?

Mr. MARTIN. High Times, which is a drug culture magazine, carries several advertisements in virtually every issue offering all kinds of false ID's for a price. It is all out in the open. Numerous underground papers all around the country also carry such advertisements.

Would not this legislation make it easier to move against the numerous false ID mills scattered around the country which are now operating more or less in an open manner advertising their product to anyone who is willing to pay the price?

Mr. CRANDALL. I am not an expert in law. I do not feel qualified to answer that question, but I can tell you a layman's feelings on it.

You can go to various streets here in Washington and get an identity. The man who is making the identity has no way of knowing if it is a false identity or a true identity. He accepts the information that you give him: your name, your date of birth, and social security. He takes your picture and puts it all together on a card.

I think that I would have a difficult time saying this man was deliberately breaking the law. He may know—he does not really actually know that the person who is applying for the record is not the person.

Mr. SCHULTZ. Senator, if I may, just for clarifying the record.

I think State criminal penalties are usually invoked for fraudulent use of the false ID and not for the mere possession. The State laws are usually inoperative until such time as the criminal uses the false ID.

I think, from that standpoint, Senator, the bill would help dry up those mills that like to sell false ID.

Senator THURMOND. Are there further questions?

[No response.]

Senator THURMOND. Mr. Crandall, I want to thank you for your appearance here. I assure you that your testimony constitutes a fine contribution to these hearings.

Mr. CRANDALL. Thank you very much, Mr. Chairman.

Senator THURMOND. The committee stands adjourned.

[Whereupon, at 10:00 a.m., the committee adjourned, subject to the call of the Chair.]

2. The Commission has the honor to inform you that

the Commission

has received the letter of the Commission of the European Communities dated 1980/10/10, in which the Commission states that it has decided to

grant a loan of 100 million ECU to the Government of the

Republic of the Congo for the purpose of financing the

development of the country and the Commission has decided to

grant a loan of 100 million ECU to the Government of the Republic of the Congo for the purpose of financing the

development of the country.

FALSE IDENTIFICATION

THURSDAY, JUNE 23, 1977

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

The committee met, pursuant to recess, at 9:35 a.m., in room 1114, Dirksen Senate Office Building, Senator Orrin G. Hatch (acting chairman of the committee) presiding.

Present: Senator Hatch.

Staff present: Richard Schultz, counsel; David Martin, analyst; and R. J. Short, investigator.

Senator HATCH. The meeting will be in order.

We are pleased to have as our principal witness today Ms. Betty June Hayes from Orange County, N.C. She will speak on behalf of the National Association of County Recorders and Clerks. This is in regard to testimony on bill S. 1096.

Ms. Hayes, please rise and be sworn.

Do you swear that the testimony you are about to give will be the truth, so help you God?

Ms. HAYES. So help me God.

TESTIMONY OF BETTY JUNE HAYES, REGISTER OF DEEDS, ORANGE COUNTY, N.C., ON BEHALF OF THE NATIONAL ASSOCIATION OF COUNTY RECORDERS AND CLERKS

Ms. HAYES. Mr. Chairman and members of the committee, my name is Betty June Hayes. I am indebted to you for allowing me to testify before this committee.

For 30 years I have been working in the area of vital records. In 1947, I was appointed assistant register of deeds of Orange County, N.C., and since 1954 I have served as register of deeds. In 1970, I was elected president of the National Association of County Recorders and Clerks and for 6 years was a member of the board of directors of the National Association of Counties.

Throughout my career I have fought for an individual's right of privacy where personal records are concerned: a stand which has involved me in confrontation with some reporters, the North Carolina Press Association, and even members of my own State Register of Deeds Association.

In 1969, I appeared before the North Carolina House of Representatives Judiciary Committee and urged them to remove vital statistic records from public inspection. I am here today to present testimony with respect to S. 1096—

A bill to amend title 18, United States Code, relating to the production of false documents or papers of the United States, and the use of false information in obtaining official documents and papers of the United States, involving an element of identification.

In 1975, at my request, the president of the National Association of County Recorders and Clerks appointed a committee on vital statistics, and I served as vice chairman of this committee. We met with officials from three Federal offices: Vital Statistics, Passport, and Social Security. The "paper trip" is better known to many Americans than the problems Federal and State agencies have encountered. Apparently, these administrators forgot, or never knew, that certain records originate at the local level whether by occurrence of birth, choice of marriage location, or moment of death—and these events do become vital statistics.

In North Carolina, and in many other States, the vital records are classified as public records and therefore are open to public inspection. The "right of privacy" issue is one that concerns each of us because under present laws copies of vital records can be obtained by a casual browser. The ease with which records can be secured undermines the foundation of the entire statistical legislation.

In preparing for this testimony, I have compiled a file of documented fraudulent cases that have occurred in the North Carolina counties of Pitt, Rowan, Wilson, and from the office of vital records at Raleigh, N.C. The incidents include records of living persons, infant deaths, adult deaths, and even counterfeit copies. This means there is no established pattern as to the type of birth records being used by the "paper people."

Vital records, like many other things we take for granted, have never been given the concern or the attention they should have received. Nobody has cared about the birth certificate unless it was needed to enroll a youngster in school or little league, or apply for a learner's permit or driver's license, or obtain a passport. Then the record becomes a very important document.

The death certificate—no value unless you had insurance to collect, bonds to transfer, or an estate to settle—the approximate time of its benefit or value—6 months—except to title attorneys, statisticians, and genealogical researchers. While the statutes that govern these records are enacted by State legislatures, the members of these bodies have difficulty in understanding why the records are important; and, therefore, vital records have no priority rating with such legislative bodies.

Lines of communications need to be established and kept open between the Federal agencies that utilize vital records, State legislatures that enact the laws, the State office of vital statistics that is responsible for the implementation of these laws, the clerks, recorders, and town clerks, that file and issue the records.

I can attest that the registers of deeds of North Carolina have been the last to be made aware of the problem of fraudulent records, but they were the first to respond on a volunteer basis by beginning to match and cross reference their birth and death certificates with their indexes. Orange County has matched all of our death records from 1930 through 1963, and this process will continue until all prior records have been matched.

Once this data has been compiled at a local level and the proper notation of death stamped on the original birth certificate, the information has been forwarded to the State office of vital records. Work at the State level, however, is slow. The reason: No additional funds for personnel. Our State legislature will adjourn the end of June, not to reconvene for 2 years.

From the FCIDC report I learned that major State emphasis is being placed on infant deaths, but forgeries and certificates of adults are also being utilized. We no longer can point to a single type of record as being the source of fraudulent records. The matching of current infant deaths will afford us protection in the years to come, but what is to happen to past records? Must we endure the "paper people" for the next half century? I think not. We cannot afford them.

Suddenly, we have a national problem. Fraudulent records have fallen into our laps like unwanted companions, and we have handled the situation awkwardly and with the hope that nobody notices. The nature of the problem is succinctly summarized in the government document entitled Approved Draft FACFI final report. I quote from the report's contents.

False ID's can be used to: Illegally enter institutions of higher learning, collect reenlistment bonuses from the services, take entrance exams and tests of unqualified students, escape prosecution or capture, gain entry into homes for robbery or crimes of violence, practice a profession under false credentials.

Six general problem areas were also identified by the report. They were—

Significant use of false ID's in committing crimes or defrauding business and government. These areas are drug smuggling, illegal immigration, fugitives from justice, fraud against business, fraud against government, other criminal activity.

The items listed above show why it is mandatory that actions in the area of vital statistic records be taken by both the Federal and State governments.

As a local county official charged with the responsibility of filing and issuing certified copies of vital records, I recommend:

That controlled access to vital records be enacted by State legislature;

That the Governor of each State be informed of the seriousness of the fraudulent records problem, and that the matter be given priority status in each State;

That some appropriations be included in S. 1096 that would assist States in the creation of a matching and cross referencing program;

That a national reporting system for all death records be established; and

That the "right of privacy" be extended to the dead as well as the living.

Finally, I have appeared before this committee at the request of the National Association of Counties. I am grateful for your courtesy in conducting this hearing, and I do endorse S. 1096. It is a beginning.

I do appreciate the influence of the Senate in resolving the complex issues S. 1096 addresses, but we should all be aware it is unlikely that these complex issues can be easily remedied simply by enacting a Federal law.

The provisions of the proposed amendment will provide the legislation necessary for Federal agencies to prosecute apprehended offenders. However, I am disappointed that the proposed amendment includes no funds to assist with the institution of a program that will immediately allow State vital statistics offices to begin the matching of all birth/death records for the last 50 years. By virtue of an allocation, the States should also be required to forward their findings to the local records office.

Until some such action is taken, the scope of false identification use in the United States will continue to be "the currency of fraud."

I thank you.

Senator HATCH. We thank you.

Without objection, we will enter into the record all the documents you have supplied to the committee.

[The material referred to will be found in the appendix, p. 108.]

Senator HATCH. We appreciate your good statement, and we agree with it.

I asked a few witnesses in these proceedings what they think of election day voter registration.

What do you think of it? Will there be much opportunity for fraud or abuse with fraudulent identification, if a person can just come in and show any type of identification and vote on that day?

Ms. HAYES. Yes; I think it is another tool that can be used to establish fraud.

Senator HATCH. What you seem to be saying is that, with regard to universal registration, if we do not put some premium on coming in early and registering—make that as easy as possible, but come in early and register—and we just allow people to show on the day of the election and start registering merely by showing any form of identification, then we are going to have all kinds of problems.

Ms. HAYES. I can see chaos at the polls. If you have ever worked at the polls on election day—

Senator HATCH. Have you worked at the polls?

Ms. HAYES. I have in the past, yes.

It could be chaotic, particularly in heavy years. You could have people not only registering in one precinct, but two or three in a given area.

Senator HATCH. All they have to do is go out and get some false identification.

Ms. HAYES. That is right.

Senator HATCH. We had testimony from the FBI here that criminals they pick up generally have between 1 and 30 different phony ID's on them. So, people who want to pack the polls can certainly do so if we have election day registration.

Ms. HAYES. It is incredible, when people decide to do something, the methods and means that they do use. Yes; the possibilities are there.

Senator HATCH. Do you think this bill will help in alleviating the total amount of false ID that permeates our society today?

Ms. HAYES. Yes; I think it will help the Federal agencies. It will at least give them a vehicle or a tool. I think it will also bring an awareness to people in general of what is happening.

Frankly, we in North Carolina had heard of isolated instances. The press would report this, or maybe we would have a register of deeds

who would report various things. The impact of what was happening did not occur to us, frankly, until about a year ago.

I think this is our problem. We really have not realized how extensive these records are being used. In the files that I submitted to you, there is one family of 10 for which we have copies of ten false birth certificates.

Senator HATCH. We appreciate your taking the time to come here and your good testimony and the documents which you have provided. They will go into the record.

We think you have provided a service to our country this day.

Ms. HAYES. Thank you.

Senator HATCH. Mr. Schultz?

Mr. SCHULTZ. You mentioned the matching of the death records with the birth certificates, and you should be commended for that program.

Have you been able to implement any other procedures or programs by which you thwart efforts by those who would establish fraudulent identification through your records?

Ms. HAYES. Yes; you will find that public officials were beginning to—No. 1—require that you fill out a given form when you come into our offices for a copy of a birth certificate. We question them very thoroughly if the information is not correct.

We are keeping and filing all requests for information that are received through the mail. In this way, hopefully, if law enforcement officers need the information, we will have this material on file.

Mr. SCHULTZ. How about the application itself? Have you been able to change it to a type of paper that would show the erasure marks or changes or one that would be difficult to copy?

Ms. HAYES. Are you talking about the birth certificate itself?

Mr. SCHULTZ. Yes.

Ms. HAYES. We long ago ceased to use—and have urged other people not to use—these forms; forms are deadly. Here again, if people decide to change them, they very easily can.

I issue a full certified copy; and we are on total microfilm in Orange County, so you cannot in any way mar that record without it being shown.

Mr. SCHULTZ. Thank you, Mr. Chairman.

Senator HATCH. Thank you very much. We appreciate your coming in. I would like to come down and shake your hand. We appreciate the effort that you have put forth being here today.

Ms. HAYES. Thank you very much, Senator.

Senator HATCH. The meeting is adjourned.

[Whereupon, at 9:55 a.m., the meeting was recessed, subject to the call of the chair.]

FALSE IDENTIFICATION

WEDNESDAY, JUNE 29, 1977

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

The committee met, pursuant to recess, at 9:50 a.m., in room 2602, Dirksen Senate Office Building, Senator Strom Thurmond (acting chairman of the committee) presiding.

Staff present: Richard Schultz, counsel; David Martin, analyst; and R. J. Short, investigator.

Senator THURMOND. The committee will be in order.

The committee meets this morning to receive testimony concerning the bill S. 1096.

The use of false identification has played, and continues to play, an essential part in the acquisition of weapons obtained for criminal use and in avoiding identification and arrest of the individuals who live a life of crime.

We are pleased to have with us this morning officers, from the Metropolitan Police Department and the Bureau of Alcohol, Tobacco, and Firearms. We will hear first from Mr. John Rowley and Mr. Ronald Ohlzen of the Bureau of ATF and then from Detectives John Powers, Charles Tedesco, and Officer Bradley W. Shuff, who represent the Washington, D.C. Metropolitan Police Department.

Would all of you rise and be sworn at this time.

Do you solemnly swear that the evidence you give in these hearings shall be the truth, the whole truth, and nothing but the truth, so help you God?

Mr. ROWLEY. Yes.

Mr. OHLZEN. Yes.

Mr. POWERS. Yes.

Mr. TEDESCO. Yes.

Mr. SHUFF. Yes.

Senator THURMOND. Mr. Rowley, you may proceed now with your statement.

**TESTIMONY OF JOHN P. ROWLEY, JR., SPECIAL AGENT IN CHARGE,
WASHINGTON DISTRICT OFFICE, BUREAU OF ALCOHOL, TOBACCO,
AND FIREARMS; ACCOMPANIED BY RONALD C. OHLZEN, SPECIAL
AGENT, WASHINGTON DISTRICT OFFICE**

Mr. ROWLEY. Thank you.

Mr. Chairman, I am John P. Rowley, Jr., special agent in charge, Washington District Office, Bureau of Alcohol, Tobacco and Fire-

arms, Department of the Treasury. I am here today in response to your request to provide information on the use of false identification in the purchase and acquisition of firearms.

I am accompanied by Ronald C. Ohlzen, special agent, Washington District Office.

It is a pleasure to appear before this distinguished committee to report on this portion of our Bureau's investigative efforts.

I would like to read a brief prepared statement regarding the use of false identification in obtaining firearms, as experienced by the U.S. Treasury Bureau of Alcohol, Tobacco and Firearms.

The passage by the Congress of the Gun Control Act of 1968 caused the Bureau to promulgate regulations to implement this law.

Section 178.124(c) (1) reads:

The licensee (1) shall cause the transferee to identify himself in a manner customarily used in commercial transactions (e.g., a driver's license), and shall note on the form the method used, and (2) if satisfied that the transferee is lawfully entitled to receive the firearm, shall sign and date the form.

The Gun Control Act of 1968 makes the falsifying of ATF form 4473—firearms transaction record—a felony punishable by imprisonment for not more than 5 years and a fine not more than \$5,000, or both.

This form is required to be completed by both the buyer and the seller—who is a licensed Federal firearms dealer—in most firearm sales.

I will submit to the committee a copy of ATF form 4473, firearms transaction record. The committee will note that section A is required to be completed by the buyer of the firearm. Section B, item 9, refers to the type of identification shown by the buyer. Section C identifies the seller of the firearm.

A random survey was conducted by us in 1975 of firearms submitted by law enforcement agencies to the National Firearms Tracing Center. Of the 300 firearms which were submitted, 256 were traced and 40, or about 16 percent, were found to have been purchased using fictitious identification.

Fraudulently acquired State operators licenses have been identified by our Guns to Mexico project as a major factor in obtaining firearms in violation of the Gun Control Act of 1968. Fraudulent identification is also a major factor in illicit traffic in firearms from Mississippi to Chicago. This fact has been established in conjunction with Project Concentrated Urban Enforcement, or Project CUE. Project CUE was approved by Congress November 7, 1975. Its intent is to cut off the flow of firearms to criminals in three metropolitan areas—Washington, Boston, and Chicago—and thus reduce firearms related crimes.

Mr. SCHULTZ. If I may interrupt, do these statistics pretty much follow the 16 percent that you mentioned before; or is it a higher percentage?

Mr. ROWLEY. We basically have only one study, which brings out the information in false identification. Most of the criminal charges that we bring in various courts center around the falsification of the form 4473. Many times, the type of identification is not necessary to the proof of the criminal charge.

We generally do not go into the identification aspect itself other than to say to the man who filled out the form, that is not his correct

name or his correct address, or he has falsified the form in some other way.

Mr. SCHULTZ. It is the fraudulent execution of the application that is a violation of law, not the use of the false identification; is that correct?

Mr. ROWLEY. The use of false identification would be another charge. But the charge that we generally bring is the actual falsification of the form.

Mr. SCHULTZ. Would that be a Federal charge?

Mr. ROWLEY. Yes.

Mr. SCHULTZ. Under BATF?

Mr. ROWLEY. Yes.

Most of the times, in centering on the identification itself, we have a severe time problem. The form, let's say, would list a Virginia driver's license with operator so-and-so. Many times, the purchase was made 2 or 3 months ago. Now we are going back to the store to have the identification made. Most of the time it is quite difficult because the seller or the clerk in the gun store cannot identify the individual himself by photographic identification.

Mr. SCHULTZ. Perhaps we will pursue this further after your statement.

Mr. ROWLEY. Again, this fact was established by Project CUE for three major areas—Washington, Boston, and Chicago.

I would now like to mention to the committee some criminal cases BATF has investigated regarding the use of false/fictitious identification in the purchase of firearms.

On January 7, 1975, Patrick J. Collins of WTOP-TV, a resident of Washington, D.C., went to Fleming's I.D. Bureau, Inc., 411 Massachusetts Avenue NW., Washington, D.C., and obtained an identification card indicating that he lived at 3328 Webley Court, Annandale, Va. Using this identification card, he purchased a handgun at the Virginia Sportsman, Leesburg, Va.

The use of this identification card in the purchase of the handgun in Leesburg, Va., was filmed by WTOP-TV and presented as part of a TV news special concerning the violent use of firearms. Falsification of information on the firearms transaction record—ATF form 4473—is a felony punishable by up to 5 years in prison and a \$5,000 fine upon conviction.

On March 7, 1975, Paul Beranbaum of New York City was sentenced to 3 years in prison by Judge Bryant, Eastern District of Virginia. Mr. Beranbaum had obtained a Commonwealth of Virginia operators license in the name of William Berk, 15 Marshall Street, Fredericksburg, Va. Prior to his arrest, Mr. Beranbaum had purchased four small handguns from Virginia firearms dealers.

He was arrested in a car which was registered in the State of New York and headed north on Route 95. He had in his possession other pieces of fictitious identification indicating he was a resident of Florida as well.

On April 2, 1974, five men were indicted by the Federal grand jury for the District of Maryland. The 23-count indictment charged James Conlon, Harry Hillick, Frances Larkin, Kiernan McMahon, and William Westerlund with conspiring to violate the Gun Control Act of 1968. During this investigation and subsequent trial, it was established that William Westerlund, a federally licensed firearms dealer in the

State of Maryland, permitted false information to be included on firearms transactions records involved in the purchase of AR-15, W3 caliber rifles.

The defendants, with the exception of William Westerlund, were admitted sympathizers of the Irish Republican Army. Mr. Westerlund provided one of the defendants with an expired certified copy of a dealer's license—18 U.S.C. chapter 44. With the assistance of a printing firm in Washington, D.C., the license was duplicated, updated and falsified. It is not known at this time if it was ever used to purchase firearms from other unsuspecting dealers.

During 1971, James O'Gara, an active supporter of the Irish Republican Army, used a fictitious New York State driver's license to acquire firearms for shipment to Northern Ireland. The firearms were smuggled aboard the luxury liner *Queen Elizabeth II* and seized by customs officials in the Republic of Ireland. He was subsequently tried and convicted for Gun Control Act violations in the Southern District of New York.

A conspiracy investigation conducted in 1974-75 in Richmond, Va., disclosed at least seven individuals who had violated or conspired to violate the Gun Control Act. These individuals, and others, were involved in unlawfully obtaining firearms from federally licensed firearms dealers in Virginia, and had attempted to obtain additional firearms in New Jersey, Vermont, and Pennsylvania.

This investigation involved at least four Federal firearms licensees in the Richmond area. The subjects had obtained Virginia drivers licenses, for identification, which bore false names and/or addresses. Some of the subjects were residents of New York or Vermont, and several were aliens unlawfully in the United States.

All of the subjects were Lebanese. Firearms were purchased from licensed dealers and transported to New York where the firearms were secreted in the doors, fenders, and trunks of automobiles being exported to Lebanon.

Five of the seven defendants were convicted of Gun Control Act violations.

An interesting sidelight is the recent decision of the Supreme Court of the State of Arkansas—*Franco v. Bienyard*—dated February 28, 1977, which stated:

A dealer who sold firearms to a convicted felon without the completion of BATF form 4473 and exhibiting the required identification may be liable to the victim of a crime involving the use of these firearms.

Gentlemen, this concludes my statement. I would be pleased to answer any questions that you might have.

Senator THURMOND. Thank you very much.

In telling us about the *Westerlund* case, you said that Mr. Westerlund was able, with the help of a printing firm in the District of Columbia, to duplicate a firearms dealer's license which was updated and falsified in other ways.

Could you tell us whether the firm was in violation of existing law by permitting themselves to be used as an accessory to the falsification of a firearms dealer's license?

Mr. ROWLEY. I do not believe that he would be in violation of the law.

Senator THURMOND. You say that the defendants, with the exception of Mr. Westerlund, were known sympathizers of the Irish Republican Army.

Was there any reason for believing that the weapons procured or about to be procured with the fraudulent dealer's license were intended for shipment to the IRA?

Mr. ROWLEY. Yes, sir. These rifles were purchased in the State of Maryland. We followed them to the city of New York. They were seized in the vicinity of an Irish bar in Queens County owned by one of the defendants. Documents seized at the bar would indicate a strong connection with the Irish Republican Army, Northern Ireland.

Senator THURMOND. Do you know of many cases involving the use of false identification in making large-scale purchases of weapons intended for foreign terrorist groups?

Mr. ROWLEY. No; not specifically.

We had the *O'Gara* case that I mentioned. We had the five defendants in the IRA. There is another case under current investigation in the Washington area which concerns a shipment of 100 machineguns with false identification that was used; that is to a Middle East country.

Senator THURMOND. In dealing with the Patrick J. Collins incident, you said that Mr. Collins obtained an identification card indicating that he lived at a certain address in Annandale, Va., and that he got this card from Fleming's I.D. Bureau in Washington.

What kind of identification card did he receive from Fleming's I.D. Bureau?

Mr. ROWLEY. It is a card encased in plastic which would include his name, address, social security number, and, I believe, fingerprint and photograph.

Senator THURMOND. Are merchants, including gun merchants, generally willing to accept this kind of printed ID as proof of identity?

