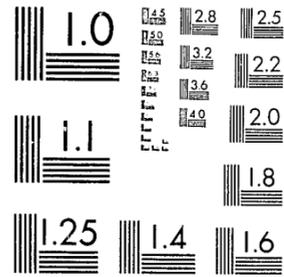


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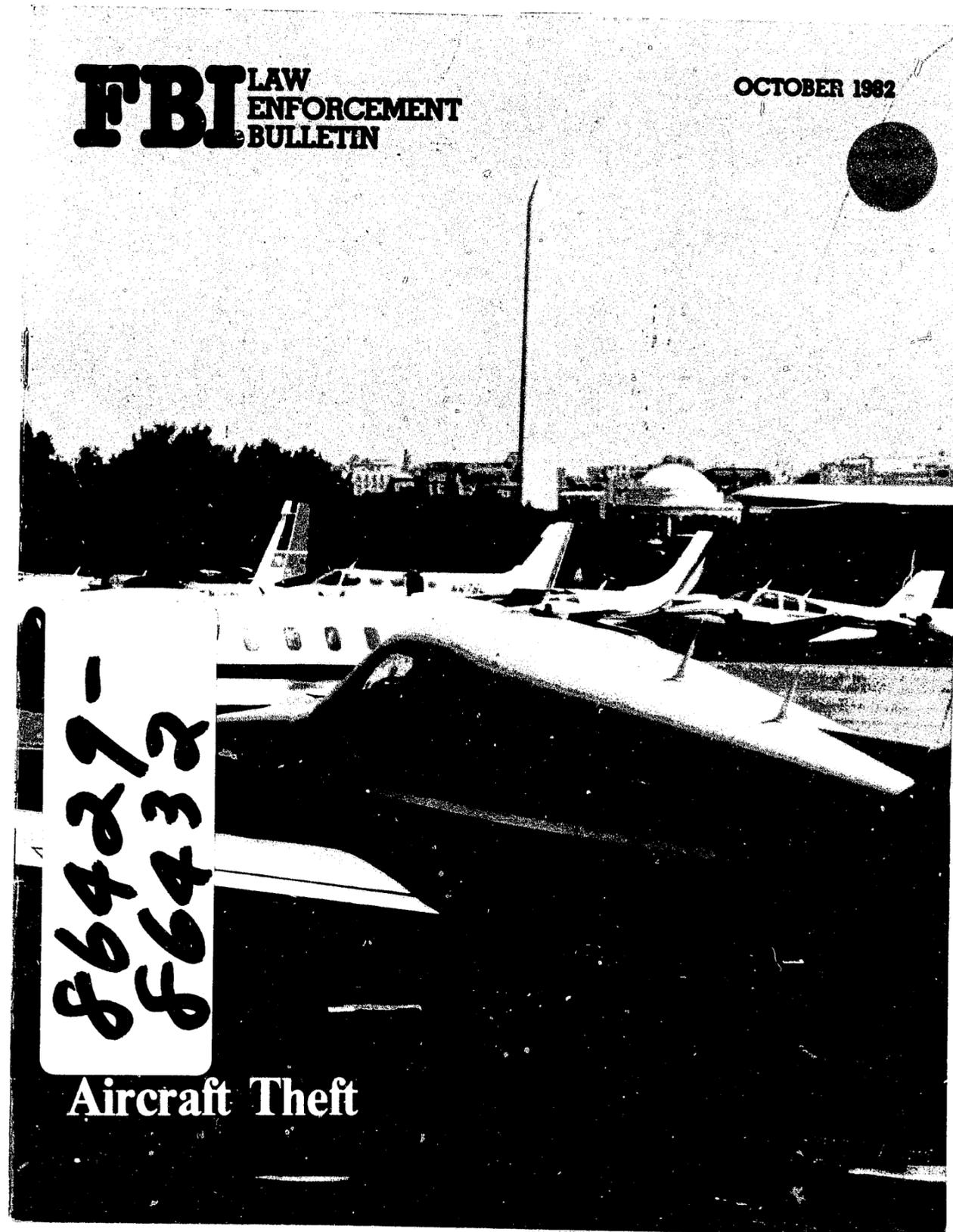
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National Institute of Justice
United States Department of Justice
Washington, D. C. 20531

5-24-83



FBI LAW ENFORCEMENT BULLETIN

OCTOBER 1982, VOLUME 51, NUMBER 10

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The Cover

Both aircraft owners and law enforcement personnel can take steps to minimize the problem of aircraft theft. See story page 2.

Federal Bureau of Investigation
United States Department of Justice
Washington, D.C. 20535

William H. Webster, Director

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of the Office of Management and Budget through February 21, 1983.

Published by the Office of Congressional and Public Affairs,
Roger S. Young, Assistant Director

Editor—Thomas J. Deakin
Assistant Editor—Kathryn E. Sulewski
Art Director—Kevin J. Mulholland
Writer/Editor—Karen McCarron
Production Manager—Jeffrey L. Summers
Reprints—Mary Ellen Drotar



ISSN 0014-5688

USPS 383-310

Director's Message

This month