Mr. ROWLEY. Some do.

Senator THURMOND. In selling these printed ID cards, was Fleming's I.D. Bureau violating the law in any way?

Mr. ROWLEY. No, sir.

Senator THURMOND. Are there many operations similar to Fleming's I.D. Bureau?

Mr. ROWLEY. There are many of them scattered throughout the country, yes, sir.

Senator THURMOND. In view of the fact that false ID is so frequently used to procure weapons for criminal purposes, would it be reasonable to assume that BATF strongly supports the pending legislation, S. 1096, which is designed to deal more effectively and more stringently with false ID?

Mr. ROWLEY. Yes, sir.

The use of fictitious and fraudulently obtained licenses is a very strong factor in obtaining firearms in rural areas and having them taken to major metropolitan areas.

Senator THURMOND. Mr. Schultz?

Mr. SCHULTZ. Thank you, Mr. Chairman.

Is the burden of proof upon the seller of guns to determine the identity of the individual who comes in to make the purchase?

Mr. ROWLEY. Yes. The burden in the law is upon the seller of the firearm. However, the law and the regulations, as written, I think would be considered fairly vague. The specific wording of the regulations is something like "commercially acceptable identification," which I think is subject to the interpretation of the seller, what he would consider a "commercially acceptable identification."

Mr. SCHULTZ. You described this company that traffics in identification.

What authority appears on this ID? Does it appear to be a State, a county, or what type of identification? Or does it merely state at the top "identification of"?

Mr. ROWLEY. There is no indication of a State, a community, or a locality. It just contains the information that I have given you, plus the name of the issuing firm.

Mr. SCHULTZ. Is there a place for a picture?

Mr. ROWLEY. Yes.

Mr. SCHULTZ. So, the bearer could put any name and address on there and use his own picture and present it as an ID to buy guns.

How about explosives?

Mr. ROWLEY. The explosives law is very similar. For the explosives law, you fill out a form—No. 4710—and there you have to give a little additional information. You have to include your use for the explosive.

Again, the question of identification, insofar as I can see, is within the interpretation of the seller. One of the problems we have, particularly in the State of Virginia—we do not have it in the State of Maryland. In the State of Maryland, the State has laws for carrying permits, for purchase permits, and so forth.

But, when you go into the State of Virginia, only those populous counties in northern Virginia, Richmond, and Norfolk-Newport News require State police checks or require waiting periods. If you went to Alexandria and gave a man a piece of false identification, there is a waiting period. But if you go into Prince William County or a less populous county, it is an instantaneous, over-the-counter transaction. There is no opportunity to check the identification of the purchaser.

Mr. SCHULTZ. The "opportunity to check, the waiting period" has a nice ring to it. But, as a matter of fact, is there any real checking done during that waiting period?

Mr. ROWLEY. In some places.

Mr. SCHULTZ. Thank you.

Mr. Chairman, I have no further questions.

Senator THURMOND. Mr. Rowley, I want to thank you and Mr. Ohlzen for your appearance here. You may be sure that your testimony constitutes a fine contribution to this hearing.

Mr. ROWLEY. Thank you, Mr. Chairman.

Senator THURMOND. Now we have Charles Tedesco, John Powers, and Bradley Shuff of the Metropolitan Police Department.

Please proceed with your statement.

TESTIMONY OF PANEL FROM THE METROPOLITAN POLICE DEPARTMENT, WASHINGTON, D.C.—DETECTIVE JOHN J. POWERS, JR., DETECTIVE CHARLES L. TEDESCO, AND OFFICER BRADLEY W. SHUFF

Mr. POWERS. Thank you, Mr. Chairman.

Detective Tedesco, Officer Shuff, and myself are pleased to be here this morning in response to the committee's inquiry about an investigation that was conducted by this department in the fall of 1976.

Relative to the bill now pending before the committee, I would like to begin by commenting briefly on the complexities of the problem of false identity as it relates to the law enforcement community.

The public at large seems to be under the general impression that due to the science of fingerprinting and the miracle of modern computers that no criminal can long conceal his or her true identity from the police. Nothing, in fact, could be further from the truth.

Every large police force in this country has had the experience of finding that they have arrested the same individual two, three, or even several times under different identities, fingerprinted and photographed him each time, and not realized he was the same man until months or in some cases years later.

Establishing a false identity is relatively simple. The matter we are about to discuss with you is a case in point.

The man involved in this case—we shall call him John Doe, for we are still not absolutely certain who he is—first came to the attention of the police in October 1976. He was arrested after a high speed chase by the Charles County, Maryland Sheriff's Department after he attempted to purchase an automobile in that jurisdiction by use of a forged check and by identifying himself falsely—badge and all—as a sergeant of the White House Police Force.

Once in custody, the man confessed to having used a false identity and gave his name as David Edmond Allard. This also turned out to be a false name. Other information that he gave, however, led to the issuance of a search warrant for his residence at 1728 Lamont Street NW., this city.

You see before you near this witness table some of the evidence, contraband, and suspected proceeds of crime that were seized in that search. As a result of the search, a number of local, Federal and foreign police agencies became involved in the investigation. Among them were the U.S. Secret Service, the Bureau of Alcohol, Tobacco and Firearms, the U.S. Border Patrol, the Royal Canadian Mounted Police, and several local police departments including Montgomery County, Md.; Fairfax County, Va.; Syracuse, N.Y.; and many others.

The total number of man-hours expended on the investigation, if tallied, would run into the thousands. The number of persons interviewed would run into the hundreds. And, as I said before, we still do not know who he is.

Among the property seized from John Doe's room on Lamont Street you will notice a number of illegal weapons. Among them is a machinegun and a 12-gauge shotgun. The shotgun has what is called

a quick point sight mounted on the top of it. There is an additional quick point scope.

Mr. SHORT. What type of scope is that?

Mr. POWERS. That is a quick point; sometimes called a night scope.

There is also a revolver with a shoulder holster and a flash suppressor for use on the muzzle of a rifle.

There are also here some official records of the U.S. Army, a number of wallets, credit cards, identification cards, and so forth, all of which are stolen.

Also found in his apartment were the ingredients for making what appeared to be letter bombs and a book on how to make incendiary devices. John Doe was investigated by the FBI for possible connection with a recent major bombing incident in this city.

He is a man who kept voluminous records on almost everything that fell under his gaze. You will see here among the evidence a looseleaf notebook containing, among other things, the names, addresses, and other vital statistics of several high-ranking Government officials and several distinguished Members of the Senate. There are also news clippings, news photos, and some rather cryptic notations about these people.

Other clippings bear on such incidents as the Manson cult killings, the Hearst kidnapping, and various bombings and other incidents of violence. What his interest in these affairs might be can only be speculated upon.

As I mentioned before, most or all of the credit cards and identification cards here on the board were recovered in the search and are stolen, and many of them were used by John Doe in an effort to conceal his true identity. For example, there is on the board a driver's license in the name of Richard I. Markley, which had expired and was discarded by the real Mr. Markley; it was used by John Doe to open an account at a suburban Virginia bank.

He then forged useless checks on this account to make any number of purchases, including, it is believed, a used car from an area police department. In fact, at the time of his arrest, he was trafficking in automobiles which he purchased with forged checks and then resold out of State.

Also found in the room was a telephone transceiver device which allowed him to make long distance or overseas phone calls without the knowledge of the phone company. It has not been determined exactly what use he was putting this to. However, I think I should mention here that during the time John Doe was detained in the Charles County Jail he attempted to smuggle out, by means of a cell-mate who was in reality a police informant, several notes or letters which then fell into the hands of the sheriff.

Excerpts from one of them is as follows. It is addressed to a friend in Toronto:

I am in a lot of trouble. No one knows who I am . . . They are trying to find out who I am. Call the folks in Syracuse . . . Tell them to throw away all my letters and all the papers and typewriters I got in the basement. They found everyones name and address in my room . . . they said they would check every name and address . . . also ask the old man to hide his transformer out of the house. You do the same . . . I am a mystery to these people. Tell everyone to put a freeze on my letters.

In another he writes:

Call central location, tell them to get rid of everything in the basement, destroy all pictures, throw away everything of mine. Canada police will ask you about me. Tell them you don't know who or where I am.

Store your transformer and all documents somewhere else, also tell central to hide his. No one knows who I am. Advise everyone don't write me.

And in fact a search of a field near his sister's house in Syracuse by the New York State Troopers did uncover a similar telephone transceiver shortly thereafter.

The job of determining John Doe's identity fell to Special Agent Paul Pickering, of the U.S. Immigration Service, and Sgt. Robert C. King, of the Royal Canadian Mounted Police. It was soon determined that the real David Allard—the name given by John Doe at the time of his arrest—was serving a long sentence in the North Dakota State Penitentiary, having been arrested by the Fargo police. Allard told Agent Pickering that his wallet containing his identification had been stolen while he was living in Toronto some years ago.

It was then ascertained that John Doe entered the United States from Canada in 1969 under the name of Randy Johnston. You will see here a Canadian social assurance card and other identification in the name of Randy Johnston which were recovered from the room on Lamont Street.

However, investigation revealed that the real Randy Johnston probably never came to the United States and was in fact arrested by the Royal Canadian Mounted Police in St. Catherine, Ontario, in 1974, nearly 5 years after John Doe crossed the border using his identification.

To make a long story short, the Canadian authorities believe John Doe's true identity to be Akim Mohammed. Mohammed is supposedly the son of Rasul Mohammed, a Trinidadian immigrant who came to Canada some years ago. In fact, Rasul Mohammed has identified a photograph of John Doe as being that of his son Akim. But a closer examination of the record, however, reveals an interesting discrepancy. On his visa application for entrance into Canada, Rasul Mohammed lists the names of all of his children under 21 years of age with the noticeable absence of the name Akim Mohammed. Some investigators in the case believe that this is another assumed identity and that John Doe may in reality be Safaras Ali, an Iranian subject, who was brought into Canada by Shiela Mohammed, daughter of Rasul, who now lives in Syracuse.

There is also some evidence that John Doe may be involved with a ring that is illegally transporting aliens into the United States and supplying them with false identities. Checks conducted in Canada and Trinidad have failed to either confirm or deny the existence of Akim Mohammed.

During the time that he has been in the United States, John Doe has been employed by several private security firms under a variety of names. While working for at least two of these companies, he has been assigned as a guard to Government installations here in Washington on a contractual basis. Among the agencies he was assigned to watch over were the following:

Military Sealift Command, White House Clemency Board, General Accounting Office, Federal Communications Commission Emergency

Communications Division, National Industrial Advisory Commission, and Department of the Interior Bureau of Land Management.

John Doe has also been implicated as a direct participant in at least 20 robberies during the same period of time. It would take literally hours to explain the many complexities of this extraordinary case. We have touched here on only a few salient points in order to give the committee some idea of how difficult it can be to identify someone who simply chooses not to be identified.

The judge who arraigned John Doe last October, at the time of his arrest, refused to continue with the legal proceedings against him until such time as he revealed his true identity. He has never done so.

On the judge's order, he was held in the Charles County jail on a \$1 million bond. After two supposed attempts on his own life, John Doe was remanded to the Patuxent Institution for the Criminally Insane, where he is now incarcerated. He has never been brought to trial for any of his alleged crimes.

Mr. TEDESCO. Mr. Chairman, I think there are one or two other points that might be of interest to the committee.

We do not know exactly how many identities our John Doe may have assumed at one time or another since he has been in this country. However, what you see before you would indicate that he was probably able to assume somewhere in the neighborhood of 100 various identities. Simply by the use of a driver's license or credit cards in any one of the names which are on the list—with which you have been supplied—he could, as we have stated before, establish a bank account, a residence, ownership of a vehicle, or any number of other things which would be accepted at face value by almost anyone as proof of true identity.

When you are trying to fool someone, a little brashness can go a long way. For example, I have here copies of correspondence between our John Doe and the Canadian Social Assurance Agency which indicates that there was some suspicion on the part of that agency about his true identity. I will not take the committee's time by reading all of it, but it is to the effect that there are discrepancies in his social assurance account which they are unable to clarify, and that they have no record of having issued him a card.

He indignantly replies that, if there are any discrepancies, they are certainly on the part of the Government and not himself; and he demands that it be straightened out immediately. To his letter he received a reply from the Canadian Government with their profoundest apologies for any errors on their part, and they promptly issued him a new social assurance card.

In another similar instance, using the name David Allard, he filed an income tax return for the year 1974, in which he used a false social security number. The Internal Revenue Service wrote to him indicating that there was an error in the number and that they could not send him a refund under these circumstances.

He then went out and got a social security card under the name David Allard, sent it to the IRS, and promptly received a refund check from the U.S. Government.

In addition, he had a copy of a registration certificate which would indicate—although we have not checked this out—that he may have

been a registered voter in the District of Columbia in the name of David Allard.

We do not know how extensively he has traveled in the United States, but he has high school diplomas in his assumed name from schools in at least two different States and blank diplomas from any number of high schools and technical schools throughout the United States and the Canadian provinces.

We could go on and on with this, but I just wanted to show you that a person does not have to be too resourceful to drop out of sight under one name and resurface shortly with a totally new identity, and that these matters are not too carefully examined by Government agencies, employers or others with whom he may come in contact.

Consequently, from our point of view, any legislation, including this bill, that would tend to curb the use of false identification would be looked upon favorably by police agencies throughout the country.

Mr. POWERS. That concludes our statement, Mr. Chairman. If you have any questions, we would be glad to answer them for you.

Senator THURMOND. On page 3 of your written statement, you refer to "high ranking Government officials and several distinguished Members of the Senate."

Would you care to tell us who they are?

Mr. POWERS. Yes, sir.

He kept a loose leaf notebook in which he kept the names and vital statistics on all sorts of people. We believe that many of these people are individuals whose identity he was preparing to assume. However, he also had addresses, phone numbers, and so forth for members of this committee, such as Senator Kennedy of Massachusetts.

There was material on former Secretary of State, Dr. Kissinger.

He had news clippings. Here is one here with the Secretary of State with Senator Moynihan of New York at the time he was Ambassador to the United Nations. There is nothing written on it; it is just a news clipping.

There is another one, without even a caption, of the Honorable Senator Bayh of Indiana, who is also a member of this committee.

Here is one of the former First Lady, Jacqueline Onassis.

He has clippings here on Lanette Fromme, one of the Manson cultists, at the time she attempted to murder President Ford.

In his notebook, he has references to Senator Kennedy and several other Government officials.

Mr. SCHULTZ. Are the cryptic notes explanatory in any way as far as what the purpose in his mind was for keeping this?

Mr. POWERS. In many instances I think he was preparing to assume someone's identity. What his interest was in these government people can only be speculated upon.

Senator THURMOND. You say in your statement that every police department—

Has had the experience of finding that they have arrested the same individual two, three, or even several times under different identities, fingerprinted and photographed him each time, and not realized he was the same man until months or in some cases years later.

Should not fingerprints provide instant identification?

Mr. POWERS. Yes, Senator. Fingerprints are, of course, an absolute means of identification.

Unfortunately, there are no foolproof methods of filing fingerprints. For instance, if a man was arrested here in Washington under a false name, if he had been arrested previously in this or another jurisdiction under that same name, we still would not know who he was if that was the only name he had ever been printed under. In some cases, it is simply a failure of the filing system. When you arrest someone, if you do not have any reason to suspect that he is giving you a false identity, you simply book him under that name and let him go. If you think that he is using a false name, you have to conduct a file search of the fingerprints or send those prints to the FBI. Even the FBI may not turn him up if they had not had him under scrutiny once before.

Senator THURMOND. When you arrest a man, do you take his fingerprints?

Mr. POWERS. That is correct, sir; yes.

Senator THURMOND. Do you take a picture of him?

Mr. POWERS. Yes, sir.

Senator THURMOND. Those two identifications should be helpful if he is arrested again; should they not?

Mr. POWERS. Yes, sir.

As I say, in most cases, that is so. But we have, for instance, in this department literally hundreds of thousands of people in our files. When we arrest someone and photograph him, if we do not suspect that he is giving us a false name, even if he has been arrested many times before under a different name, we will just give him a new identification number and pass him on through.

Senator THURMOND. You have to check the fingerprints to determine if he has been arrested again?

Mr. POWERS. That is correct.

Senator THURMOND. That would take considerable time.

Mr. POWERS. Yes, sir.

Senator THURMOND. If you did it for everyone who was arrested—

Mr. POWERS. It could take an indefinite period of time.

Senator THURMOND. How did John Doe conduct himself during the course of his examination? Was he cooperative or belligerent, or did he clam up? How would you describe his attitude under examination? Did he provide you with any information that would help you to explain the mystery?

Mr. POWERS. David is a very cunning individual. He would respond to your questions as long as he knew that he was on ground that you were already familiar with. When he suspected that you were getting into an area where you were trying to get some information from him, he would immediately step back.

If you told him, "Look, we know you're not David Allard," he would say, "Okay, I'm not David Allard; I am Akim Mohammed."

We would say, "We know you're not Akim Mohammed." Then he would go on to the next one. But then he would pull back when he got on unfamiliar ground.

Mr. Pickering of the immigration service interviewed him extensively. In the nature of his work, he comes across many individuals of this type. It was his considered opinion that David reacted to interrogation like a terrorist. He said that he reacted as if he had been interrogated by some pretty tough people.

Mr. SHORT. Were there any other factors that indicated that he might have been involved with a terrorist organization?

Mr. POWERS. There was nothing that came out from our direct contact with him.

Senator THURMOND. You said that you found a telephone transceiver device in his room and also in a field near a house in Syracuse.

What is a telephone transceiver device?

Mr. SHUFF. The device we found is known as a black box. It is a small black box in which the device itself can be hooked on to existing telephone lines in someone's house. This device bypasses the telephone company switching system. In other words, a phone call can be made using that device. There is no record of that call anywhere in the continental United States.

That is the black box. If a black box is used, you can make a phone call—from what we understand from the telephone company—in the continental United States or Canada without the telephone company knowing about it or even charging you with it.

Senator THURMOND. Do these transceivers command a very high price in the criminal world? Do you know offhand what they would sell for?

Mr. SHUFF. Yes, sir, this particular device—from what I understand, again, from the telephone company—the black box would sell on the black market for approximately \$1,000. The blue box, which is a little more sophisticated device and would allow overseas phone calls, would sell for approximately \$5,000.

Senator THURMOND. You said in your testimony that John Doe had worked for several private security firms, which assigned him as a guard to the White House Clemency Board, the Military Sealift Command, and other Government agencies.

Are not private security firms supposed to do background checks for guard positions, especially before assigning them to the White House and other Government agencies?

Mr. TEDESCO. Mr. Chairman, the security firms that hire these guards are limited in the amount of money they can pay the individuals. The background of the individual is checked not at all or very little because of the fact that they do not pay that well. They could not get anybody to work for them if they closely checked the background.

Senator THURMOND. You said there was reason to believe that John Doe was involved in the smuggling of illegal aliens and provided them with false identifications.

Could you provide us with any more details about this?

Mr. TEDESCO. No, sir. At this time, I believe the Canadian Government is still investigating that. I would not want to comment on it right now, sir.

Senator THURMOND. In your opinion, do you think that John Doe is really a mental case? Or do you think there is a possibility that he may be putting on an act in order to prevent himself from being brought to trial?

Mr. POWERS. Senator, we are not medically qualified to give an opinion on his mental state, but he does manifest some symptoms of a variety of different complexes.

As I said before, he is a very cunning individual. At the time that he supposedly made attempts on his own life, he was aware of the

fact that he was facing some relatively minor charges in Maryland. The legal authorities in other jurisdictions were making noises as if they were going to drop other charges against him; he was aware of this.

He has specifically expressed an interest in being returned to Canada. However, he has no legal standing in either Canada or the United States. Unless he tells us who he is and where he is from, he could become, in fact, a stateless person. I think he is aware of this.

He knew that he was not long for the Charles County jail, and the only way to prevent himself from being deported was to have himself committed to an institution.

Senator THURMOND. Do you know that consideration is now being given to institute a system of instant voter registration on the day of election?

You mentioned the fact that John Doe had a District of Columbia voter registration card made out in the name of one of his false ID's.

Do you think that an instant voter registration would result in greatly increased instances of fraudulent voting?

Mr. POWERS. Yes, Senator. I think even proponents of that legislation admit that the incidence of fraudulent registration would become higher of necessity. But I suppose it would depend on local political factors as to how extensive it would become.

Senator THURMOND. From your experience, how long does it take to check out a document of personal identification? Could it be done in 15 minutes or half an hour?

Mr. SHUFF. That depends on the circumstances. It depends on the identification given to a particular law enforcement officer.

It might not take very long if it was a social security card and if the Social Security office was open during the day tour of duty. If you were to call during the night, you could not find out who he was until the next day.

With some identifications, it would take an indefinite time.

It depends on the circumstances. It depends on the type of identification.

Senator THURMOND. You mentioned that John Doe wrote to the Canadian Social Assurance authorities, taking them to task for a mistake in his records.

Do you have a copy of this letter which you could provide for the record?

Mr. POWERS. Yes, Senator; we do. We do not have it just this minute, but we will be able to provide you with a copy of that.

[The material referred to will be found in the files of the committee.]

Senator THURMOND. You said that John Doe has clippings about public figures and also made notations about them. I believe you told us about those clippings in your testimony.

Mr. POWERS. Yes, sir.

Senator THURMOND. Are there any others, or have you identified all that you have?

Mr. POWERS. Those are the only ones that I believe will be of interest to the committee at this time.

Senator THURMOND. In your opinion, do the Privacy Act and the Freedom of Information Act make it easier for people to operate with false ID's?

In other words, have they increased the false ID problem? Do they make it more difficult for law enforcement authorities to cope with the problem of false ID's?

Mr. POWERS. Definitely, Senator.

Indirectly, of course, it does make it easier—particularly for white collar criminals—to operate by hampering the police. There have been many recent instances.

One of the provisions of those acts is that an individual must be notified if his bank account, for example, is being subpoenaed by the authorities. This, of course, gives an alleged criminal advance warning that he is being investigated and gives him an opportunity to cover his tracks.

Senator THURMOND. I believe you said that John Doe had in his apartment some official documents of the U.S. Army.

Could you described these documents? Do you have any idea how he got them?

Mr. SHUFF. Some of the documents we have are these. We have complete court-martial records for three individuals. We have stationery from the presidential clemency board. We have a complete loose leaf notebook: the record, unit fund, company B, third battalion, U.S. Army; it is a complete record of the unit fund.

I imagine he got many of these records while he was employed as a security guard. He did work in many of these different places. I am sure that is where he obtained them. This notebook from company B was from Fort Belvoir, and I believe he worked there as a security guard.

Senator THURMOND. Would you bring those guns around here and let me see them?

Mr. POWERS. Certainly, Senator. We will be pleased to do that.

This first weapon that Officer Shuff has in his hand—

Senator THURMOND. Please show me these different guns and explain to me what they are.

Mr. POWERS. This first one is a cheap imitation of a Thompson gun. It is a .45-caliber weapon. According to the Bureau of Alcohol, Tobacco and Firearms, it could be converted to be fully automatic.

John Doe purchased this weapon here in the District of Columbia under a false name.

Senator THURMOND. Is this a Thompson machinegun?

Mr. SHUFF. No, sir, however, a simple device could be placed in here to make it automatic.

Senator THURMOND. Who makes this gun?

Mr. SHUFF. It is a Commando Mark Three.

Volunteer Enterprises, Inc. It is from Knoxville, Tenn.

Mr. POWERS. This is a 12-gauge shotgun that many people have in their home for hunting. It is a Remington. It has mounted on the top of it a quick point sight which prevents the necessity of having to aim or sight the weapon down the barrel. If you look through the sight, it looks somewhat like a laser beam and shows a pink dot directly in the center of what you choose to aim at.

This one works well in the dark, Senator.

Senator THURMOND. I want to express my appreciation to you gentlemen for your appearance here. I assure you that your testimony will

be very helpful in this important matter. We appreciate you gentlemen coming here this morning.

Did you have anything else, Mr. Short?

Mr. SHORT. Just one thing more Senator. During the course of this investigation we obtained many documents, but I would like to offer for inclusion in the record, copies of the two letters referred to by Mr. Powers in his testimony as having been written by John Doe while in jail, as well as copies of two degrees allegedly received by Akim Mohammed.

Senator THURMOND. Without objection, so ordered.

[The material referred to will be found in the Appendix, p. 124.]

I will look at the false ID's you brought with you and then adjourn the meeting.

[Whereupon, at 10:50 a.m., the meeting was adjourned, subject to the call of the Chair.]

APPENDIX

EXHIBIT NO. 1

(Referred to on p. 8)

TABLE 1.—TABLE OF PASSPORT FRAUDS DETECTED JULY 1, 1969 THROUGH FEB. 28, 1977

	Fiscal years							Period July 1, 1976 through Feb. 28, 1977
	1970	1971	1972	1973	1974	1975	1976	
Domestic.....	174	288	300	415	529	611	837	481
Foreign.....	327	316	314	271	227	242	254	107
Total.....	501	604	614	686	756	853	1091	588

TABLE 2.—PASSPORT OFFICE DOMESTIC PASSPORT FRAUDS FISCAL YEAR 1974

Place of application	Percentage of applications taken	Number of fraudulent applications executed at place applica- tion taken	Number of frauds de- tected before issuance at place applica- tion taken	Number of frauds de- tected by passport office	Number of frauds de- tected after issuance
Post office.....	30.9	62	1	37	24
Clerks of court.....	31.9	95	0	42	53
Passport office.....	19.9	136	68	-----	68
Unknown ¹	-----	233	94	-----	139
Total.....	² 82.7	526	163	79	284

¹ Available records fail to specify the place application was taken.

² Mail-in applications (12.8 percent) and applications executed before military agents (4.5 percent) made up the remainder of applications taken. The number of frauds involved in negligible.

Note.—Percentage of passport frauds detected before issuance 46 percent.

TABLE 3.—PASSPORT OFFICE DOMESTIC PASSPORT FRAUDS, FISCAL YEAR 1975

Place of application	Percentage of applications taken	Number of fraudulent applications executed at place applica- tion taken	Number of frauds de- tected before issuance at place applica- tion taken	Number of frauds de- tected by passport office	Number of frauds de- tected after issuance
Post Office.....	30.5	119	4	74	41
Clerks of court.....	28.4	104	3	48	53
Passport office.....	19.4	366	192	-----	174
Unknown ¹	-----	22	5	-----	17
Total.....	² 78.3	611	204	122	285

¹ Available records fail to specify the place application was taken.

² Mail-in applications (17.4 percent) and applications executed before military agents (4.3 percent) made up the remainder of applications taken. The number of frauds involved is negligible.

Note.—Percentage of passport frauds detected before issuance 53 percent.

TABLE 4.—PASSPORT OFFICE DOMESTIC PASSPORT FRAUDS FISCAL YEAR 1976

Place of application	Percentage of applications taken	Number of fraudulent applications executed at place application taken	Number of frauds detected before issuance at place application taken	Number of frauds detected by passport office	Number of frauds detected after issuance
Post office.....	31.1	170	2	129	39
Clerks of court.....	26.3	139	3	82	54
Passport office.....	18.2	505	289	-----	216
Unknown.....	-----	23	8	-----	15
Total.....	² 75.6	837	302	211	324

¹ Available records fail to specify the place application was taken.

² Mail-in applications (20.6 percent) and applications executed before military agents (3.8 percent) made up the remainder of applications taken. The number of frauds involved is negligible.

Note.—Percentage of passport frauds detected before issuance 61 percent.

TABLE 5.—PASSPORT OFFICE DOMESTIC PASSPORT FRAUDS JULY 1, 1976–FEB. 28, 1977

Place of application	Percentage of applications taken	Number of fraudulent applications executed at place application taken	Number of frauds detected before issuance at place application taken	Number of frauds detected by passport office	Number of frauds detected after issuance
Post office.....	-----	122	7	83	32
Clerks of court.....	-----	65	7	44	14
Passport office.....	-----	283	158	-----	125
Unknown ¹	-----	11	10	-----	1
Total.....	(²)	481	182	127	172

¹ Available records fail to specify the place application was taken.

² Percentage of applications taken has not been computed because the fiscal year has not ended.

Note.—Percentage of passport frauds detected before issuance 64 percent.

TABLE 6.—DOMESTIC FRAUD BREAKDOWN BY UNDERLYING MOTIVE

Motive	Fiscal years			
	1973	1974	1975	1976
Narcotics ¹	117	124	72	64
Aliens.....	184	245	291	456
Fugitives.....	19	32	19	26
Militants.....	4	14	2	4
Confidence games.....	25	69	31	11
Other/unknown.....	66	45	196	276
Total.....	415	529	611	837

¹ It has been estimated that each person engaged in transporting hard drugs into the United States has the potential to bring in personally drugs having the street value of \$500,000. The 377 fraud perpetrators mentioned above, have the potential to import drugs valued at \$188,500,000!

[From The Washington Star, Dec. 27, 1976]

EXHIBIT No. 2

(Referred to on p. 9)

AN UNBELIEVABLE LIFE OF CRIME

(By Nathan M. Adams)

On the last day of his life, Nov. 15, 1974, Sam Littlefield finished work at 5 p.m. He was tired and a long way from home. He had been in Washington for more than a month, with only an occasional quick trip back to see his wife, his two daughters and grandchildren in Bessemer, Ala.

Littlefield was a union man, the president of District 20, United Mine Workers of America, Birmingham, Ala. He was a member of the team that had renegotiated the expired national mining contract. Soon, striking miners across the country would be voting on the team's proposals.

Shortly before 5:30 p.m., Littlefield left the headquarters of the United Mine Workers and walked to the Holiday Inn six blocks distant. At age 54, he was a powerfully built man, his arms and shoulders muscled from years in the mines, a career that began at 16. A popular figure in Bessemer, he had fought hard to obtain medical benefits for retired miners who suffered from the dreaded "black lung" disease. In the trunk of his car he always kept close for the children of miners who had fallen on hard times. Not having a son himself, he had sent one needy boy through college.

It was nearly 6 p.m. when Littlefield reached his room on the hotel's fourth floor. Two other members of the negotiating team were lodged just across the hall, and he knocked on their door.

It was opened by a man he had never seen before, a slight, mustachioed black wearing a hedge-like Afro haircut. Then he saw the heavy automatic pointed at his stomach. "Get on in here," the gunman ordered.

Through the door, Littlefield saw his two friends lying on the floor. Acting out of instinct, he spun around and ran down the hall to get help. He did not get a dozen feet before a bullet hit him, smashing into the back of his skull, an ounce of copper-jacketed lead tore its way through flesh and bone. Sam Littlefield was dead before he toppled to the floor.

Not satisfied, the gunman coolly walked over to the crumpled figure. Bracing his arm on a nearby beverage machine, he took careful aim, then blew out Sam Littlefield's brains. The killer tucked the automatic into his waistband and vanished down the stairwell to the street.

On the night of Nov. 15, 1974, District homicide detectives had their hands full. Before the long evening was over, there would be four new murders to investigate. The frantic call from the desk clerk at the Holiday Inn was just the first. By 7 p.m. detectives were on the scene investigating Case No. HO 74-2092, Homicide.

By 8:45 detectives had a suspect in custody. A team of plainclothes narcotics officers was making a routine patrol outside the Whitelaw Hotel, a notorious haven for dope addicts, when they spotted what appeared to be a drug transaction taking place. A box of pistol ammunition protruded from the hip pocket of one of the suspects. And not far away, the detectives found a 9-mm. Star automatic, which had been discarded by one of the men when the police approached. One of the officers had heard the shooting at the Holiday Inn and knew that the weapon used was a 9-mm. automatic. Both suspects were taken immediately to the homicide squad.

The man accused of having the illegal pistol identified himself as Charles Reavis. He denied having been anywhere near the Holiday Inn at the time of the shooting. But because he fit the description that witnesses had given of the gunman, and because his answers were vague and conflicted with those of the man with whom he was arrested, detectives had a gut hunch that Reavis was their man.

The officers decided to call in a firearms expert to test-fire the 9-mm. Star pistol. Meanwhile, Charles Reavis was fingerprinted, booked for carrying a concealed weapon—misdemeanor—and jailed.

In the morning, he appeared at a bail hearing before Judge William E. Stewart Jr. Under the D.C. Bail Reform Act, no suspect can be denied bail for a misdemeanor as long as he has ties to the community—a job, a stable address. At the hearing, an assistant U.S. attorney explained to Stewart that his office had been unable to verify any local address for the suspect. Reavis—whose arms were pockmarked with the evidence of heroin use—said that he was merely passing through and listed the Whitelaw Hotel as a temporary address.

Stewart chose to ignore these details. "This court is releasing you," he announced over the objections of the prosecutor. Then he ordered that Reavis report to the District's Narcotics Treatment Administration.

Charles Reavis walked down the steps of the D.C. Superior Court building and climbed into the car of the man with whom he had been arrested. For a moment they drove silently. Then Reavis shook his head. "Look, man," he said, "I just don't understand. How come they let me go? I'm wanted. Don't they have no prints on me or nothing?"

Indeed, Charles Reavis was a wanted man. Sam Littlefield was not his first victim. The man who called himself Charles Reavis boasted a violent criminal record of 14 years. He had been arrested more than 30 times for offenses ranging from shoplifting to attempted murder. Yet he had spent less than five years in jail. What follows is a chronological record of many of these crimes, and how this one criminal managed to elude justice time and again.

Charles Reavis was born Ellsworth Smith Jr. on Aug. 29, 1945, in a squalid Jersey City, N.J., tenement. His early education was acquired in the classroom of the street. The teachers: Pimps, prostitutes, dope pushers, muggers. His father was a heroin-using itinerant seaman who was seldom at home.

The records of Lincoln High School disclose that Ellsworth Smith dropped out after the ninth grade at age 16. There were numerous scrapes with the law, appearances in juvenile court. But then, in 1961, out of school, Smith acquired an increasingly expensive heroin habit. He turned to crime full-time.

Oct. 14, 1963—Ellsworth Smith is arrested by Jersey City police for breaking and entering. Despite an extensive youth record, he is released the next morning on \$500 bail by Judge Furman W. Reeves.

Nov. 27, 1963—Smith is arrested for receiving stolen goods. The bail for this offense is a steeper \$2,500, but it is arranged without difficulty by the Allegheny Mutual Casualty Co., a local bonding firm. (In most cases, defendants are required to post only 10 percent of the bail figure to win release from jail after arrest.) Smith is now on bail for two crimes.

Dec. 10, 1963—Smith and a companion are arrested and charged with breaking, entering and stealing. Smith has stolen cash, two cameras, a transistor radio and jewelry. Bail for this, his third offense, is \$4,000. Again, Allegheny Mutual insures the bond, and Smith is released.

March 26, 1964—Ellsworth Smith appears before Judge Reeves and enters a plea of not guilty to his latest offense of breaking, entering and stealing. The judge, who is well aware that Smith has been charged with two earlier crimes permits him to remain free pending trial.

May 11, 1964—Smith is arrested for assault and battery and for possessing a stolen automobile. The charge of assault and battery is dismissed. He is sentence to serve 30 days in the Hudson County penitentiary for having the stolen car.

May 29, 1964—Smith reappears before Judge Reeves. It is plea-bargaining time. In order to clear a jam-packed court calendar, Reeves accepts a plea of guilty on two of the crimes Smith had been charged with on Dec. 10, and dismisses the third. Smith is allowed to continue on bail to await sentencing.

July 23, 1964—Smith again appears before Reeves to be sentenced for the two crimes, committed almost eight months before. Reeves orders Smith to serve 18 months in the Hudson County penitentiary and to pay a fine of \$50. The same sentence is imposed on Smith for his Nov. 27 crime—these two sentences to run concurrently. Then, despite the crimes Smith has been arrested for since, Reeves suspends both sentences and places Smith on probation for three years and orders a total fine of \$150, plus \$25 restitution for the stolen property, to be paid immediately.

Oct. 6, 1964—Smith, thoroughly court-wise and a hardened criminal at the age of 19, has managed to acquire a 6.35-mm. automatic pistol. At 7:30 this evening, he walks into a Jersey City liquor store and, without warning, shoots the clerk in the stomach. He then removes \$120 from the cash register and flees. The clerk, age 67, is seriously wounded. But from his hospital bed he is able to pick out Ellsworth Smith from mug shots shown to him by police. Two days later, Smith is arrested.

Oct. 9, 1964—He is never even charged with having shot the clerk. Instead, Ellsworth Smith is charged with armed assault and robbery. Judge Alfred A. Fink ignores Smith's prior record and the fact that he is on probation for an earlier offense—clear grounds for jailing him—and releases him on \$2,000 bail.

May 26, 1965—It is seven months later when the grand jury indicts Smith on charges of armed assault and robbery. Judge Fink now formally arraigns him. But Smith does not appear in court to enter his plea of not guilty. The reason: He is in jail in Philadelphia for burglary. Shocked, Fink revokes Smith's bail and issues a warrant for his arrest.

Feb. 16, 1966—In Philadelphia's Holmesburg Prison, Smith is paroled after serving nine months. As a fugitive and bail-jumper, he is now extradited back to New Jersey. Two days later, he again comes before Fink who, incredibly, reinstates his \$3,000 bail.

May 19, 1966—Smith is arrested by Jersey City police for being disorderly and possessing burglar's tools. He is sent to the Hudson County penitentiary for six months.

Nov. 4, 1966—Smith is finally found guilty of armed robbery during the hold-up of the liquor store. (Nearly 10 years later, no one in Jersey City can recall why Smith managed to avoid the count of armed assault.) Despite Smith's long record, Judge Benedict Beronio releases him until sentencing on \$5,000 bail.

Jan. 10, 1967—Beronio sentences Smith to serve a minimum of seven years in the New Jersey state prison. It is now nearly 2½ years since Smith robbed the liquor store and shot the clerk.

Dec. 26, 1970—The day after Christmas, having served nearly three years of a minimum sentence of seven years, Ellsworth Smith escapes from an outside work detail. A warrant for his arrest is immediately issued and his description is circulated to state and local police and the FBI.

Aug. 12, 1971—Using the alias "Curtis Adilson," Smith is arrested in Los Angeles, Calif., for shoplifting. Since the charge is a misdemeanor and police have no record of a "Curtis Adilson," he is released. Of course, he is fingerprinted, and the prints are routinely sent to the FBI. But the FBI processes some 22,000 fingerprints each day and no one bothers to check "Curtis Adilson's" prints against those on record. The FBI simply opens a new file under his alias.

Oct. 7, 1971—Smith is arrested in San Francisco, again for shoplifting. His new alias: "Curtis Cross." The FBI report comes back negative, for they have no record of a criminal under this name. Smith is given a 30-day suspended sentence.

Oct. 20, 1971—Smith is rearrested in San Francisco for shoplifting and for resisting arrest. He is given another 30-day suspended sentence, fined \$25. But San Francisco police are unaware that they have already arrested Smith, because he is using still another alias. This time it is "Curtis Anderson." Because shoplifting and resisting arrest are relatively minor crimes, no one is concerned enough to have the FBI cross-check fingerprints. If they had, it could have taken the FBI as long as a month to notify San Francisco police that "Curtis Anderson," "Curtis Adilson" and "Curtis Cross" were, in fact, one person—Ellsworth Smith—an escapee from a New Jersey prison.

Nov. 6, 1971—Smith returns to Jersey City where he is spotted by an alert police officer. He is returned to prison to complete his sentence after nearly a year at large.

Jan. 17, 1973—Despite his earlier escape, despite the fact that he has not even served his minimum sentence, Smith is granted parole. He is unleashed upon society on April 17.

June 7, 1973—Implicated in a robbery, Smith is arrested by police but is promptly out on bail of \$2,000.

June 13, 1973—Smith is rearrested for four violations of his parole conditions. Among them are using drugs, keeping company with known criminals and failing to report to his parole officer.

July 24, 1973—A preliminary hearing has determined that there is probable cause for revoking Smith's parole. But this cannot be done without a formal hearing. Meanwhile, despite his arrest on robbery charges, his parole cannot be revoked until he is actually found guilty. An arrest alone, for a new crime, is not sufficient grounds. So parole officials agree to Smith's release on bail pending a formal hearing. There are two conditions. He must be released into the custody of a drug rehabilitation center in Jersey City, and he must also report to his parole officer on schedule.

Aug. 7, 1973—Smith skips his appointment with his parole officer.

Sept. 5, 1973—Smith does not appear for his second appointment. Inexplicably, New Jersey parole authorities take no action.

Sept. 11, 1973—It is 3:45 a.m. in Manhattan. Ellsworth Smith and three companions mug a businessman. First the victim is viciously beaten. Then Smith calmly fires a bullet at the victim's head. Luckily it only creases the skull. Smith is arrested minutes later in the getaway car and police find the pistol. He is booked for attempted murder and robbery. He gives the police the name of "Charles Moro." A quick check of the fingerprints kept on file in New York reveals that someone with the same prints had been arrested for shoplifting in the city three weeks earlier. The name used that time, however, had been "Indio Rodriguez," and since the crime was a misdemeanor, he had been released. Meanwhile, New York police send Smith's prints and aliases to the FBI for further checking. But the bureau is unable to link these two aliases to the prints under the name Ellsworth Smith because a thorough search is not

made. Its report to New York police is negative; there is no record on either a "Charles Moro" or an "Indio Rodriguez."

Oct. 3, 1974—Until now, Smith has remained a prisoner—as "Charles Moro"—in New York City's House of Detention, unable to pony up a reduced \$500 bail. His trial for the attempted murder and robbery of the businessman, which took place more than a year before, is only now concluded in the city's jam-packed courts. He is found guilty. Judge George Postel orders that he be returned to custody until sentencing date. But the harried clerk fails to note Postel's order that Smith be held without bail. It will prove to be a lethal oversight.

Oct. 15, 1974—Facing a stiff sentence for assault with intent to murder, Ellsworth Smith manages to come up with his \$500 bail, borrowing most of it from fellow inmates. Smith walks free and, a month later in Washington, murders Sam Littlefield.

While one of his daughters was being treated in a hospital for shock, Sam Littlefield was buried in Bessemer, Ala., on Nov. 18, 1974. In the District, meanwhile, homicide detectives were having a tough time trying to crack the case. They were dismayed to learn that their No. 1 suspect—"Charles Reavis"—had been bailed out from a concealed weapon charge the day after the murder. The FBI fingerprint report shed little light. According to the bureau, "Reavis" had no record. What's more, ballistics tests by D.C. police firearms experts on the 9-mm. Star automatic were not fruitful.

On Nov. 26, 1974, "Charles Reavis" was due to be arraigned for processing a concealed weapon, the charge lodged against him on the night of the Littlefield murder. Predictably, he did not appear in court that morning. Indeed, it would have been physically impossible; at that moment, Ellsworth Smith Jr. was in Boston, Mass., where only the day before he had held up a bank and escaped with \$788.

Nine days later, Smith held up another bank, then fled with \$304 before being caught two blocks away. The U.S. magistrate in Boston, Willie J. Davis, ordered that Smith be held on a \$50,000 surety bond. This meant that Smith had to come up with every cent of his bail before he could be released. He was taken to Plymouth jail to await his arraignment. His new alias: "Curtis Addison."

Once again, Smith's fingerprints were circulated throughout the nation's cumbersome criminal-justice bureaucracy. For once, the system worked—but only partially. FBI fingerprint analysts discovered—perhaps because of name similarity—that Boston's "Curtis Addison" had been arrested in Los Angeles in 1971 as "Curtis Adilson" for shoplifting. This, in turn, led them to "Curtis Cross." Unfortunately, FBI analysts went no further. Had they done so, they would have discovered the real Ellsworth Smith Jr.—now wanted in Washington, New Jersey and New York.

On Dec. 13, Smith appeared before Magistrate Davis and pleaded not guilty to robbing the two banks. On two occasions, Davis reduced the bail and Ellsworth Smith was again turned loose upon society.

In Washington the pieces had finally fallen together—due in large part to the painstaking efforts of three men, Det. Bill Wood and Lt. Richard Thornton of the homicide squad, and a young assistant U.S. attorney, Henry Schuelke.

Together they had accomplished what no police department or court in five states—plus the FBI—had been able to do. They unmasked Ellsworth Smith Jr. and, for the first time, compiled a complete record of his crimes. They had again asked the FBI to recheck its files for fingerprints of the suspect who called himself "Charles Reavis." Belatedly, the bureau discovered it had been keeping four different files on the same man—under varying aliases.

In early March, Detective Wood sent the 9-mm. Star automatic, the murder weapon, to a private laboratory for further testing. The reply came back positive: It was the same gun that shot Sam Littlefield. The ejected cartridge cases recovered from the Holiday Inn matched. Then Wood located the clerk who was on duty at the Holiday Inn at the time of the shooting. From photographs, the clerk positively identified Ellsworth Smith Jr. as the man he had seen running through the lobby.

Two weeks later, Schuelke and the two detectives requested the suspect who was arrested with Ellsworth Smith on the night of the murder. Additional evidence now tended to exonerate him—he himself had not been convicted—and he now declared that the 9-mm. Star was a gun that Smith had hocked and then redeemed from a drug dealer in the Whitelaw Hotel. He also declared that Smith told him that he had shot Sam Littlefield. With this evidence Henry Schuelke was able to indict Smith. He asked the FBI for help in running him to ground.

It was not necessary. At 1:40 p.m. on the afternoon of April 1, Detective Wood was seated in Henry Schuelke's office in Superior Court when they received a call from an informant that Smith had been spotted—incredibly—in that very courthouse. Unknown at the time was the fact that Smith had returned to Washington following his release in Boston, stopping in New Jersey only long enough to hold up another bank. He had been in the city for nearly a week and, together with a female accomplice, had shoplifted over \$5,000 worth of merchandise. Smith was in Superior Court that day since his girlfriend was about to be bailed out from an arrest the previous day.

Smith was nonchalantly leaning against a corridor wall when Wood saw him. The detective spun him around and slammed him up against the wall. "April Fool's Day, Ellsworth!" he said.

Ellsworth Smith Jr. was tried and convicted for the murder of Stan Littlefield. On Oct. 16, 1975, he was sentenced to serve from 37 years to life in the federal penitentiary in Atlanta, Ga. He will be 53 years old before he can be considered for parole.

In the end, some might think, justice triumphed. But did it? Not for Mrs. Littlefield. "I am only half a person," she says today. "Sam's killer took half of my life."

In fact the system of criminal justice in the United States verges on chaos. Prisons across the nation are so crowded—the inmate population has grown nearly 15 percent since 1975—that judges and parole authorities routinely release violent criminals long before their minimum time has been served. Courts are so overburdened that major crimes—felonies like armed robbery and assault—are plea-bargained into misdemeanors. A New York Police Department study of homicide arrests reveals that only 10 percent of those arrested for murder will face the original charge.

When the FBI's Uniform Crime Report is made public next August, it will show that more than 20,000 Americans died at the hands of murderers in this our Bicentennial year 1976. This slaughter is more than double the combined number of U.S. battle deaths recorded during the Revolution, the War of 1812 and the wars with Mexico and Spain. It is well over 10 times the total of U.S. combat dead for the last three years of the Vietnam war.

And, in the time it has taken to read this story, another American has been murdered.

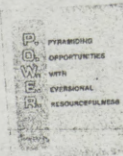
EXHIBIT No. 3
(Referred to on p. 14.)

BOOKS

from EDEN PRESS



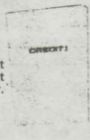
THE BIG BROTHER GAME:
Anti-surveillance techniques, bugging/de-bugging, spying, tapping, surreptitious entry.



P.O.W.E.R.: Look and act like a millionaire in six weeks! New luxury cars, huge bank accounts, prestige home, unlimited credit; buy businesses without any money.



THE FRAUD REPORT: Scores of the BEST con games, scams, and rip-offs. The Con man's bible of survival.



CREDIT: AAA credit in 30 days, get all credit cards, start all over.



NEW AMERICA: Escape the rat race: land, housing, clothing, food for next to nothing; no medium; surviving on your own.



IMPROVED WEAPONS: Make your own nitro, plastic explosives; low cost materials for demolition, machine guns for under \$7!!



LOCKS & PICKS: Lock picking was never easier. All kinds of locks and safes mastered by easy-to-learn methods.



PAPER TRIP: Eden's classic on alternate identity, disappearing, obtaining all official ID. Over 100,000 sold!



STATE ID CARDS: Full color, designed for every state. They WORK!



EDEN UNDERGROUND: The underground paper for financial independence, privacy, crime notes, personal survival. MUST READING!



THE CHECK BOOK: All the check games and swindles; forgery; kiting; stashing your cash overseas.

EXHIBIT "F"

EDEN PRESS P.O. BOX 8410 FOUNTAIN VALLEY, CA 92708

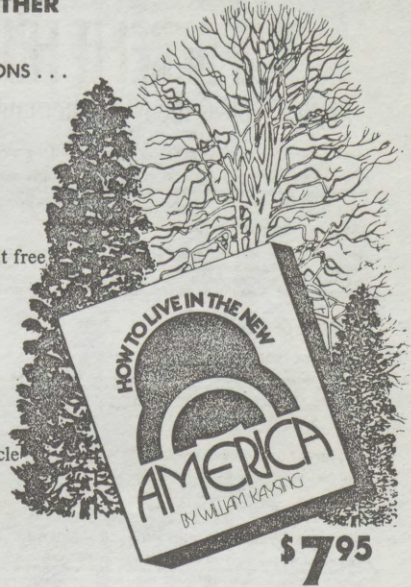
PROVOCATIVE • RADICAL PRACTICAL !!

**BILL KAYSING PUTS IT ALL TOGETHER
IN THIS BRILLIANT NEW BOOK**

12 AMAZING CHAPTERS OF NEW DIRECTIONS . . .

It's all here . . .

- * How to escape the rat race,
- * Making a living on your own,
- * Rural land and how to buy it — or get it free
- * How to reduce your need for money
- * Eat well on less than a dollar a day
- * Houses for sixty-five dollars, and up
- * Functional clothing,
- * Low cost transportation: the motorcycle
- * Free schools,
- * Nomadism — living on the road
- * Avoiding American law !!!



PLUS! ALTERNATIVE SOURCES FOR EVERYTHING YOU'LL NEED, OR NEED TO KNOW!!

356 EYE-OPENING PAGES OF NEW ALTERNATIVES . . .

Beating the System isn't just a philosophy — it's a definite way of life! And Bill Kaysing is today's undisputed master of living free. If you've ever had the urge to shuck it all for simpler living,

HOW TO LIVE IN THE NEW AMERICA is for YOU!!

A tremendous treasure-house of stimulating information.

**LET BILL KAYSING SHOW YOU HOW TO
BREAK FREE OF THE SYSTEM AND LIVE!**

To order, please use the convenient order form at back of catalog.
EDEN PRESS — P. O. BOX 8410 — FOUNTAIN VALLEY, CA 92708

EDEN UNDERGROUND NEWS SERVICE

IT'S HERE! IT FINALLY HAPPENED!!

ANNOUNCING the NEW alternative paper devoted strictly to YOU!!

Here's the news you've been waiting for! News for YOU the individual. News which will make your life free and independent.

EDEN UNDERGROUND NEWS SERVICE is dedicated to righting the balance between the corporate state and the rest of us "individuals." The crush of governmental regulations and restrictions is a burden we need not tolerate endlessly in silence. And the heavy-handed tactics of de facto monopolies need not spell the demise of free enterprise and private initiative.

EDEN UNDERGROUND SHOWS YOU THE WAY!

Our intrepid reporters distill diverse information from authoritative sources to put YOU in the center of the news. If the stories we find are not useful to you as an individual, we don't print them! We're not interested in causes, crusades, or "politics" UNLESS you can derive an immediate and direct benefit. And we won't bore you with "new world" polemics, or lamentations of "class struggle," either. Even though we're "underground" we're interested in something more than social conscience.

A SAMPLE OF OUR STUFF...

FINANCIAL INDEPENDENCE

Everyone aspires to become financially independent, but few ever make the grade. It is often the lack of the right information which robs individuals of the very real chances for personal financial success. EDEN UNDERGROUND, in every issue, will give you brilliant plans and inside information which can give you the edge in breaking the stranglehold of a dull, futureless job.

LIVE GREAT ON JUST DOLLARS A DAY!!

Travel the U.S. free, or at very low cost. Travel "underground" if need be. Enjoy absolutely free health spas. Buy food wholesale for unbelievable savings. Freshful, low-cost cooking. Housing for next to nothing. Free schools. How to buy rural land.

FIGHT THE IMPERSONAL BUREAUCRACIES—AND WIN!!

Make Social Security pay YOU (with our inside tips and tricks). Use the latest education assistance programs to full advantage. Receive legitimate advanced degrees WITHOUT studying. Know how every state's unemployment works. Evade and restrain actions by collection bureaus.

PRIVACY

Know the laws and regulations of every state relating to privacy. Fend the use of your personal data by data banks. Learn how the FBI can easily violate your personal rights and compile a dossier on your most personal relationships. Surveillance Methods used against you, and how to stop them. Discover super sophisticated methods for creating alternate identification — (a number of "hot" goodies the government can't stop).

CRIMINAL NOTES

Frauds and swindles by the con men of TODAY. Computer frauds. The latest mail frauds — what they scored and how they worked. White-Collar crimes that are raking in BILLIONS. Sources of "tools of the trade." Charities organized for maximum rake-off. Trends in arrests, convictions and sentencing. News of important legal decisions. Exotic weapons. Latest prison conditions around the country.

ENHANCING YOUR LIFESTYLE

Consumer comparisons. Legal tips. Inside information on credit and credit cards — truly amazing!! Using the 1974 Freedom of Information Act to your fullest benefit. Latest trends on college campuses. New developments for women. "Discover" the kinky trips of the avant-garde. Know where social styles are headed.

Each issue of EDEN UNDERGROUND will amaze you with scores of concise, provocative articles. No wasted language, but no lack of hard facts.

Our "Classified Ads" are a compendium of unique exchange. Free personal ads for prisoners. Letters to the Editor. Wit and Satire. Notes from the (real) Underground. Survival for the Sane by the one and only Wild Bill Kaysing. And a lot of other goodies!

With stories and features like these, how can you miss? EDEN UNDERGROUND can and will prove very, very valuable to you, we know. Send only \$10 for a FULL YEAR (25 issues), and become a Certified Charter Subscriber (regular rate: \$15). Use the handy order form today and let us begin adding new dimensions to YOUR life.

So take a chance — on us if you like. If you wish to discontinue EDEN UNDERGROUND for any reason, we will refund the unused portion of your subscription.

Yes! By all means start my subscription to your fantastic EDEN UNDERGROUND NEWS SERVICE Enclosed please find \$ _____ Cash ☐ Check ☐ Money order ☐ FOR: ☐ CHARTER ONE YEAR SUBSCRIPTION \$10 (Regular one year rate will be \$15) ☐ Special TWO year subscription \$18 ☐ Rip us off for THREE years at \$25 (Save \$20!!) ☐ First Class mailing: \$5 per year additional for postage and special envelope shipment. NAME _____ ADDRESS _____ CITY _____ STATE _____ ZIP _____ Eden Underground News Service P.O. Box 8410 16681 Evergreen Circle Fountain Valley, CA 92708	
---	--

CREDIT!

It's YOURS! TRIPLE-AAA CREDIT – in just 30 days! With NO INVESTIGATION!! Now you can have excellent credit wherever you apply. You can also receive ALL THE CREDIT CARDS YOU WANT!!

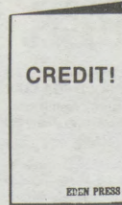
YES, IT'S ABSOLUTELY TRUE! TRIPLE-AAA credit can be YOURS, even if you:

- have recently declared bankruptcy
- are presently on welfare
- have just moved to a new area
- have poor credit, or,
- have NO CREDIT AT ALL.

Hard to believe? Of course it is, especially these days when credit bureaus computerize and cross-check your records. Borrowers often find themselves virtually black-listed if they just ONCE miss a payment. If this has ever happened to you, you found out fast just how vital a good credit rating is when YOU REALLY NEED IT, right?

But now there's hope – a guide to fantastic credit! Our amazing book, CREDIT! can work credit miracles you never thought possible! Now you can:

- Have excellent credit despite past credit records
- Qualify for ALL the top national cards
- Have credit good enough to buy the car, boat, stereo, etc., you really want
- Get consolidation loans from your bank
- Forget about bill collectors, overdue debts, repossessions
- Enjoy life NOW with a credit rating of "EXCELLENT"
- Follow a proven, step-by-step plan to achieve all this, and more, IN JUST 30 DAYS!!



INCREDIBLE
BOOK
FROM EDEN

\$7⁹⁵

CREDIT! is a professional approach at a serious modern problem. We all have to live with credit in one way or another. It can be a great blessing or a persistent curse. The credit companies are forever selling people on the positive side of credit, but for some reason neglect to elaborate on the many hidden pitfalls. And they most certainly will never tell YOU the methods and techniques by which you can turn the credit game around to YOUR advantage.

But the credit game can be played to your advantage, we know. Only recently has research shown us the inner workings of these credit organizations, and how their rules may be overcome to the borrower's distinct advantage.

You see, CREDIT! is part of an original doctoral thesis which investigated and analyzed the inter-relationships among credit companies, credit bureaus and banks. The findings were eye-opening, to say the least. (How do people on welfare still manage to receive credit cards? What important facts do credit card companies invariably hide from their customers? How and why do banks work consistently against credit bureaus?) The surprising implications for millions of borrowers became instant inspiration! And CREDIT! IS INSPIRATION!

In 12 concise, easy-to-read chapters, CREDIT! will show you IN FULL:

- How to obtain "AAA" credit in just thirty days!
- How to receive all the credit cards you want!
- How to obtain almost unlimited consumer credit!
- How to control collection tactics used against you!
- How to use the Fair Credit Reporting Act of 1971!
- How to get out of debt without going bankrupt!
- How to borrow up to \$3,000 – with NO QUESTIONS ASKED!!

PLUS scores of little-known, yet vitally important facts about credit, credit cards, credit bureaus, finance companies, and banks. CREDIT! shows HOW TO MAKE THEM WORK FOR YOU!!

In a word, CREDIT! is invaluable! You can start living like you always wanted! With CREDIT! you call the shots! And CREDIT! is yours for just \$7.95! Why wait? Do yourself the favor of having CREDIT! today!

"HOW TO BEAT THE BILL COLLECTOR"

The most complete description available anywhere of how debtors and "skips" can outwit, even beat their creditors. No tricks are left unmentioned, some of which skip tracers themselves cannot overcome. Freedom from debt is only a matter of knowing how to go about it. This manual tells ALL! Only \$3.00

"100 WAYS TO DISAPPEAR AND LIVE FREE"

The many "ins and outs" of establishing an alternate identity – and making it work. More than ample proof that becoming another person can easily be achieved. The

THE PAPER TRIP

Do you want to disappear? Shake your past? Change your name? Your age? Start all over? If you do, GOOD FOR YOU! You will then be joining the thousands who actually do this every year. Just as they have found relief and success, so can you! TODAY!!

Your decision to do any, or all, of these things would certainly be correct, but the problem always seems to be HOW TO GO ABOUT IT. A problem, yes, but now there is a ready solution. You see, those who have created entirely new lives for themselves decided to follow the revolutionary methods revealed in THE PAPER TRIP, truly one of the most amazing books of our desperate times.

THE PAPER TRIP has become a guiding light to the storm-tossed souls of our "floating" population — those who cannot establish themselves because of some bad aspect of their past, and whose lives are cursed by these modern ills:

- Negative employment references
- Less-than-honorable service discharges
- Arrest, jail and prison records
- Bad or unavailable credit, and
- Hundreds of other unfavorable personal references.

If you now find yourself in any of these situations, and sincerely want to end FOREVER their harmful influence on your life, then here is the news you've been waiting for. The time for change is NOW! Here's how:

In eight authoritative chapters you will learn all the professional secrets for creating an entirely new identity. THE PAPER TRIP contains information found NOWHERE ELSE! THE PAPER TRIP will guide you through amazing loopholes. Only THE PAPER TRIP covers the following topics with its radical perspective:

- Cover any undesirable employment record
- Change your age, for whatever purpose
- Make a new name for yourself . . . and never be detected
- Cover arrest, jail, or prison records . . . permanently
- Disappear for good, for whatever reasons, perfectly
- Return from exile without detection
- Change citizenship to any country
- Make the government itself create your new identity
- Leave bad credit records behind
- Avoid any or all creditors
- Get a new, even better, job
- Become a member in any organization you want . . . free

\$7⁹⁵



- Obtain commercial discounts normally given only to a select few
- Set up and establish credit anywhere under your new name
- Send for, and get, any credit cards you want.

THE PAPER TRIP solves these problems by giving you priceless information on just how the "system" works. Now you can take control of your own life by learning the guarded secrets of creating a new identity. Best of all, your new ID will be UNDETECTABLE because it will be OFFICIAL!!

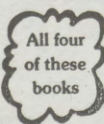
THE PAPER TRIP will detail for you:

- A step-by-step method for assembling a complete package of OFFICIAL ID, based on an original birth certificate
- All the information you need to obtain your documents directly from the government itself
- How to make or obtain any kind of supportive card you need
- Where to obtain commercial ID forms and stock
- U.S. passport regulations, Social Security procedures
- Techniques for actually becoming another person: handwriting, appearance, speech, and more
- Professional methods used before only by top espionage agents — now for YOU to use
- Inside secrets of fingerprinting: faking, altering, removing YES, it certainly CAN be done!!
- The amazing facts of obtaining credit and credit cards under a new identity. PLUS, much, much MORE!!

Too good to be true? Read THE PAPER TRIP and you'll become a believer! Even if you don't need to change your identity or indulge in the more radical techniques, the information is absolutely priceless. Some day you may be very glad indeed that you took time for THE PAPER TRIP . . .

The new Second Edition, revised 1976, is available ONLY from Edna Press. The price of \$7.95 is a small fee for all the valuable information you will receive. How much is a new life worth, anyway? So send for your copy of THE PAPER TRIP — today!! You'll be very pleased, we know.

SPECIAL COMBINATION OFFER



THE PAPER TRIP (\$7.95)

CREDIT! (\$7.95)

"HOW TO BEAT THE BILL COLLECTOR" (\$3.00)

"100 WAYS TO DISAPPEAR AND LIVE FREE" (\$2.00)

~~only~~ \$12⁹⁵

To order, please use the convenient order form at back of catalog.
EDEN PRESS - P. O. BOX 8410 - FOUNTAIN VALLEY, CA 92708

CRIME PAYS!

NEW RADICAL UNDERGROUND
SERIES FROM EDEN PRESS!

THE CHECK BOOK

\$10

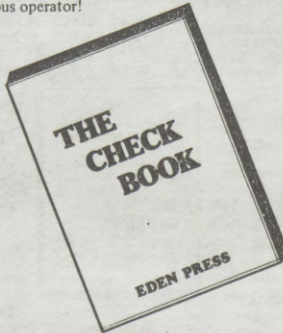
THREE BOOKS IN ONE!

EDEN PRESENTS . . .

an amazing collection of text-book capers for the aspiring professional!

EDEN'S new CRIME PAYS manuals are filled with hundreds of ideas, details and actual plans for the successful pursuit of crime. Nothing is left unmentioned in our efforts to lay out ALL the necessary information for you to become an independent and prosperous operator!

The CRIME PAYS series is actually written by practicing criminals! Not just a collection of anecdotes or unbelievable stories, but a serious down-to-earth analysis of criminal activity. Step-by-step details are laid out IN FULL. Information obtainable nowhere else is put directly in your hands. It would take several lifetimes for any one individual to compile all the experience and 'know-how' distilled in these books. In just hours you can benefit from the years of practice our professionals have mastered.



LARGE 8½ x 11 SIZE

WRITTEN BY
PRACTICING CRIMINALS

"THE CHECK BOOK"

has three separate sections, crammed with the kinds of information you NEED to become a professional. You'll be amazed by the thoroughness and variety of the subjects. You will also be INSPIRED!!

BASIC CHECK GAMES . .

includes ALL of them! Facts and details you need to know to make them work — for you! Thousands can be scored in just days. Different games can be worked at the same time for enormous profits! How to run check rings; arts of forgery; uses of counterfeiting; amazing tricks to keep you cool and undetectable. Smooth, professional games to make you rich and independent. All this and much more!

KITING . .

The multi-million dollar check game banks fear the most! Sophisticated operators take the bank every time with this incredible swindle. Kiting is such a dreaded game even newspapers voluntarily kill stories about successful operators. Complete plans with step-by-step details make THE CHECK BOOK the only guide available on this subject. The EDEN professionals lay out the kiting game for your great personal benefit. Is it ever wrong to be rich?

STASHING CASH OVERSEAS . . .

The ultimate refuge for your hard-earned money is explained IN FULL. Avoid the government snoopers and tax thieves! It's not their money, anyway! Protect your funds in confidence and secrecy. Names and addresses of the safest banks, all the different types of accounts they offer. How to handle all transactions without being detected, and without leaving the U.S. Go international and be safe! Here's everything you need to do the job right!

To order, please use the convenient order form at back of catalog.
EDEN PRESS — P. O. BOX 8410 — FOUNTAIN VALLEY, CA 92708



THE FRAUD REPORT

LIVE LIKE A KING!

\$15

GAMES OPERATORS PLAY...

THE FRAUD REPORT is the inside story on con games and swindles. THE FRAUD REPORT shows you in detail:

- * How schemes are set up
- * How "marks" are selected
- * How money is obtained
- * How operations are made "bust-proof"

Operators have used the games in THE FRAUD REPORT to make millions of dollars. These con men never worry about having a job, paying bills, or getting credit. Why should they? They live like kings! They know they can always get MORE!!

Never made public before, the details of their operations are now available for YOUR profit. THE FRAUD REPORT is a detailed analysis of master con games and clever swindles. Here are just some of the professional secrets revealed in THE FRAUD REPORT:

- * Establish huge bank balances without money!
- * Use these balances to obtain UNLIMITED credit!
- * Earn interest on \$1,000,000 every year without using your own money!
- * Manipulate financial statements!
- * Get instant credit with tailor-made applications!
- * Travel internationally FREE!
- * Gain control of legitimate businesses with NO MONEY, and drain them dry without fear of prosecution!
- * Issue and sell stock without SEC approval - walk away rich without breaking any laws!
- * Drive luxury cars without spending a dime to buy, rent, or lease!
- * Enjoy free vacations!
- * Complete plans for all these, and MORE!!

OUR READERS

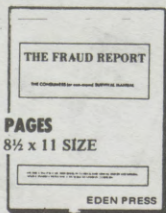
Our readers call THE FRAUD REPORT, "A guide to financial trickery" ... "A real trip" ... "Contains a wealth of information" ... "Border-line legal" ... "An excellent piece of work" ... "Fascinating".

BE A MASTER OF ALL THESE FRAUDS!

PURCHASE STOCK with no money * Free riders * Speculation without money in stocks * Free ride on convertible bonds * New issue free rides * Old stock certificate gimmick * Penny stock promotions * Tape painting * Big time stock hustles * Selling a tip sheet * Selling Corporate shells * Getting stock public without SEC registration * Using worthless stock to take over businesses.

OBTAINING CREDIT CARDS by fraud * How the plastic pushers operate * Fraudulent credit card charges * Beating credit card ceilings * Ordering by mail * "I lost my credit cards" swindle * Massive mail order rip-off * Obtaining credit cards without credit * Company credit card swindle * Pushing plastic with dishonest merchants.

REAL ESTATE * How the land swindler operates * free vacation swindle * Buy by the acre, sell by the foot * Peddling land paper * Everyone wins a lot * Income property swindle * Prestige home hustle * Rent it to everyone swindle.



FREE TRAVEL * The TV producer * "You have won a wonderful vacation" deal * Famous person tour deal * Get bumped-retravel hustle * Ordering airline tickets on credit * Sheet writers * A small town travel agency * Mingling with the stars * Royal treatment at no cost vacation * Adventure gimmick.

QUICK MONEY * Selling a rental car * Block laying * Gopher game * Panhandling * Bail bondsman play * Airline ticket punch * Holiday swindle * The "You just won a Cadillac" call * New apartment owners swindle * Refined Murphy game * Resume writing service swindle * Pigeon drop * Poker swindle.

BUSINESS TAKE-OVER * Bankruptcy fraud * Small tap operation * Purchase order take over * Letter stock take over.

BIG TIME OPERATOR * You too can be rich * Investors in what? * Training (big business) * Spin offs * Legal pyramid * Second stage of distributorship plan.

NO FRONT MONEY * Unique yachts * Float the boat * Donations * Luxury automobile lease deal * Note conversion deal * Membership down payment.

LITTLE OR NO RISK * Credit card applications * Short change artist * Bad check play * Business opportunity game * Roommates bureau * Business threat scam * Dead horse swindle * Service call swindle * Advertising scam

ORDER THIS FABULOUS BOOK NOW!

To order, please use the convenient order form at back of catalog.
EDEN PRESS - P. O. BOX 8410 - FOUNTAIN VALLEY, CA 92708

I CAN MAKE YOU APPEAR IN JUST 5



TO NEVER PAY RENT FOR AN OFFICE AGAIN
WITH ONE SIMPLE MOVE



HAVE A \$50,000 BANK BALANCE
WHenever YOU NEED IT



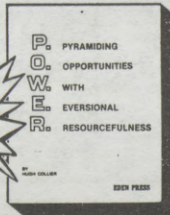
DRIVE A NEW LUXURY CAR EVERY YEAR
WITHOUT PAYING A DIME FOR IT



MOVE INTO A \$100,000 HOME
WITHOUT SPENDING A CENT



HAVE CLOTHES, FURNITURE, TRAVEL
FREE ANYTIME YOU NEED THEM



GET A \$30,000 JOB ANYWHERE
USING A UNIQUE PLAN

P.O.W.E.R. TELLS HOW!

POWER is the ability to create the illusion of great wealth. And in today's credit economy, this illusion can be very useful indeed!

We used to say "It takes money to make money," but today it takes only 'the illusion of money' to make money. People believe what they see. If you appear to be wealthy, to them you are! More importantly, by appearing wealthy you can operate the same way as someone who is wealthy. Opportunities occur which would otherwise be impossible.

By using POWER techniques you can soon become wealthy, simply because money flows to successful people. REMEMBER THIS: There is an abundance of money at the top, but none at the bottom. If you really want money, become a millionaire, not a pauper.

With POWER you need never be broke or in debt again! POWER can raise your standard of living to the point where you will have everything you ever wanted. POWER will allow you to move in the highest financial and social circles, affording you the opportunities that can make you a

GENUINE MILLIONAIRE!!

The amazing POWER program contains closely guarded secrets of highly successful people. With POWER you can become what you want in a matter of weeks, not years. And isn't this what you have always wanted? Don't wait! It's yours with POWER!! Order today!

HOW TO BE A MILLIONAIRE IN SIX WEEKS!

THE P.O.W.E.R. BOOK
from EDEN \$25

THE P.O.W.E.R. PROGRAMS . . .

OPEN A \$50,000 BANK ACCOUNT! All you need is \$10 in cash and our instructions on how to proceed. This technique was used to keep a \$1,000,000 bank balance for a company.

GET EVERY MAJOR CREDIT CARD YOU DESIRE! No matter how bad your credit is now, use this program and you can have them all, plus the benefits they represent.

MAKE YOURSELF A MILLIONAIRE IN ONE WEEK! To be sure you will be only a paper millionaire, but to all but sophisticated financial people, you will be worth a million dollars.



GET A \$10,000 CAR FREE! Drive a luxury car without putting up a dime of your own money. Two ways to do it.

GET A \$100,000 HOME WITHOUT MONEY! This is a simple, two step plan that puts you in a prestige home without a cash payment.

FURNISH YOUR HOME WITH \$10,000 WORTH OF VALUABLE FURNITURE FREE! You can make an extra \$500 a month as well. So simple you'll wonder why you never thought of it.

END PAYING PROPERTY TAXES ON YOUR HOME FOREVER! A simple plan that ends property tax payments at once.

GET A RESORT AREA HOME ABSOLUTELY FREE! The simple P.O.W.E.R. system that can add value to your estate, and give you a second home at no cost.

GET A PRESTIGE OFFICE WITHOUT PUTTING UP A DIME! If you want the best office in town, here's your plan. Worth at least \$100,000 to you.

GET CLOTHING, FURNITURE, JEWELRY, APPLIANCES FREE OF COST! All you want . . . with a telephone, pencil and paper.

CREATE A COLLEGE DEGREE, WORK RECORDS, ETC. for a stunning resume that opens the doors to \$30,000/year-and-up employment.

HOW A \$5 LEGAL MOVE CAN STOP CREDITORS COLD! End creditor harassment for one to five years. Not any form of bankruptcy, either.

BUILD A LAND EMPIRE ON OTHER PEOPLE'S MONEY! One P.O.W.E.R. move and you will be worth a million in land.

START YOUR OWN UNIVERSITY FOR \$50! Why not become a Doctor of Philosophy? P.O.W.E.R. shows you how.

BORROW YOUR WAY OUT OF DEBT! Use this system to get out of debt easily, and also increase your borrowing power!

GET \$100,000 FEES TALKING TO FRIENDS . . . This is where your P.O.W.E.R. illusion is perfect. Just mingle, listen and ask questions, huge fees become possible.

GET \$500,000 IN STOCK TRADED PUBLICLY WITHOUT SEC FILING! Here is the only legal method of getting your stock into public trading without SEC filing. You can be rich overnight.

ADD \$500,000 TO BUSINESS BALANCE SHEET FOR \$15! Here is the P.O.W.E.R. technique to add half a million to your business balance sheet with a slightly devious move.

GET \$100,000 IN FREE LIFE INSURANCE! This P.O.W.E.R. technique will surprise you with its simplicity.

SET UP A LEGAL PYRAMID SALES PROGRAM! This scheme can make anyone a millionaire in six months.

HAVE 7,000 PEOPLE MARKETING YOUR PRODUCT IN 30 DAYS! Invest \$30, use a letter we show you, and you can be in national distribution in a month.

LAUNCH A MILLION DOLLAR ADVERTISING CAMPAIGN WITHOUT A DIME! Simple P.O.W.E.R. idea that puts your product in the big time.

START A LEGAL CHAIN LETTER! We tell you where it's legal and give you a sample of the letter . . . to gross \$5,000 a DAY!

SOLVE ANY PROBLEM QUICKLY, WITHOUT WORRY! Here's a mind-power system that will end worry and strain.

BECOME A POLITICAL POWER IN YOUR COMMUNITY IN SIX WEEKS! Get into politics, payola and power with this amazing P.O.W.E.R. program.

BE A WINNER AT ANY SPECULATION! Our P.O.W.E.R. system eliminates the risk.

MAKE AN EXTRA \$10,000 ON THE SALE OF A HOME! P.O.W.E.R. planning allows you a big pre-sale bonanza.

BUY AND SELL STOCK WITHOUT MONEY! This P.O.W.E.R. system can make you suddenly rich.

BECOME A TAX EXPERT AND FINANCIAL COUNSELOR! Let others do all the work. Huge fees and no problems.

ONE SIMPLE CHART that helped a business grow in 90 days from \$95 a month gross to \$395,000!

SET UP 100 HOME MANUFACTURERS IN ONE WEEK! Get thousands of products made in a hurry with this one. No cost to you.

DOUBLE AND TRIPLE INTEREST ON SAVINGS! Why settle for peanuts when P.O.W.E.R. can make 25% interest for you?

To order, please use the convenient order form at back of catalog.
EDEN PRESS - P. O. BOX 8410 - FOUNTAIN VALLEY, CA 92708

**FOUR BOOK
SERIES
FROM EDEN**

The Professional LOCK PICK

Everything you need to know about picking locks! Here are four detailed manuals that teach you how to pick virtually any lock! A complete course, fully illustrated, with easy-to-read instructions.
NEVER BE LOCKED OUT AGAIN!! Check these titles . . .



LOCK PICKING SIMPLIFIED This down-to-earth manual covers the basics of lock picking. Easy-to-understand drawings and pictures show how to make picks and related tools. Also included: how to set up a practice lock; why some locks are easier to pick; uses of pick guns; build your own electric gun; make and use a "snap" pick; make your own picks for Schlage disc tumbler locks. **\$5.95**

COMBINATION LOCK PRINCIPLES All the basics of combination locks. The popular Master 1500 padlock is featured in complete detail; exploded views explain all mechanisms. Covers construction, names of parts. How to determine combinations by using code books, reading open locks, drilling, or by using a special method of manipulation — fully explained! **\$5.95**

HOW TO FIT KEYS BY IMPRESSIONING Impressioning lets you fit keys to locks without picking or removing the mechanism. Large illustrations show how to fit a bit key, lever tumbler keys, disc and pin tumbler keys. All the necessary, easy-to-obtain tools are listed; techniques of impressioning explained in full! **\$5.95**

KEYS TO UNDERSTANDING TUBULAR LOCKS First time ever! Covers the three popular tubular locks used on vending machines, laundramats, coin changers, and alarms. Profusely illustrated are the regular 7-pin, the new Van lock, and the Nix-Pix. This unique manual shows internal construction; how to disassemble and re-key; how to open by drilling, picking, or impressioning; how to make necessary tools. **\$5.95**

**SPECIAL
COMBINATION**

**ALL 4 BOOKS
ILLUSTRATED ABOVE**

\$19⁹⁵

**NEW
FROM EDEN**

THE SAFECRACKER

**THIS TWO-BOOK PACKAGE
IS THE ULTIMATE GUIDE
TO SAFES & VAULTS!**



TECHNIQUE OF SAFE AND VAULT MANIPULATION All the basics of manipulating combination locks found on at least 75% of all safes and vaults. How to obtain, set up, and practice on a typical safe lock. How combinations are changed; parts breakdown; why manipulation is possible. How to determine the number of wheels and locate the contact points; running all the wheels 2½ numbers and making a graph to find the 1st number. Making a second graph to determine the next number; how to find which wheel is indicating a number on your graph. How "manipulation proof" locks work and can be manipulated. Very well illustrated with large photographs and drawings.

ELECTRONIC STETHOSCOPE PLANS Especially useful in safe manipulation and other jobs when you need to know what's happening internally. Stethoscope is easily constructed from parts readily available at any Radio Shack store. Plans include parts list and well illustrated instructions. For a few dollars and an evening's work, you will have a tool worth many times its cost.

GET BOTH BOOKS

\$12⁹⁵

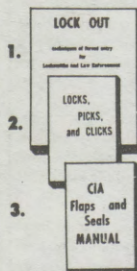
To order, please use the convenient order form at back of catalog.

EDEN PRESS — P. O. BOX 8410 — FOUNTAIN VALLEY, CA 92708

THE SPY MASTER

**COMPLETE
3 BOOK SET
\$19⁹⁵**

Here are all the basics for spies and counter-spies. Secrets of CIA operatives are revealed in abundant detail. Know how it's done, and how you can do it too!!



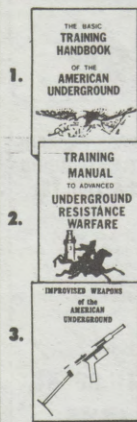
LOCK OUT This manual covers forced entry: when conventional locksmith techniques are impossible or impractical. Surreptitious entry and espionage locksmithing for houses, buildings, automobiles, and office equipment. Many professional tools and methods of entry are detailed in easy-to-understand text with large, clear drawings. \$7.95

LOCKS, PICKS and CLICKS More surreptitious entry techniques developed by the OSS and used today by the CIA. Covers search techniques, opening without keys, forced entrances, lock picking, and safe opening. Rich in cloak and dagger mystique. \$6.95

CIA FLAPS and Seals MANUAL Methods used by the CIA and other government snoops to spy on mail. Chapters cover dry opening, wet opening, steam opening, re-sealing, traps, and more. This invaluable expose helps you determine if your mail is being tampered with or opened. A MUST!! \$6.95

UNDERGROUND!

Here are the three most authoritative manuals available today on underground activity. Down-to-earth reality and hard-core survival! You'll want to have all three . . .



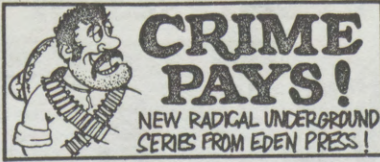
BASIC TRAINING HANDBOOK OF THE AMERICAN UNDERGROUND First time available insight into underground training activities right here in the U.S.! No foreign guerilla warfare training matches the "Yankee ingenuity" revealed here! This manual has actual work assignments and test. While the basic set of training lessons have been revised in the past to fit the needs of different groups, this revision is the most recent — and sophisticated. \$9.95

ADVANCED UNDERGROUND RESISTANCE WARFARE Here is a more advanced underground "correspondence course". Underground resistance is taught with comprehensive outlines, study guides, outside reading, work assignments and actual tests. Both books are a must for serious students of the underground. \$5.95

IMPROVISED WEAPONS OF THE AMERICAN UNDERGROUND Here it is!! (Makes the "Anarchist's Cookbook" something for Sunday School picnics . . .) This collection of original articles covers: making of nitroglycerin, plastic explosives, detonators and primers, fuses, impact ignition incendiary devices; how to use agricultural type ammonium nitrate as a high explosive; theory, design and construction of various types of silencers; and complete plans for a homemade machine gun which can be built for under \$7.00!! An absolutely incredible manual. \$9.95

SPECIAL ALL 3 BOOKS FOR ONLY \$19⁹⁵!!

To order, please use the convenient order form at back of catalog.
EDEN PRESS — P. O. BOX 8410 — FOUNTAIN VALLEY, CA 92708



THE BIG BROTHER GAME \$9.95

THE BIG BROTHER GAME is a complete collection of surveillance, anti-surveillance, and investigative techniques learned from the FBI, CIA, KGB, computer experts and private investigators.

Perform anti-surveillance techniques like sweeping phone lines, finding and destroying bugs, defeating optic spying devices.

Learn step-by-step construction of all kinds of bugs, from spike microphones to passive lasers.

Initiate detective investigations: gain access to government files, establish background data, work up a "make" on anyone.

"Surreptitious" entry detailed: lock-picking, jimmying, alarm defeating, and opening "pickproof" locks.

Fight the "information agencies": how your files are violated; how to find and protect them; change credit ratings; beat the computers yourself.

First-hand look at amazing new weapons and control systems now used by the FBI, CIA, and other "authorized" forces.

This incredible book shows YOU how to defeat them, even beat them at their own games. In addition to all the fantastic information above, THE BIG BROTHER GAME also covers these "inside" topics:

Purchase of spy gear: actual suppliers including prices and evaluations.

How to tail others on foot or by auto.

How private spies rob businesses of millions.

Lie detection with polygraphs and the voice detectors, how they can be used WITHOUT YOUR KNOWLEDGE.

Safes: How professionals pick them or use "cheater" methods.

How "secure" rooms are attacked by private or government spies.



230 Pages

LARGE 8 1/2 x 11 SIZE

Plus a LOT, LOT MORE: schematics, plans, theories, names, addresses . . .

UNDER SURVEILLANCE?

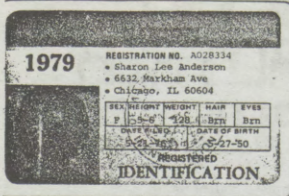
THE BIG BROTHER GAME is valuable and fascinating! If Americans no longer feel "safe" in their surroundings and relationships, it's no wonder. THE BIG BROTHER GAME shows hundreds of ways we are spied upon and our homes and offices rendered non "secure." But THE BIG BROTHER GAME is not content merely exposing these snooper methods.

THE BIG BROTHER GAME tells all YOU NEED TO KNOW!! Over 230 pages with detailed drawings and photos give you all this provocative, little-known information. A virtual encyclopedia of "hidden" knowledge. Order your copy TODAY! Don't wait . . . this book could easily "disappear" from the market.

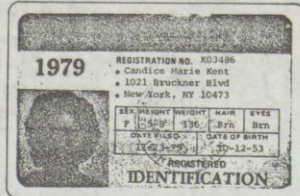
Only \$9.95 complete.

To order, please use the convenient order form at back of catalog.
EDEN PRESS - P O BOX 8410 - FOUNTAIN VALLEY CA 92708

EXCLUSIVE FROM EDEN PRESS



POLAROID PHOTO ID CARDS



NOW YOU CAN HAVE YOUR OWN STATE ID CARD DIRECT BY MAIL FOR ONLY \$5.00!

QUANTITY DISCOUNTS: 4 FOR \$18, 6 FOR \$24. ORDER WITH YOUR FRIENDS!

★ PERSONALIZED TO YOUR EXACT SPECIFICATIONS!

★ SEALED IN HARD, CLEAR PLASTIC FOR LASTING PROTECTION!

★ BEAUTIFUL, PROFESSIONALLY DESIGNED PHOTO ID CARDS IN FULL COLOR!

APPROVED FOR EVERY STATE

EDEN PRESS now makes your ID card with the same process used by most states for their drivers licenses.

This photo method is also used by hundreds of government agencies, major corporations, colleges, and universities.

FREE

WITH EVERY ID CARD:
5" x 8" BLANK BIRTH CERTIFICATE WITH
EMBOSSED REGISTRAR'S SEAL, AND
"CERTIFIED COPY" stamped in red!

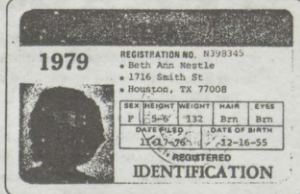
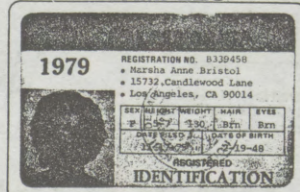
DATE OF		STATE FILE NO.																																																													
Birth Certificate		926487																																																													
<table border="0"> <tr> <td colspan="2">FILL NAME OF CHILD</td> <td colspan="2">LOCAL FILE NO.</td> </tr> <tr> <td>MR.</td> <td>DATE OF BIRTH</td> <td>IF SO, BORN TO PA. IN</td> <td>IS MOTHER RESIDENT?</td> </tr> <tr> <td colspan="2">PLACE OF BIRTH</td> <td colspan="2">USUAL RESIDENCE OF MOTHER</td> </tr> <tr> <td>COUNTY</td> <td>CITY/TOWNSHIP</td> <td>CITY</td> <td>COUNTY</td> </tr> <tr> <td colspan="2">VILLAGE OR CITY</td> <td colspan="2">VILLAGE OR CITY</td> </tr> <tr> <td colspan="2">NAME OF HOSPITAL OR CLINIC</td> <td colspan="2">NAILING ADDRESS</td> </tr> <tr> <td colspan="2">FATHER</td> <td colspan="2">MOTHER</td> </tr> <tr> <td colspan="2">FULL NAME</td> <td colspan="2">FULL NAME</td> </tr> <tr> <td colspan="2">COLOR</td> <td colspan="2">COLOR</td> </tr> <tr> <td colspan="2">BIRTHPLACE</td> <td colspan="2">BIRTHPLACE</td> </tr> <tr> <td colspan="2">OCCUPATION</td> <td colspan="2">OCCUPATION</td> </tr> <tr> <td colspan="2">AT REQUESTED BY LAW</td> <td colspan="2">SIGNATURE</td> </tr> <tr> <td colspan="2">DATE</td> <td colspan="2">DATE</td> </tr> <tr> <td colspan="2">WAS MOTHER'S BLOOD TESTED FOR</td> <td colspan="2">WAS MOTHER'S BLOOD TESTED FOR</td> </tr> <tr> <td colspan="2">DATE</td> <td colspan="2">DATE</td> </tr> </table>				FILL NAME OF CHILD		LOCAL FILE NO.		MR.	DATE OF BIRTH	IF SO, BORN TO PA. IN	IS MOTHER RESIDENT?	PLACE OF BIRTH		USUAL RESIDENCE OF MOTHER		COUNTY	CITY/TOWNSHIP	CITY	COUNTY	VILLAGE OR CITY		VILLAGE OR CITY		NAME OF HOSPITAL OR CLINIC		NAILING ADDRESS		FATHER		MOTHER		FULL NAME		FULL NAME		COLOR		COLOR		BIRTHPLACE		BIRTHPLACE		OCCUPATION		OCCUPATION		AT REQUESTED BY LAW		SIGNATURE		DATE		DATE		WAS MOTHER'S BLOOD TESTED FOR		WAS MOTHER'S BLOOD TESTED FOR		DATE		DATE	
FILL NAME OF CHILD		LOCAL FILE NO.																																																													
MR.	DATE OF BIRTH	IF SO, BORN TO PA. IN	IS MOTHER RESIDENT?																																																												
PLACE OF BIRTH		USUAL RESIDENCE OF MOTHER																																																													
COUNTY	CITY/TOWNSHIP	CITY	COUNTY																																																												
VILLAGE OR CITY		VILLAGE OR CITY																																																													
NAME OF HOSPITAL OR CLINIC		NAILING ADDRESS																																																													
FATHER		MOTHER																																																													
FULL NAME		FULL NAME																																																													
COLOR		COLOR																																																													
BIRTHPLACE		BIRTHPLACE																																																													
OCCUPATION		OCCUPATION																																																													
AT REQUESTED BY LAW		SIGNATURE																																																													
DATE		DATE																																																													
WAS MOTHER'S BLOOD TESTED FOR		WAS MOTHER'S BLOOD TESTED FOR																																																													
DATE		DATE																																																													

PERFECT FOR THAT SECOND ID!

ADDITIONAL BIRTH CERTIFICATES CAN BE ORDERED FOR \$2 EACH.

Handy Hint: Once certificate is filled out, make a Xerox copy and use the copy itself as your "official" birth certificate.

SAMPLES



HANDY ORDER FORMS ON BACK

HOW TO ORDER

POLAROID PHOTO ID ★ BIRTH CERTIFICATES ★ SOCIAL SECURITY CARDS

1. Fill out one application for each card desired.
2. Send one photo per customer. (Additional cards can be made with one photo should you wish to use other names, ages, etc.)
3. Write name on back of each photo to make sure it is applied to the correct card.
4. Color photos are best (photo booth pictures OK), with face image area no larger than 1¼" x 1½".

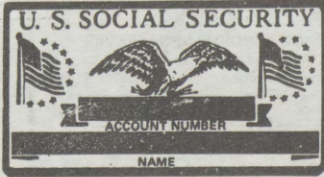
DO NOT TRIM PHOTOS.

PLEASE PRINT

★★★★★★★★★★★★APPLICATIONS★★★★★★★★★★★★

NAME _____	NAME _____
ADDRESS _____	ADDRESS _____
CITY _____ STATE _____ ZIP _____	CITY _____ STATE _____ ZIP _____
SEX _____ HEIGHT _____ WEIGHT _____	SEX _____ HEIGHT _____ WEIGHT _____
HAIR _____ EYES _____ BIRTHDATE _____	HAIR _____ EYES _____ BIRTHDATE _____
NAME _____	NAME _____
ADDRESS _____	ADDRESS _____
CITY _____ STATE _____ ZIP _____	CITY _____ STATE _____ ZIP _____
SEX _____ HEIGHT _____ WEIGHT _____	SEX _____ HEIGHT _____ WEIGHT _____
HAIR _____ EYES _____ BIRTHDATE _____	HAIR _____ EYES _____ BIRTHDATE _____
NAME _____	NAME _____
ADDRESS _____	ADDRESS _____
CITY _____ STATE _____ ZIP _____	CITY _____ STATE _____ ZIP _____
SEX _____ HEIGHT _____ WEIGHT _____	SEX _____ HEIGHT _____ WEIGHT _____
HAIR _____ EYES _____ BIRTHDATE _____	HAIR _____ EYES _____ BIRTHDATE _____

★★★★★★★★★★★★STURDY ALUMINUM★★★★★★★★★★★★
 SOCIAL SECURITY CARDS



Only
 \$2 EACH,
 3 for \$5

Now carry "back up" ID to match your state ID card.... Your name and number applied in hard, raised lettering.

APPLICATIONS

NAME _____	NAME _____
S.S. No. _____	S.S. No. _____
NAME _____	NAME _____
S.S. No. _____	S.S. No. _____
NAME _____	NAME _____
S.S. No. _____	S.S. No. _____

Blank cards available at \$1 each, 6 for \$5.

Dear People, Enclosed find \$ _____ for _____ I.D. card(s) (\$5 each), (4 for \$18), (6 for \$24) with FREE birth certificates.
 \$ _____ for _____ extra birth certificate(s) (\$2 each), (3 for \$5).
 \$ _____ for _____ personalized Social Security cards at \$2 each, 3 for \$5.

**SEND
TO:**
NAME _____

ADDRESS _____
 CITY _____ STATE _____ ZIP _____

All orders paid by cash or money order are processed and mailed within 24 hours. Orders by check are held 2-3 weeks for clearing.
 EDEN PRESS • 16681 Evergreen Cir. • Fountain Valley • CA 92708

ORDER FORM

Please check box by each item desired.

- ☐ The Paper Trip \$ 7.95
☐ 100 Ways to Disappear and Live Free 2.00
☐ Credit! 7.95
☐ Beat the Bill Collector 3.00
☐ ALL FOUR BOOKS 12.95

- ☐ The Check Book \$10.00
☐ The Fraud Report 15.00
☐ P.O.W.E.R. 25.00

- ☐ How to Live in New America \$ 7.95
☐ The Big Brother Game 9.95
☐ The Safe Cracker 12.95

- ☐ Lock Picking Simplified \$ 5.95
☐ Combination Lock Principles 5.95
☐ Fit Keys by Impressioning 5.95
☐ Understanding Tubular Locks 5.95
☐ LOCK PICK series 19.95

- ☐ CIA Flaps and Seals Manual \$ 6.95
☐ Lock Out 7.95
☐ Locks, Picks & Clicks 6.95
☐ SPY MASTER series 19.95

- ☐ Basic Training Manual of the American Underground \$ 8.95
☐ Advanced Underground Resistance and Warfare 5.95
☐ Improvised Weapons 7.95
☐ UNDERGROUND! series 19.95

EDEN UNDERGROUND NEWS SERVICE

- ☐ Sample Copy .25
☐ One year's subscription \$10.00

- ☐ In The Steal Of The Night \$12.00

Please send me all the items I have checked above.
 I am enclosing \$_____ in ☐ cash, ☐ check
☐ money order to cover all costs. Thank you.

NAME _____

ADDRESS _____

CITY _____ STATE _____ ZIP _____

EDEN PRESS

P.O. BOX 8410 • 16681 EVERGREEN CIRCLE
 FOUNTAIN VALLEY, CA 92708

PLEASE NOTE: All book orders are mailed Fourth Class Book Rate.
 Delivery is normally made within 2-3 weeks. All ID orders are mailed
 First Class, separately from books. All orders paid by check are held
 3 weeks for clearing.

ORDER FORM

Please check box by each item desired.

- ☐ The Paper Trip \$ 7.95
☐ 100 Ways to Disappear and Live Free 2.00
☐ Credit! 7.95
☐ Beat the Bill Collector 3.00
☐ ALL FOUR BOOKS 12.95

- ☐ The Check Book \$10.00
☐ The Fraud Report 15.00
☐ P.O.W.E.R. 25.00

- ☐ How to Live in New America \$ 7.95
☐ The Big Brother Game 9.95
☐ The Safe Cracker 12.95

- ☐ Lock Picking Simplified \$ 5.95
☐ Combination Lock Principles 5.95
☐ Fit Keys by Impressioning 5.95
☐ Understanding Tubular Locks 5.95
☐ LOCK PICK series 19.95

- ☐ CIA Flaps and Seals Manual \$ 6.95
☐ Lock Out 7.95
☐ Locks, Picks & Clicks 6.95
☐ SPY MASTER series 19.95

- ☐ Basic Training Manual of the American Underground \$ 8.95
☐ Advanced Underground Resistance and Warfare 5.95
☐ Improvised Weapons 7.95
☐ UNDERGROUND! series 19.95

EDEN UNDERGROUND NEWS SERVICE

- ☐ Sample Copy .25
☐ One year's subscription \$10.00

- ☐ In The Steal Of The Night \$12.00

Please send me all the items I have checked above.
 I am enclosing \$_____ in ☐ cash, ☐ check
☐ money order to cover all costs. Thank you.

NAME _____

ADDRESS _____

CITY _____ STATE _____ ZIP _____

EDEN PRESS

P.O. BOX 8410 • 16681 EVERGREEN CIRCLE
 FOUNTAIN VALLEY, CA 92708

PLEASE NOTE: All book orders are mailed Fourth Class Book Rate.
 Delivery is normally made within 2-3 weeks. All ID orders are mailed
 First Class, separately from books. All orders paid by check are held
 2-3 weeks for clearing.

IN THE STEAL OF THE NIGHT



OR INVOLUNTARY REPOSSESSION

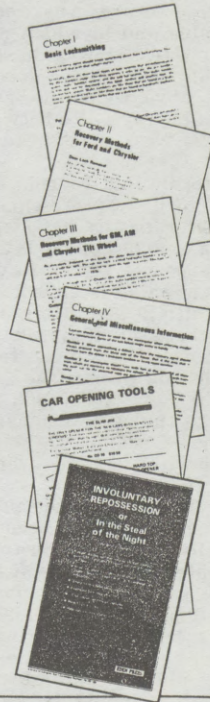
By
John L. Russell

A must for locksmiths, repossessionors, law enforcement officers, bankers and other credit grantors.

This book contains valuable information about automotive locksmithing and the techniques employed by locksmiths, repossessionors, and auto thieves the world over.

Any anti-theft auto lock can be by-passed in two minutes time by utilizing the methods and tools discussed in this book.

This book includes information on lock systems, impressioning, lock picking, vehicle entry, door lock removal, cutting keys by reading tumblers, locked ignition by-pass methods, where to find key codes, professional associations, reference books, starting tips and investigative products.



**EDEN
BOOKS**

\$12⁰⁰

To order, please use the convenient order form at back of catalog.
EDEN PRESS P. O. BOX 8410 FOUNTAIN VALLEY, CA, 92708

EXHIBIT No. 4

(Referred to on p. 13)

GEMINI GALLERY,
Wildwood, N.J.

(Gemini Technique Series—No. 39A)

HOW TO DISAPPEAR COMPLETELY AND START A NEW LIFE WITH A BRAND NEW
IDENTITY

The technique you are about to learn is an absolutely foolproof method of establishing a new identity; a method utilizing government issued documents which will allow you to completely escape from whatever problems you may have accumulated in the past. You can literally BECOME SOMEONE ELSE using a simple technique which can completely transform your life.

People disappear every day for any number of reasons. Money and credit problems, marriage difficulties, entangled personal involvements, lack of work, lack of a future. Any and every imaginable type of situation which becomes intolerable and in which no future appears to exist becomes a reason to escape, to disappear, to try again somewhere else.

So they escape, for good reasons, bad reasons and no reason. Some are successful. Most people desiring to leave an unbearable situation have a tendency to put as many miles between themselves and their difficulties as possible. People from the west coast head east, while people from the east coast head west or south.

California and Florida are the two most popular havens for runaways, a fact well known to professional skip tracers and law enforcement officials. More than one runaway has stepped off a plane in California or Florida and into the waiting clutches of the law.

Some people trying to disguise their identity assume that merely the choice of a new name is sufficient. Thus, Harry Stanton becomes Henry Sanford. The same initials are, after all, easier to remember. Another fact well known to those whose function it is to locate the errant wanderer.

And of course, being creatures of habit, it is only natural to assume a similar lifestyle and pursue the same interests. Someone hounded by creditors will continue to bowl on Tuesdays. Someone fleeing a vindictive spouse will still subscribe to the same magazines. Someone hiding from the law will still patronize the same gasoline stations and use the same credit cards. The old habits and interests are carried over and can leave a visible trail to the eye trained to follow the traces.

The first step in the process of disappearing completely is the creation of a new identity. If you become someone else, the person you were ceases to exist. To really escape, to disappear completely, one has to assume an identity which is accepted everywhere as being completely legitimate.

Such an identity begins with obtaining a birth certificate. With this document all other forms of identification can be obtained.

One method of acquiring a completely valid birth certificate involves your taking over the identity of someone who died a long time ago, someone whose birthdate would be approximately the same as your own. The best source for this information would be either at the offices of a major newspaper or a large library or university which maintains a collection of old newspapers and microfilm records.

Choose a year in which you were, preferably, five years old. The technique will work with a year in which you were older than five, but five is better, the reasoning for which shall be explained in a moment.

Check the obituary columns for information regarding the deaths of children of your own approximate age, race and sex, and then simply write to the County Clerk of the county where the child was born and request a certified copy of the birth certificate, merely indicating that you, using the child's name, have lost or misplaced the original.

The reason for choosing a year in which you were no older than five is that between 85 to 90% of those children who have died under this age die in the same county of their birth, simplifying your search for the proper office to send for the birth certificate. The older the child at the time of his death the more likely he will have died in a county other than the one of his birth, especially in view of the fact that the average family moves every five to six years.

The second method is similar to the first, but simpler and more efficient.

Again your object is to investigate the death certificate issued in the year that would make you about five years old. But this time, go directly to the County Clerk's office to examine them.

Investigation of the death certificates at the County Clerk's office should produce several likely prospects immediately. This way you will also obtain additional information, such as the date and place of birth, parents names, race, etc. If you find a child who was born in the same county, you can request a copy of the birth certificate right then and there.

Incredible as it may seem, the system of filing death certificates and birth certificates is not geared to cross check with each other. There is never any record in the birth certificate file that the person is deceased, even if that person dies in the same county of their birth.

This technique of establishing a new identification is certainly much easier than the time honored method of searching for names and dates in the local graveyard. It would be advisable of course to obtain your information in a county some distance, or even several states away from where you plan to re-establish yourself. The identity you assume, after all, is that of someone who once lived—and who has relatives.

Once you have received your new birth certificate, it is a simple matter to apply for a social security card, a driver's license, credit cards, a passport, etc. Open a bank account and establish credit by taking a small installment loan. Purchase a mail order item: your new name will proliferate almost magically onto various mailing lists.

In a very short time, you will have established a complete, new, documented identity. And if at some future time you find yourself in a situation which requires another escape, you can use the same technique and again disappear completely and again become someone else.

NOTICE.—The information contained herein is published for educational purposes only and no legal or other responsibility is assumed.

CASE SUMMARIES

Thomas Noel Rettig, date of birth—December 10, 1941. Place of birth—Queens County, N.Y.

The subject is a former T.V. personality having played the first little boy in "Lassie." At the time he was arrested for narcotics violations he had in his possession his own handwritten documents which are a blueprint to commit identity fraud including passport fraud. It can be noted this his time table included great detail on what he expected to accomplish within specified time frames. In addition his materials disclosed that he had previously researched the methodology and he knew what he was doing.

Mr. Rettig used abbreviations which are not difficult to decipher, for example: "make I.D."; "wigs and lifts; get hair done; get new clothes; luggage; camera; watch; P.P. wallet; get vaccinations and health cert.;—also PRESC (asthma, antihistamines, valium.)

Pursuant to the overall plan, Mr. Rettig visited the Los Angeles County records office and reviewed death records. He abstracted the names, dates of birth and places of birth and the names of parents and their places of birth relating to a number of decedents born during the early 1940's. Following his own notations, he selected records relating to persons who had been born outside of California. There was one exception only and he noted that the birth certificate located in book number 33 did not refer to the death certificate found in the death records. In addition he indicated that he would use this identity as "... R.E.F. only." Mr. Rettig obtained the addresses of several vital records offices outside California.

Among the items that were found were an application for a social security number; an application for a driver's license, instruction permit or I.D. card; and a passport application. All of these items were signed in the name of a decedent whose vital records information showed that he had been born during 1944 in Massachusetts and had died during 1947. Mr. Rettig's passport photographs were also among the items found.

Mr. Rettig's schedule indicated that on May 15, 1975 "when P.P. arrives; leave." He was arrested for a narcotics violation before he applied for a passport in a false identity. However, his handwritten notes leave little to the imagination about his intention.

GEORGE MICHAEL ARTIST

Another case involved passport applicant George Michael Artist, who claimed birth in New York; executed an application at a clerk of court in New York; and was subsequently issued a passport in Boston, Massachusetts.

Information from another government agency disclosed that the applicant was an imposter. When this imposter attempted to reenter the United States using the false identity passport, he was arrested as an illegal alien. Upon questioning by authorities, he confessed not only to the passport fraud but also to involvement in purchase of dynamite, which was used in an airline hijacking, and knowledge of two murders in New York.

The Assistant United States Attorney has praised the joint investigation and work of the two agencies in bringing about the passport fraud charge, without which the confession and information concerning these more serious crimes could not have been obtained.

This imposter is currently under indictment for passport fraud and for making a false claim to United States citizenship.

[From the Time, May 2, 1977]

GETTING THEIR SLICE OF PARADISE

The U.S. is being invaded so silently and surreptitiously that most Americans are not even aware of it. The invaders come by land, sea and air. They fly commercial and private aircraft, they jump ship or sail their own boats; they scale mountains and swim rivers. Some have crawled through a mile-long tunnel; others have squeezed through the San Antonio sewerage system. No commandos or assault troops have shown more ingenuity and determination in storming a country that tries to keep them out. They are the illegal immigrants who come not to destroy but to enjoy the blessings of the most prosperous nation on earth.

VAST SCALE

What was once a trickle has become a flood. Exact figures are hard to come by, but U.S. officials estimate that between 6 million and 10 million illegal aliens are living in the U.S. Last year alone, between 500,000 and 1 million arrived—while another 750,000 were caught and deported. If these numbers are added to the 400,000 legal newcomers who enter every year, it is apparent that the U.S. is experiencing an immigration on the vast scale of that of the turn of the century.¹ Last week, while concentrating on energy, the Carter Administration was studying the implications of the invasion and trying to solve the problems it raises.

The growing population and unemployment of the Third World countries are propelling people to a better life in the U.S. Some 80% of the illegal aliens now living in America came from Mexico, where the population is growing at the rate of 3.5% a year, the jobless rate approaches 40%, and a man lucky enough to find work may be paid \$1 a day. Small wonder that close to 10% of all Mexicans actually reside in the U.S., and Los Angeles has the third largest concentration of Mexicans (after Mexico City and Guadalajara).

In the past few years increasing numbers of Haitians, Colombians, Jamaicans, Greeks, Filipinos and Nigerians have joined the migration. The aliens used to do mainly farm work in the South and Southwest. But they have now established enclaves in major urban centers. According to the Immigration and Naturalization Service estimates, there are 50,000 illegal aliens in Washington, D.C., more than 500,000 in Chicago and 1.3 million in the New York metropolitan area. Says Leonard Chapman, who stepped down last month as commissioner of the INS: "We have become the haven for the unemployed of the world. I think it's going to be catastrophic."

This incessant invasion presents the U.S. with a basic dilemma. A nation of immigrants is reluctant to reject other immigrants, particularly those who want

¹ The immigration law provides an annual quota of 170,000 for the Eastern Hemisphere and 120,000 for the Western. Another 110,000—primarily relatives—are permitted to enter under special provisions. In the Eastern Hemisphere, each nation has a quota, and immigrants are accepted largely on the basis of their skills and family ties to U.S. citizens. There are no national quotas in the Western Hemisphere, immigrants are accepted on the basis of first come, first served.

to get ahead in the best American tradition. Few come for a handout; they are anxious to make a living. An illegal alien who is currently employed as an industrial painter in Brooklyn used to live on a South Pacific island where he dreamed of the American paradise of hard work. "It is the obsession of every islander," he says, "to come and be rewarded for what he does"—a dream shared around the world.

But there is growing apprehension that the illegal immigrant's dream-come-true may turn out to be a national nightmare. The AFL-CIO argues that the illegals not only take jobs away from Americans but force down wage levels by being willing to work for low salaries. The INS estimates that the newcomers cost the American taxpayer \$13 billion a year in social services, and aggravate the already unfavorable balance of payments by annually sending home \$3 billion—or more.

Getting into America illegally is one of the easiest crimes to commit and one of the least punished. Says Chapman: "An illegal alien who is caught has to be one of the unluckiest fellas in the world." Most of the illegal immigrants who arrive in the U.S. cross the 2,000-mile-long Mexican border, where a small number of federal agents are overwhelmed by the size of their job (*see box page 30*). Professional smuggling rings provide guides for a fee ranging from \$100 to \$1,000, forged papers from \$300 to \$1,200, depending on the quality of the forgery and the affluence of the immigrant. Last year the INS apprehended 9,600 smugglers and figure at least twice that number got away.

BRISK TRADE

Finding work is seldom a problem, as long as the immigrants are not fussy about what they do, and few are. All they have to show an employer is a Social Security card, which is about as hard to acquire as a Popsicle. They can either borrow one, buy a forged one or get a genuine one by submitting a driver's license.

If they are reasonably cautious, they will probably never be detected. The undermanned INS, whose enforcement staff numbers fewer than 2,900, operates mainly on tips it receives. No government agency is under any pressure to report the "undocumented" aliens it comes across. Even if an immigrant is caught, he is often released on his pledge that he will leave the country; he may renege and simply move to a different job in another area. Criminal penalties are seldom imposed by courts with overcrowded dockets.

Once an alien is settled in America, he seeks legitimacy as fast as possible. The easiest route is marriage. If he weds a U.S. citizen, he can become a legal resident. A brisk trade flourishes in quickie, temporary marriages; for a fee of around \$1,000, many American men and women will offer to wed an illegal alien. The couple are soon divorced; the alien wins the right to stay in the country while the American is ready for the next match. If a marriage partner is not available, an illegal alien can use another close relation to gain legality. Gino Ciampa, 28, a hairdresser in Boston, preferred not to wed in order to stay in America. "I wanted to marry for love," he explains. Instead he persuaded his mother to come from Italy to live for a year with her brother, an American citizen. That made her a legal U.S. resident. Once she was legal, so, with the proper filing of papers, was Gino. Then Mama returned to Italy.

The illegal immigrants often have more to fear from exploiters, or "coyotes," as they are called, than they do from American authorities. They are fair game for every kind of shyster lawyer and racketeer, many of their own ethnic background. The victims of the fleeing can scarcely complain to the police, lest they give themselves away.

UNSHAKEN RESOLVE

To survive, the aliens gladly accept lower wages than Americans; their average hourly rate is often one-third or more below the standard. U.S. officials have found farm laborers in the West who were paid \$15 a week. Unscrupulous employers threaten to turn over the illegals to the INS if they complain. Kickbacks to the boss are commonplace; migrant workers often bed down in open fields. "We live the life of a concentration camp," says an illegal Mexican in California. "It is cruel here, but one can at least eat."

Whatever the costs, most illegals are determined to have their slice of paradise and nothing shakes their resolve.

"Juan," 48, an illegal Mexican immigrant who now works in Florida, has crossed the border so often in search of work that he has lost count. He has been arrested at least a dozen times and lives in constant fear of being sent home

again. Just last month he narrowly escaped detection when a border patrol questioned him at the nursery where he works, but the officers did not ask for his papers. Says he: "I will work like this until I die."

Jorge Guerrero, 24, is an Ecuadorian who jumped ship in San Francisco at the age of 16. Three years later he was caught and deported. He returned by paying a smuggler \$200 and enrolled in a federal job-training program in Massachusetts, hoping to become an engineer. Discovered once again, he is now in jail on a charge of illegal entry. Will he try to come back to the U.S. still another time? "Why not?" he shrugs. "I've nothing to lose."

Giacomo Fosse, 32, arrived in Boston from Italy on a 30-day visa and stayed on when he could not get it extended. One Sunday after Mass, he paid \$1,000 to a priest who promised to help him. Two weeks later the priest had disappeared and Fosse was arrested and deported to Italy. Undeterred, he went to Germany, obtained another 30-day visa to the U.S. and returned to Boston. He looked up a girl he had met on his first trip and married her. That set up Giacomo to become a legal resident, although INS agents checked the hotel to make sure the couple had spent their wedding night together.

Andre Tassy, 30, was accused of plotting against the Haitian government and imprisoned for 2½ years. After his release in 1974, he and his wife and 31 others fled in a leaky 14-ft. boat. First they landed in Cuba, where the craft was repaired. Then they pushed on to Florida. As soon as they had beached the boat, the men were jailed for illegal entry. Tassy was released on \$500 bond and is now awaiting a court decision on his deportation. Unlike Cubans, most Haitians are not recognized as political refugees by the U.S. and are not permitted to stay. Says an embittered Tassy: "Cubans get papers, money and food stamps. Nothing for the Haitians."

Guillermo Morales, 28, lived with a dozen brothers and sisters in a Mexican border town. He learned to weld but could barely make a living. Finally, he heard about an outfit that would supply him with an American wife for \$100. He paid up, crossed the border and married the woman in Laredo. After working as a welder for three years, he saved enough money to marry the Mexican woman he really loved. Unfortunately, he forgot to get a divorce from his first wife. He barely escaped to Mexico with the border patrol on his heels.

A curious mixture of groups—civil rights and Mexican-American organizations, large farmers and the *Wall Street Journal*—is sympathetic to the illegal immigration. They claim that these foreigners fill the kinds of jobs that most Americans shun. The aliens serve as busboys, dishwashers, laundrymen, porters, sweepers. They have been found painting the Statue of Liberty and cleaning up the INS offices in Washington. Desperate for domestics, many affluent households hire illegal aliens, and some housewives in Beverly Hills even forge documents for their maids and pay for their secret trips back to Mexico. Farmers—particularly those in Florida and California—are especially dependent upon the newcomers. Asks Perry Ellsworth, executive vice president of the National Council of Agricultural Employers: "Do you know how many Americans are interested in stoop labor? Without that labor [of the aliens], many farms would have to mechanize or fold."

Nick Capous, a former illegal alien from Greece who now owns a \$5 million-a-year painting firm in New York City, has discovered that U.S. citizens are unwilling to perform high-risk, low-paying jobs. After Americans spend a few weeks up in the rigging painting bridges or towers, he says disdainfully, they quit and try to collect unemployment.

Yet there is evidence that illegal aliens are taking at least some jobs from Americans because of their willingness to work for less money. Unemployment, for example, is high among union carpenters in Houston even though the city is in the midst of a building boom. The reason is that contractors are holding out for Mexican immigrants who will accept less than the minimum wage. Says Labor Secretary Ray Marshall: "We work hard to create a few jobs, and these are swamped by people crossing the border."

CURSORY PROOF

The INS figures that in 1975, 1 million jobs that were held by illegals could have been switched to Americans: 150,000 of them in heavy industry, 214,000 in light industry, 301,000 in the service trades and 335,000 in agriculture. That would be enough today to reduce the unemployment rate from 7.3% to 6.3%.

There is also mounting concern about the additional pressure that illegal immigrants are putting on already overburdened social services and facilities. For the most part, illegals avoid welfare since they come to the U.S. to work. But increasingly, as they bring their families along with them, the newcomers are taking advantage of relief programs, which are all too easy to apply for. In 1975, 370 of the 21,039 illegal aliens who were apprehended in New York City were discovered to have received \$500,000 in welfare payments, although they owned \$1.4 million in assets. Aliens manage to get on the rolls for Medicare and Medicaid, and they get free emergency treatment at hospitals. They also send their children to school as required by law. As they register for various programs, they are asked to give only cursory proof of their legal status and take a small risk of detection. Some court decisions, in fact, have made it harder for the INS to check up on aliens. In 1975 a California court ruled that school officials cannot release the names of illegal immigrants.

Illegal aliens are probably among the most law-abiding people in America, if only to avoid coming to the attention of the police. But like other groups, they are becoming more involved in crime, ranging from muggings to narcotics smuggling. Last week in New York City, an illegal Panamanian immigrant shot two policemen when they tried to arrest him in the course of a drug sale; one was killed. Says Charles Knapp, a troubleshooter for the U.S. Labor Department: "We're setting up a whole new underclass of people who are essentially outside the law."

* * * * *

[From the Time, May 2, 1977]

MIKE WALLACE'S JUGULAR JOURNALISM

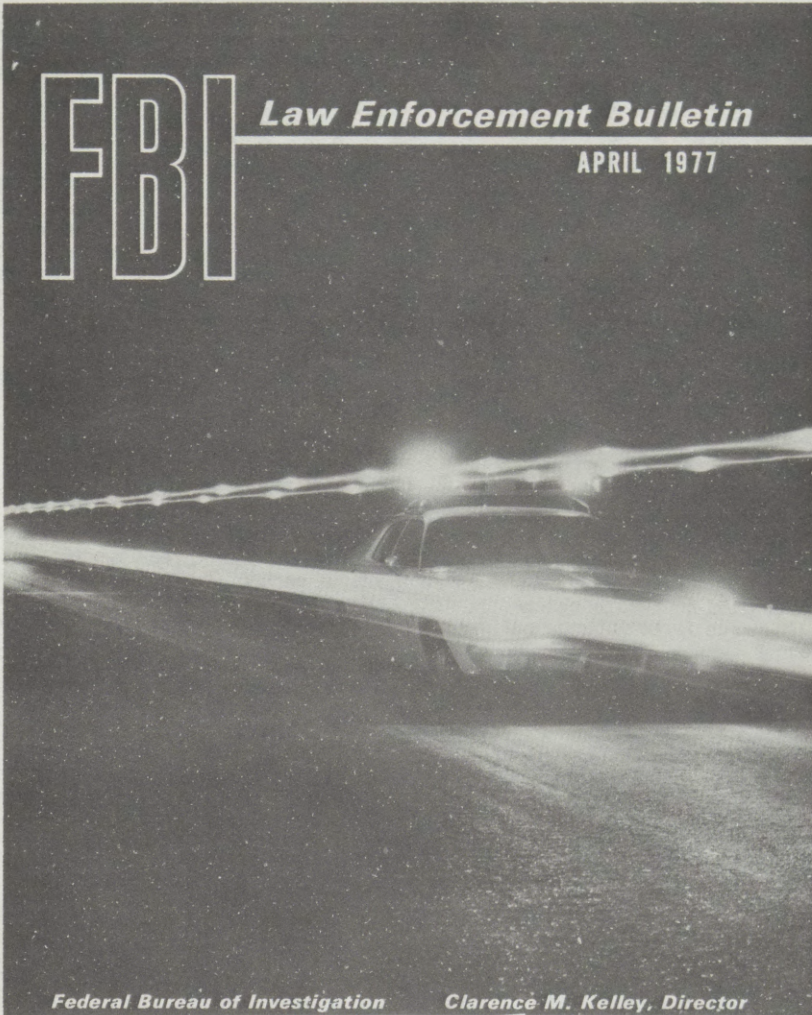
* * * * *

Investigative stories are something else. On these, Wallace considers himself a "point man." *60 Minutes* deploys 15 producers and 15 film editors on teams permanently assigned to Wallace, Safer or Rather. The three reporters may be at work on half a dozen stories at one time, each of the producers on just one. A team gets on the scene of a story early, shoots some film and is all ready with people to be interviewed and questions to be asked when Wallace hits town.

To dramatize wrongdoing, *60 Minutes* is not above secretly filming a clerk selling juvenile porn films, then returning with Wallace to surprise the clerk with the evidence. Or opening a dummy storefront Medicaid office, then photographing from behind a two-way mirror the operators of Illinois medical labs who promise doctors kickbacks. To show how easily, if armed with a phony birth certificate, anyone can get on welfare, buy airline tickets, even get a passport, *60 Minutes* Researcher Lucy Spiegel was filmed doing all these things—and committed a felony in applying for a false passport. She got away with it, because the story idea came originally from Frances Knight, head of the passport bureau.

* * * * *

EXHIBIT 5
(Referred to on p. 24.)



FBI

Law Enforcement Bulletin

APRIL 1977
VOL. 46, NO. 4



Published by the
FEDERAL BUREAU of INVESTIGATION
UNITED STATES DEPARTMENT of JUSTICE
Washington, D.C. 20535

CONTENTS

MESSAGE FROM THE DIRECTOR

"... [the use of false documents] is a growing menace of formidable dimensions in our society." 1

THE COMBAT CONFIDENCE COURSE, by Capt. Robert R. Clifton, Police Department, Atlantic City, N.J. 3

DEALER'S EDGE 8

CONSIDERATIONS IN CONSTRUCTING OR RENOVATING POLICE FACILITIES, by Brian N. Nagle, Police Specialist, National Clearinghouse for Criminal Justice Planning and Architecture, University of Illinois at Urbana-Champaign, Champaign, Ill. 9

AT FORT CARSON: PROGRESSIVE POLICING PROGRAMS PAN OUT, by Lt. Col. Fred J. Villella, Former Law Enforcement Commander, Fort Carson, Colo. 16

ELECTRONIC SURVEILLANCE: THE EXTRAORDINARY WARRANT, by John J. Burke, Special Agent, Legal Counsel Division, Federal Bureau of Investigation, Washington, D.C. 27

WANTED BY THE FBI 32

THE COVER

This month's cover photograph entitled "Night Patrol" taken by Officer Richard L. Aldis of the Prescott, Arizona, Police Department.



Message from the Director . . .



THE USE OF FALSE DOCUMENTS for illegal purposes and as a means to avoid detection or elude apprehension has long frustrated effective law enforcement at all levels of government and led to enormous losses by the public. Indeed, the relative ease with which false identifying documents may be obtained and the increasing potential for their criminal exploitation urgently call for remedial attention.

In November 1976, the Federal Advisory Committee on False Identification of the U.S. Department of Justice, after an extensive 18-month study, released the results of its efforts in a detailed and comprehensive report which impressively states the magnitude of this type of criminal activity and suggests some feasible remedies. The study persuasively reveals this problem to be considerably more than an aggravating impediment to police efficiency and morale—it is a growing menace of formidable dimensions in our society.

As a result of its study, the Committee determined that approximately 80 percent of the hard narcotics entering the United States is smuggled with the aid of false identification. Illegal immigration, similarly aided, creates for our society an estimated \$12 billion annual tax burden. Frauds against business involving false identification—which include check, credit card, and securities frauds—cost the public \$1 billion yearly, and losses attributable to frauds against government involving welfare, Social Security, food stamp programs, and the like, appear to run into billions of dollars. It is, of course, well established that escaped prisoners and other dan-

gerous fugitives almost always obtain false identification to avoid capture.

Contributing to this challenging problem are a number of factors. The availability of sophisticated printing and duplicating equipment, together with inadequate laws controlling the traffic in fraudulent documents, has greatly facilitated the production and misuse of bogus papers. Additionally, in our complex, mobile, and transient society, financial transactions based on individual acquaintanceship and trust are becoming less commonplace. Instead, modern business practices are becoming depersonalized, involving the services of many interdependent parties who are frequently unknown to one another. As a result, documentation has become a critical part of even the most elementary transactions. We have in many ways, as the report states, become a "paper" society.

Clearly central to the problem of document falsification is the birth certificate. The counterfeit certificate or the acquired birth certificate of a deceased infant frequently provides the keystone of false identity for the criminal. On the basis of this certificate, a wide variety of supporting documentation, such as credit cards, driver's licenses, passports and visas, personal checks, and Social Security cards, is obtained, and the alias reinforced.

The Committee has offered a number of helpful recommendations designed to curb existing abuses in this problem area and to better protect society from related offenses. Among these are the correlation of birth and death certificates on

MESSAGE

an interstate basis to more effectively counter the assumption of a deceased person's identity; the creation of minimum Federal standards to tighten the application procedures for such vital documents as birth certificates and driver's licenses; and the establishment of stronger State and Federal penalties for false identification crimes. Also recommended are the creation of stringent, uniform standards for the identification of public aid and Social Security applicants; provisions for directly depositing such benefits to the recipient's bank account; and the utiliza-

tion of electronic transfer systems for funds as an effective safeguard against certain business crimes.

This critical problem of false identification can, through the purposeful efforts of the law enforcement community, private industry, and a concerned public, be effectively combated. Toward this end, many promising remedies have been suggested and should be given all possible attention in a determined attempt to meet this challenge.

APRIL 1, 1977


CLARENCE M. KELLEY
Director

EXHIBIT 6

[Referred to on p. 56]

RECOMMENDATIONS AND DOCUMENTS RELATING TO FALSE IDENTIFICATION
SUBMITTED BY MISS BETTY JUNE HAYES

RECOMMENDED ACTIONS TO REDUCE FRAUD

1. Birth-Death Matching. Match deaths against births (for those born about 1945 and later) and make notation on birth certificate.
2. Cooperate with law enforcement agencies and others (passport, social security, etc.) and inform them of any suspicious circumstances.
3. Tighten security over blank forms and seals. Lock up at night.
4. Require applicant to complete a written request for certified copies and keep on file at least one year.
5. Publicize any arrests or convictions for use of fraudulent records.
6. Support legislation for stronger laws regarding obtaining, providing, or use of records for fraudulent purposes.

JEAN K. RAMSEY,
REGISTER OF DEEDS,
Salisbury, N.C., April 5, 1977.

HON. ROBIE NASH,
*North Carolina House of Representatives,
Legislative Building, Raleigh, N.C.*

DEAR ROBIE: Under G.S. 130-64, birth and death records that are maintained by the registers of deeds are open to public inspection. This is my reason for writing this letter.

North Carolina has only in recent years become aware of a person using a certified copy of a birth certificate of a deceased person for fraudulent usage. This used to be common on the border states such as New York, Texas, etc. However, because of various economic and cultural changes in our country, we find that bad practices are more common now in North Carolina.

Individuals will use information from tombstones, obituary columns in newspapers, and more recently the public records in the register of deeds offices, to obtain a birth certificate of a deceased person and use this certificate to get a social security card, credit cards, public assistance and other public benefits. Some advertisements appear in magazines which state that for "blank" amount of dollars they will be sent a birth certificate. It is incredible. (See Exhibit A).

Can you imagine the shock a mother feels to learn that the birth certificate of her deceased son was being used for identification purposes in obtaining a drivers license? This happened in Rowan County March of 1976—our bicentennial year. A young man called the Rowan Register of Deeds office stating he would like to pick up a copy of a birth certificate for Larry Glenn Cox (a prominent Salisbury-Rowan name). We always require the name of the child, date of birth, fathers name and maiden name of mother. The deputy who took the information over the telephone, made the certificate and it was picked up around 4:30 P.M. that afternoon. This is a busy time for us, so none of the girls remembered the boy who received it, but it does appear on our daily journal. The boy used this certificate in three other counties (Buncombe, Union, and Cabarrus) and then tried to get a driver's license at the local Motor Vehicles Department. The lady on duty, Examiner Collins, recognized the name and asked for other identification. When he left the building to get this, he did not return. The mother of the deceased boy was in my office trembling when she learned of the situation. This was our first indication that "this could happen to us." At that time, I immediately began a practice of matching death records against birth records, in order that this not happen again. Since this matching of death and birth records in my office, I have encouraged other registers to do this—and they are. We have had several requests that were detected and no certified copy was issued. I do not have dates of those.

However, three have occurred within the past week! On Monday, March 21, 1977, between 3:00 and 4:00 P.M., two teenage boys came in and asked to see the death certificates (again these are all public records). They found a death certificate for a boy born in 1957 (20 years old), and wanted to see the birth book. They brought the book to one of my girls who has done some of the matching, and asked for a copy. It was for Kirby Dale Broadway, born 10-24-57

(Birth Book 45A, page 1038). His death is recorded in Death Book 38, page 385, child lived 1 hr. 50 mins. She asked if he were Kirby Dale Broadway. He said "No, he was getting a copy for him." He was told that Kirby would have to get the certified copy himself. This happened before I saw the boy, and before I knew about the incident.

Tuesday, March 22, 1977. A man asked for a birth certificate, did not know either of his parents names. He did have several credit cards and a social security card with him. His name was Tony L. Gill (Birth Book 43B, page 1214) born 6-14-1955.

Tuesday, March 29, 1977. About 4:15 (again our busy hour at the counter with recordings), a boy came in requesting a birth certificate. He was given a form to fill-in with name, birth date, fathers' name, mothers' maiden name and a SIGNATURE. I require a signature now! This "blew his mind". I happened to be at the counter and could tell how nervous he became. He put some information on the form for his "grandfather," born in 1908. The clerk told him our records only began in 1913, so he tore up the form and walked out very nervously.

Robie, as I have traveled over the state to seven district meetings with registers of deeds (I have one more to attend), I have encouraged offices to institute the practice of matching death and birth records. I instituted the "form" requirement after the March 21st incident, and will encourage other registers to do this also. As public servants, elected by the people, we want to serve our county people to the best of our ability, and not make the issuance of a certified copy such a burden, but some identification is required for personal checks when we make purchases, and I do not object to this requirement. I feel the public will understand that we want to protect our records for the public good.

True, by using the matching system in my county, some will be caught before certificates are issued, before some mother has a heartbreaking experience, before thousands of dollars are criminally collected by so-called "paper people" and this will prove to be a great service we can render from our offices. But what about some other county that does not have personnel to check death and birth records. The practice of fraud will continue, unless we have some protection through our General Statutes.

Other registers from North Carolina join me in an effort to "remove" these records from public inspection" because they are vitally concerned with this problem.

The enclosed article "Paper People," The Hidden Plague was in the June 1976 issue of Readers Digest. Also, there was a program on "60 Minutes" several months ago with similar ideas. These programs give the underworld ideas for securing certified copies, even though it does bring the situation before the American people on the other hand. Also enclosed as exhibit B is a copy from a publication that people from the Vital Records Branch in Raleigh distributed at our state convention last September 1976. Read this! It will amaze you.

If the proper person from the Attorney General's office that you plan to speak with does not think this could be introduced statewide, could we do this as a local bill? I shall appreciate any consideration you can give to this situation. I do feel we need legislation to remove these records from public inspection. This would curtail a lot of our problems.

Sincerely,

JEAN K. RAMSEY,
Register of Deeds.

Enclosures/3.

[From The Daily Tar Heel, Chapel Hill, N.C., April 12, 1977]

A FALSE IDENTITY: GETTING AN OFFICIAL ALIAS ISN'T VERY DIFFICULT

(By Tony Gunn)

Staff Writer

"Hi, my name is Tony Gunn. I'm a student at the University of North Carolina, and I'm working on a project concerning average life spans. I'd like to look at your birth and death certificates."

The woman behind the desk at the Wake County Health Department smiled and asked what dates I needed to see.

"January 1956," I replied, trying to be calm.

She led me into a small room adjoining her office, which contained bound volumes of birth and death certificates. Deaths are in red books, births in black ones.

"I'll look at the deaths first," I told her. For births and deaths, the records are divided into the City of Raleigh and Wake County. She handed me both the city and county deaths.

"Let's see if I can find you a place to work."

I followed her into an office full of secretaries.

"You can use that desk for a while," she said, pointing to one. "The girl won't be back for 30 or 40 minutes. We'll move you some place else if your work takes longer."

Thanking her, I sat down and began to leaf through the Raleigh death certificates.

Sigh; the first part was over. I had access to the records. I smiled to myself. There I was, feeling dishonest. You see, I didn't give a darn about average life spans. What I needed was a good excuse to go through the records. And it worked.

Several months ago, Mike Wallace on CBS' *60 Minutes* filmed a woman in the process of establishing a false identity. She started by obtaining a copy of a dead person's birth certificate.

From there she obtained a driver's license, a Social Security number, a checking account, credit cards and even a U.S. passport.

Using her fake identity, she bought a camera and clothes on credit, plus an airline ticket to South America. She was never caught.

CBS returned the documents and the goods, of course. It had proved its point: it is easy to get a false identity, for no notice of death is put on the birth certificate.

If she could do it, I could, too.

I discovered that two copies of a North Carolinian's certificate are kept. One is in Raleigh. The other is in the county of birth, usually at the register of deeds office.

In at least three counties, however—Durham, Mecklenburg and Wake—the records are at the county health department.

There I quickly skimmed through the pages of deaths. The criteria were simple: white and male with a life of only a few days.

I wanted someone fitting my description. White and male were close enough. Better get someone over 21, too—some places might still consider you a minor if not at least that age.

And I needed someone dead. I didn't want to get a living person in trouble. It didn't take long to find one. Peter Wayne Simpson was born Jan. 21, 1956, and died the next day. He was perfect.

Now don't be too quick about this, I thought. You're here to do research, so look busy. I flipped through more certificates, wrote down a few figures, then left to get the corresponding births.

I walked back into the small room, reshelfed the death records, then pulled the birth certificates for the same time. I wanted to assure myself that there was no record of death on the certificate of birth.

More flipping.

Then I found the certificate. No record of death. It was just as if he were still living. Beautiful.

"Thank you so much for all your help," I told the woman.

"Glad to."

"Oh, while I'm here, I'd like to pick up a copy of my roommate's birth certificate." My heart beat faster.

"Was he born in Wake County?"

"Yes, his name is Peter Simpson."

"On what date was he born?" she asked, writing all the information down on a piece of paper.

"January 23, er . . . 21," I stammered, "1956." I haven't had that much practice in being dishonest. My heart was going crazy.

Then I almost kicked myself. Why didn't I tell her I needed to see some other dates besides January 1956 for my research?

Quite a coincidence, I can almost hear her thinking. I should have asked for some other dates, then checked the book later when I was in the room alone.

"Do you know what his father's name is?"

"Ah . . . he wrote it down for me," I said, quickly turning the pages of my legal pad. At least I wrote that down somewhere. There it was.

"John Andrew," I said.

"All right."

She went into the records room and pulled out what was apparently an index. "John Peter Simpson?" she asked.

"Yes. He's going to Europe in a couple of months, and he needs it for his passport."

"Yes, my son is going to England in April," she told me.

"Oh England's beautiful," I said.

She pulled out the same book I had used just five minutes ago and turned right to the certificate.

From the index, she apparently found a number that corresponded to the page number of the birth certificate in the book. She was therefore able to get the birth certificate in seconds.

"That will be \$1," she said after typing a copy back in her office. "Whom do I make the receipt out to?"

"Could you make it out to him?"

"Sure."

She put the copy and receipt in an envelope and handed it to me.

"Thank you, you've been very helpful. And I'll let you know how my project comes out."

"Okay," she said, smiling.

I didn't feel safe until I was five blocks away.

"You have not broken any law presently. If you take the birth certificate (copy) and try to get a driver's license with it, then you have broken the law."

Such was the information given to me a week later by Patrice Solberg, an assistant professor in the Institute of Government and a specialist in public health law.

"I don't see why you need to go any further because you're just going to get in trouble," she said.

Earlier she had called Glenn Flinchum, head of the Vital Records Branch in the N.C. Division of Health Services.

"He says there's no statute that prohibits them from giving these things to anybody they want," she said.

"They could give a copy of the birth certificate to family, to an attorney, to a federal or state agency, and, as far as giving them to another person, that they would make a general request for why the person would want to have a copy of it."

If there is a reasonable request, then they would comply.

Solberg said that the branch has been trying to put a stamp on the birth certificate to indicate the death of the person. It is a long process, however, and progress is slow.

The branch also has been urging local registers of deeds to do the same, but there is a lot of backlog everywhere, Flinchum told her.

"He said that as a matter of routine, whenever a birth certificate is requested, that at the end of the week or month or something, they'd go back and make sure that the person whose birth certificate it was, was not dead.

"We caught a fellow last week who came in here and asked for a birth certificate," she quoted him as saying. "'We found out that the person had died. We called him back in here,' which indicated that they had some record of his name or how to get hold of him, 'and asked him what he wanted the certificate for.'"

She said that Flinchum had already reported the incident to the State Bureau of Investigation.

It's not illegal, Flinchum told Solberg, but usually when somebody wants a birth certificate of a dead person, they're going to use it illegally.

According to the state general statutes, the deceptive use of such a document is a general misdemeanor. If it is used to obtain any money, goods, property or services, then it is a felony, with a penalty of not less than four months nor more than 10 years, plus a fine.

Flinchum also told her about the model act. But this would not solve the problem, she said. "They still have to catch people."

In addition to a notice of death on the birth certificate, she proposed a law saying that no other person other than the subject of the certificate, or his parents or guardian, is entitled to a copy.

She advised me not to attempt more fake identification, nor to do all the other things I had thought of. It's been done before, she said.

And unless I could get some protection, I would be committing crimes and could be prosecuted.

"Even though you would have been a reporter, that wouldn't really help you at all," she added.

Being a reporter did not help James C. Bardon much. A staff writer for the Kinston Daily Free Press, he had done the same thing I did. Then he got a driver's license, a bank account and a gun permit. He even applied for Social Security and unemployment.

He would write a check for merchandise, show his fake driver's license and get the items. But he would tell the merchants what he was doing before the sales were rung up.

The merchants were reported to be suprised but reasonable.

On Jan. 21, Bardon was arrested and charged with false pretenses, which is a felony, and also using a fictitious name to obtain a driver's license. That is a misdemeanor. He was released from the Lenoir County jail on a \$400 bond.

On March 9 Bardon went to court, where he was given prayer for judgment on both charges. His newspaper, from which he had permission to do the story, is paying the court costs and assisting with the legal fees.

Bardon said later that he told the court he had no felonious intent. He got the fake identification and merchandise for his article.

Is he sorry he did it?

"I don't know," he said. "It wasn't worth the trouble I went to. The story came out before I wrote it."

False identification is a growing national problem. In 1974, a committee was formed by the U.S. Department of Justice to study it. Its 136-page report was released in November 1976.

The committee saw the criminal use of false identification as a multibillion dollar problem, and it recommended a notice of death on the birth certificate.

It also proposed enactment of federal and state legislation to penalize the fraudulent application and possession of birth certificates.

Many states, including North Carolina, are working on such measures.

One law dealing with false identification has already been drawn up. This model act—a law written by a group of attorneys and other professionals that a state can examine, perhaps modify and adopt—would make it a violation to have a birth certificate of a dead person in one's possession.

The final version of the act should be released by the end of 1977. North Carolina will apparently wait until then before it amends its own laws.

"It's still fairly easy for a person to obtain another person's birth certificate under false pretenses because the majority of the requests come to the office in writing," Glenn Flichum said several weeks later.

"If an individual comes to the office in person, then if there was any question in our minds, we could ask them for identification. Obviously we can't do that with mail requests."

His office, he said, started to match the deaths against the births about six months ago. He has a person working fulltime who makes notations on birth certificates when people die.

"We really have two obligations here," he said. "One is to make available information from these records to whomever has need of it, which we do. The other is to protect the individual from any unwarranted invasions of his privacy that might do him harm.

"We have to kind of go in-between, to walk in the middle."

But without tighter restrictions on exactly who can obtain copies of birth certificates, the door is open to anyone. And once one has the birth certificate, it is easy to fill one's wallet with all sorts of identification. And thus change identities.

SEPTEMBER 4, 1974.

Re: A6 990 631.

Mr. DOMINICK F. RINALDI,
District Director, Immigration and Naturalization Service, U.S. Department of Justice, Newark, N.J.
 (Attention: Mr. Whelan).

DEAR MR. RINALDI: Enclosed are the documents which you forwarded to me with your letter of August 27, 1974. My certification as to the authenticity of these records is also included.

We have had correspondence regarding three other certificates which probably originated from the same source. Related correspondence and copies (of copies which are difficult to reproduce) of two of these records are included.

I have enclosed a sample copy of our certification form and impressions from two of our raised seals. As you can see, there are several easily identifiable characteristics common to all of the fraudulent certificates. Our form is always on green safety paper. The borders, signatures, and seals are different. In all of the phoney certificates, the date issued is very soon after the date of birth which is uncommon for births occurring prior to 1950. We did not use SBH Form 1100 until 1971, so any certification issued prior to 1971 could not have that form number.

Naturally, we are quite hopeful that the individuals responsible for these bogus records will soon be apprehended and that his operation can be permanently closed. If there is any way we can be of further assistance, please do not hesitate to contact me.

Sincerely yours,

THOMAS L. JOHNSON,
Head, Vital Records Branch.

SEPTEMBER 4, 1974.

To Whom it May Concern:

This is to certify that the Certifications of Live Birth for Earle Callender (issue date: April 30, 1943; date of birth: March 31, 1943) and for Merlyn Moore (issue date: April 23, 1932; date of birth: March 20, 1932) are fraudulent documents. This conclusion is based on the following facts:

1. The forms, although similar to the official forms, are counterfeit.
2. There are no records of the births of Merlyn Moore or Earle Callender as shown on the certificates.
3. The signatures of the State Registrar and Chief of the Office of Vital Statistics are forgeries.
4. The State Seal is not authentic, i.e., there has never been an agency in North Carolina with the name "Department of Health."
5. There is no Volume 243—Page 97 on file for 1932 and there is no Volume 29—Page 362 on file for 1943.

I certify that the above information is correct:

THOMAS L. JOHNSON,
Head, Vital Records Branch.

UNITED STATES DEPARTMENT OF JUSTICE,
IMMIGRATION AND NATURALIZATION SERVICE,
Newark, N.J., August 27, 1974.

Mr. THOMAS L. JOHNSON,
*Vital Records Branch,
Post Office Box 2091,
Raleigh, N.C.*

DEAR MR. JOHNSON: Reference is made to your telephonic conversation on August 27, 1974 between Mr. Whelan of this office and yourself relative to certain documents allegedly issued by your office.

Forwarded herewith are original Certifications of Live Birth issued in the names of Merlyn Moor and Earle Callender in addition to a photocopy and laminated reduced photocopy relating to Earle Callender.

It would be appreciated if you would certify as to the authenticity of these documents and return them to this office for possible prosecution purposes.

It would be further appreciated if you could furnish this office with details of similar cases which have come to your attention and possible availability of individuals involved.

Sincerely,

DOMINICK F. RINALDI,
District Director.

NORTH CAROLINA STATE BOARD OF HEALTH
OFFICE OF VITAL STATISTICS
RALEIGH

Certification of Live Birth

1. Name EARLE CALLENDER 2. Sex Male
3. Birthplace Henderson, N. C. 4. Birthdate March 31st, 1943

PARENTAGE

Father		Mother	
5. Name <u>Oswald Callender</u>		8. Maiden Name <u>Leonora Ernestine</u>	
6. Age (at time of this birth) <u>22 Years</u>		9. Age (at time of this birth) <u>20 Years</u>	
7. Birthplace <u>Columbus, Georgia</u>		10. Birthplace <u>Henderson, N. Carolina</u>	

Date Filed April 17th, 1943 Volume 29 Page 362

I certify that the above is a true copy of information recorded on the birth certificate on file in this office for the individual named hereon.

Date Issued April 30th, 1943

Item(s) Amended -

Date Amended -

STATE REGISTRAR

By

CHIEF OFFICE OF VITAL STATISTICS

NORTH CAROLINA STATE BOARD OF HEALTH
OFFICE OF VITAL STATISTICS
RALEIGH

Certification of Live Birth

1. Name Merlyn Moore 2. Sex Female
3. Birthplace Jamesville N. C. 4. Birthdate March 20th. 1932

PARENTAGE

Father	Mother
5. Name <u>William Moore</u>	8. Maiden Name <u>Lillian Gillette</u>
6. Age (at time of this birth) <u>24 Years</u>	9. Age (at time of this birth) <u>20 Years</u>
7. Birthplace <u>Lake City, Florida</u>	10. Birthplace <u>Windsor, N. Carolina</u>

Date Filed April 12th. 1932 Volume 243 Page 97

I certify that the above is a true copy of information recorded on the birth certificate on file in this office for the individual named hereon.

Date Issued April 23rd. 1932.

Item(s) Amended - -

Date Amended - -

Jerome Kooner M.D.
STATE REGISTRAR

By *Thomas G. Blythe*
CHIEF OFFICE OF VITAL STATISTICS

NORTH CAROLINA STATE BOARD OF HEALTH
OFFICE OF VITAL STATISTICS
RALEIGH

Certification of Live Birth

Name DESMOND PAUL D'ANDRADE 2. Sex Male
Birthplace Wilson N. C. 4. Birthdate April 28th, 1948

PARENTAGE

Father		Mother	
Name	<u>Carl D'Andrade</u>	8. Maiden Name	<u>Lorna Bartholomew</u>
Age (at time of this birth)	<u>24 Years</u>	9. Age (at time of this birth)	<u>19 Years</u>
Birthplace	<u>Trinidad, B.W.I.</u>	10. Birthplace	<u>Edenton, N. Carolina</u>

Filed May 17th, 1948 Volume 17 Page 274

I certify that the above is a true copy of information recorded on the birth certificate on file
this office for the individual named hereon.

Joseph Mercante M.D.

Issued May 29th, 1948

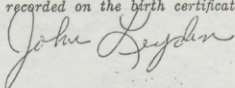
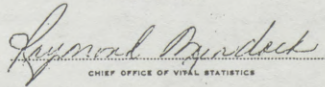
(s) Amended - -

Amended - -

STATE REGISTRAR

By

CHIEF OFFICE OF VITAL STATISTICS

NORTH CAROLINA STATE BOARD OF HEALTH OFFICE OF VITAL STATISTICS RALEIGH			
Certification of Live Birth			
1. Name <u>RALPH ASCEVERO</u>		2. Sex <u>Male</u>	
3. Birthplace <u>Rocky Mount</u>		4. Birthdate <u>June 28th, 1936</u>	
PARENTAGE			
Father		Mother	
5. Name <u>Doyle Ascevero</u>		8. Maiden Name <u>Eleanora Francis</u>	
6. Age (at time of this birth) <u>25 Years</u>		9. Age (at time of this birth) <u>21 Years</u>	
7. Birthplace <u>Trinidad, B.W.I.</u>		10. Birthplace <u>Windsor, N. Carolina</u>	
Date Filed <u>July 19th, 1936</u>		Volume <u>12</u> Page <u>492</u>	
I certify that the above is a true copy of information recorded on the birth certificate on file in this office for the individual named hereon.			
Date Issued <u>May 24th, 1954</u>		 M.D. STATE REGISTRAR	
Item(s) Amended <u>-</u>		By  CHIEF OFFICE OF VITAL STATISTICS	
Date Amended <u>-</u>			

VS-33D
SBH Form 1100

DEPARTMENT OF STATE,
Washington, D.C., March 2, 1976.

In reply refer to: PT/LE—Lewis, Phyllis C. aka; Bertho, Phyllis C.

Mr. THOMAS L. JOHNSON,
Vital Records Branch, Division of Health Services,
Raleigh, N.C.

DEAR MR. JOHNSON: I refer to a telephone conversation between Mrs. Overton and Mr. Kalas on February 6, 1976 regarding a counterfeit birth certificate in the name Phyllis Clemencia Bertho.

Mrs. Overton verified that there is no record of birth for this name. Please find enclosed for your records, a copy of the certificate. We wish to thank you for the letter of no record which Mrs. Overton said she would forward to this office.

Sincerely,

WILLIAM B. WHARTON,
Chief, Legal Division, Passport Office.

NORTH CAROLINA STATE BOARD OF HEALTH
OFFICE OF VITAL STATISTICS
RALEIGH

Certification of Live Birth

1. Name PHYLLIS CLEMENCIA BERTHO 2. Sex Female
3. Birthplace Lumberton N. C. 4. Birthdate November 25th 1934

PARENTAGE

Father	Mother
5. Name <u>Ulric Augition Audain</u>	8. Maiden Name <u>Concepcion Bertho</u>
6. Age (at time of this birth) <u>21 Years</u>	9. Age (at time of this birth) <u>20 Years</u>
7. Birthplace <u>Jackson, Louisiana</u>	10. Birthplace <u>Jamesville, N. Carolina</u>

Date Filed December 14th 1934 Volume 21 Page 283

I certify that the above is a true copy of information recorded on the birth certificate on file in this office for the individual named hereon.

Date Issued December 29th 1934

Item(s) Amended -

Date Amended -

STATE REGISTRAR

By

CHIEF OFFICE OF VITAL STATISTICS

VS-33D
SBH Form 1100

DEPARTMENT OF STATE,
Washington, D.C., April 27, 1976.

In reply refer to : PT/LE—King, John A.

STATE OF NORTH CAROLINA,
Department of Human Resources, Vital Records Branch,
Raleigh, N.C.

(Attention : Mrs. Eleanor Overton).

DEAR MRS. OVERTON : Please find attached for your records a copy of another counterfeit birth certificate which was submitted with a recent passport application in New York by an individual claiming to be John Ammi King, DPOB: 4/20/42, Elizabeth City, North Carolina.

Mrs. Taylor of your office advised the New York Passport Agency on April 1, 1976, via telephone that no record was on file for this person. Would you please provide a letter of no record for use in prosecution of this individual. A sample of the raised seal which appeared on the certificate is also enclosed.

As always, your cooperation is very much appreciated.

Sincerely,

WILLIAM B. WHARTON,
Chief, Legal Division, Passport Office.

Attachment : As stated.

NORTH CAROLINA STATE BOARD OF HEALTH
OFFICE OF VITAL STATISTICS
RALEIGH

Certification of Live Birth

1. Name JOHN AMMI KING 2. Sex Male
3. Birthplace Elizabeth City N. C. 4. Birthdate April 20th 1942

PARENTAGE	
Father	Mother
5. Name <u>Richard King</u>	8. Maiden Name <u>Amelia St. Kitts</u>
6. Age (at time of this birth) <u>26 Years</u>	9. Age (at time of this birth) <u>23 Years</u>
7. Birthplace <u>Raleigh, N. Carolina</u>	10. Birthplace <u>British Guiana</u>

Date Filed April 27th 1942 Volume 38 Page 285

I certify that the above is a true copy of information recorded on the birth certificate on file in this office for the individual named hereon.

Date Issued May 10th 1942

Item(s) Amended - -

Date Amended - -

Joseph Mycanti M.D.
STATE REGISTRAR
Thomas L. Jones
By _____
CHIEF OFFICE OF VITAL STATISTICS

VS-33D
SBH Form 1100

JANUARY 27, 1976.

Re: PT/LE North Carolina Birth Certificate Passport Frauds

Mr. WILLIAM B. WHARTON,
Chief, Legal Division, Passport Office,
Department of State, Washington, D.C.

DEAR MR. WHARTON: Enclosed is the impression of the Wake County seal which is obviously different from the one which was made on the counterfeit certificate for Marcia Martin. The certified copy form used does not resemble any North Carolina form and is obviously a counterfeit, designed to be used for any state. All of the geographic references on the certificate (towns, streets, etc.) are authentic.

I have also enclosed our State seals which might be of interest, since the image in the center of the one used for six months of 1973 matches the center of the counterfeit seal. This part of our seal was one we used temporarily until we could have an authentic one engraved. We obtained it from a local stamp and sealwork shop and it is probably a standard form available anywhere. The seal on the Scott certificate is so obviously phoney, I am surprised that anyone would try to use it.

Enclosed is the list of thirty-three names all of which have been verified. I am very hopeful that the source of these counterfeit certificates can be determined and eliminated. If they are coming from North Carolina, we have a sufficiently strong statute to effectively deter this type of activity.

We offer our complete cooperation to your agency in this unfortunate matter and hope you will keep us advised regarding efforts to eliminate this recent source of counterfeit records.

Sincerely,

THOMAS L. JOHNSON,
Head, Vital Records Branch.

Enclosures.

DEPARTMENT OF STATE,
Washington,, D.C., January 12, 1976.

Mr. THOMAS L. JOHNSON,
Head, Vital Records Branch,
Raleigh, N.C.

DEAR MR. JOHNSON: I wish to thank you for your letter of November 4, 1975 relating to the counterfeit birth certificate in the name Lawton Patrick Thompson. A search of our records found no passport application in this name. An appropriate "stop" has been placed in our computer so no one can use this certificate to obtain a passport.

We also appreciate your letter of November 21, 1975 concerning the large number of birth certificates requested in the name Josephine Dolores Brown, DPOB: 12-14-35, Cumberland. If it is not too much trouble for your staff we would very much like to be informed of multiple requests for birth certificates. There is a likelihood that these certificates may be used in passport or other types of fraud.

I refer to Mrs. Overton's telephone conversation with Mr. Kalas on January 7, 1976 regarding the counterfeit certificate in the name Marcia Martin which was submitted with a passport application in New York. Please thank her for confirming the fact that there is no record of this alleged birth and for furnishing the letter of no record. A copy of this counterfeit is enclosed for your records.

Also enclosed is a photograph and a tracing of the raised seal which appears on the Martin certificate. It appears to be an authentic looking seal of Wake County. Could you advise us if this is a valid seal which may have been stolen. If not the valid seal, could we obtain a sample of the seal of that issuing agency.

We extend our sincerest gratitude for the continuing cooperation of you and your staff in assisting our Office in combatting the persisting fraud problem involving bogus documents which falsely use your state as their source.

Sincerely,

WILLIAM B. WHARTON,
Chief, Legal Division, Passport Office.

Enclosure : As stated.

STATE OF NORTH CAROLINA

Certificate of Birth

42. STATE FILE NO. 252397

FULL NAME OF CHILD Marcia Martin

LOCAL FILE NO. 73465

SEX Female TWIN OR IF SO, BORN 1st, 2nd, 3rd IS MOTHER Yes NO. MOS. OF 9 DATE OF BIRTH March 27, 1955
TRIPLET MARRIED PREGNANCY

PLACE OF BIRTH:

COUNTY Wake
 TOWNSHIP _____
 VILLAGE OR CITY Raleigh
 NAME OF HOSPITAL OR INSTITUTION St. Mary's Hospital

USUAL RESIDENCE OF MOTHER:

STATE North Carolina
 COUNTY Wake
 VILLAGE OR CITY Raleigh
 MAILING ADDRESS 432 South Street

FATHER

FULL NAME Irving Martin
 COLOR Neg. AGE AT TIME OF THIS BIRTH 38
 BIRTHPLACE Apex, North Carolina
 OCCUPATION Carpenter

MOTHER

Full Maiden NAME Joyce Walsh
 COLOR Neg. AGE AT TIME OF THIS BIRTH 32
 BIRTHPLACE Henderson, North Carolina
 OCCUPATION Domestic

AS REQUIRED BY LAW:

Have Eyes of Child been Treated with One and One-Half percent solution of Silver Nitrate? Yes

WAS MOTHERS BLOOD TESTED FOR SYPHILIS? Yes



Born

SIGNATURE Joyce Walsh
 DATED April 6, 1955

Joseph L. Frazier M.D.
 Physician, Midwife, Father, etc.

ADDRESS Rt. #2, Box 188, Raleigh, N. C.
 FILED 4-6-55

Thomas M. Winston

This is to certify that this is a true and correct reproduction of the original record filed with the Bureau of Vital Statistics, North Carolina Department of Health, Raleigh, North Carolina.

Date Issued DEC 27 1971

Deane F. Frazier
 DEANE F. FRAZIER, State Registrar

ANY REPRODUCTION OF THIS DOCUMENT IS PROHIBITED BY STATUTE.
 DO NOT ACCEPT UNLESS IMPRESSED WITH THE SEAL OF THE BUREAU OF VITAL STATISTICS CLEARLY AFFIXED.

Section: 32-353.27, Code of North Carolina, as Amended.

In applying for welfare for himself and his 10 children, Mr. J. C. Carmen provided the Camden County, New Jersey Welfare Board with "Certified Certificates of Birth" for his children. According to the birth certificates, all of these children were listed as being born in Pitt County, North Carolina. All the certificates were signed by Julius R. Stewart, Register of Deeds—the only trouble was that Julius R. Stewart was never Register of Deeds. Despite this, all of the certificates were witnessed by a New Jersey Notary Public, Louis Revesz.

The following correspondence deals with this case.

CAMDEN COUNTY WELFARE BOARD,
 Camden, N.J., October 21, 1974.

Mrs. ELBIRA T. ALLRED,
 Greenville, N.C.

DEAR MRS. ALLRED: References made to our telephone conversation of October 21, 1974.

Enclosed are the certificates of birth which are in question, without official seal, and signed by a Jedius R. Stewart.

Our client, Mr. J. C. Carmon, is making application for himself and his ten children and we are holding this application pending verification of the enclosed certificates as to their authenticity.

Mr. Carmon said that these certificates were mailed to him by his sister, Martha Jane Carmon (married name Crown), Route 1, Box 266, Ayden, North Carolina.

It might be well for you to contact the above in an effort to find out where she obtained these certificates.

When you have finished your investigation please forward a letter to the following address showing that these certificates are true copies or false: Camden County Welfare Board, 808 Market Street, Camden, N.J. Attention: J. Frank Donahue, Legal Department.

Very truly yours,

J. FRANK DONAHUE,
Investigator, Legal Department.

Enclosures.

NOVEMBER 18, 1974.

Mr. J. FRANK DONOHUE,
*Legal Investigator,
Camden County Welfare Board,
Camden, N.J.*

DEAR MR. DONOHUE: In reply to your letter dated November 13th, regarding your client J. C. Carmon, this is to advise the sheriff's department of our county is trying to locate Mr. Carmon's sister, Martha Jane Carmon (married name Crown). Also I have contacted the North Carolina Department of Health by telephone concerning the birth certificates of the Carmon children. Mrs. Wilma Barbour, the department head of Vital Statistics feels the State of New Jersey should be notified that the Louis Revesz, Notary Public is falsifying vital records. If this happened in North Carolina, the Notary's commission would be revoked.

If you would like a certified statement from this office stating we have no birth records filed in Pitt County for the Carmon children, I will be glad to furnish you with same. I will keep you informed of our further progress in this matter.

With kindest regards, I am
Very truly yours,

Mrs. ELVIRA T. ALLRED,
Register of Deeds, Pitt County.

NOVEMBER 25, 1974.

To Whom It May Concern:

This is to certify there are no birth records filed in the Pitt County Register of Deeds for the photostat copies of the Carmon children sent to said office by the Camden County Welfare Board.

Witness my hand and official seal this the — day of November, 1974.

ELVIRA T. ALLRED,
Pitt County Register of Deeds.

Certified Certificate of Birth

NORTH CAROLINA,
COUNTY OF PITT

OFFICE OF REGISTER OF DEEDS

This is to Certify that Nellie Garmon

Sex Female, race Black, was born the 3 day of Jan, 1966

In Ayden Township, Pitt County, State of North Carolina, U.S.A.

Name of Father J. G. Garmon Age 35

Maiden Name of Mother Sally May Age 33

Registration District No. 73482, Certificate No. 21, Filed 3-1, 1966

According to Records of Vital Statistics of this office, Vol. 10, Page 235

WITNESS my hand and official seal, this the 9 day of Oct, 1974

Louis Revesz
LOUIS REVESZ

John R. Bunt
John R. Bunt
Register of Deeds

[Official Seal]

NOTARY PUBLIC OF NEW JERSEY Pitt County, North Carolina

My Commission Expires July 10, 1977

EXHIBIT 7

U S S S
604-5100 WK.

Dear Shapiro,

I am in a lot of trouble. No one knows who I am. I am accused of some things that the real person did.

My room was raided while I was not at home. They are trying to find out who I am. Call the folks in Syracuse. Tell them to get rid of all my pictures, you do the same. Tell them to ~~do~~ throw away all my letters, and all the papers, and typewriters I got in the basement.

They found ~~the~~ everyone's name and address in my room, they don't know what to make of it. They said they will check everyone's name and address. I have a feeling the Immigration will speak to the folks in Syracuse, if not also out there, but...

Tell the folks if they know who I am, or what my name is. They know about me. But they have no knowledge that

I was illegal here. I have a feeling they will also get in touch with you.

If they ask you about Alim, tell them you think he went to the U.S. If they ask you about Randy, tell them you know nothing about him.

Also, ask the old man to bid his transpore out of the house. You do the same.

Tell Sheila they got a few names that might be mine. I am sure they got a letter address to Alim Mohammed. They will check with her definitely. She should tell them Alim went to school in Syracuse, and all correct information, but she knows nothing about David Willard.

Just keep cool man. I'll see you later. I am a mystery to these people. Tell everyone to put a freeze on my letters.

Sincerely
David

- Destroy -

416-537-9351

Shafic, Call Central Location tell them to get rid of everything in the Basement, destroy all pictures, throw away everything of mine. Canada police will ask ^{who} for you about me. Tell them you don't know ^{who} where I am.

Store your transformer and all documents somewhere else, also tell Central to hid his. No one knows who I am. Advice everyone don't writ me.

Don't Worry about me.

- David -

Onondaga Community College
 Under the Program of
The State University of New York

*on the recommendation of the faculty and by virtue of the authority
 vested in them the Trustees of the College have conferred on*

Akim Z Mohammed

the degree of

**Associate in Arts and Science
 Medical Technology**

*and have granted this diploma as evidence thereof given in the city of
 Syracuse, in the State of New York in the United States of America
 January 23, 1972.*

Samuel J. Kravitz
 Chairman, Board of Trustees



Martin A. Zeff
 President

*By Authority of the Board of Education of the
City of Syracuse, New York*

William Nottingham High School

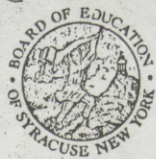
has awarded this
Diploma

to

Akim Z Mohammed

*who has satisfactorily completed the requirements prescribed for graduation
from the Public High Schools of the City of Syracuse, New York,
June 20, 1969.*

Franklin S. Barry
Superintendent of Schools
William B. L. L. L. L.
Principal



Howard E. Munson
President, Board of Education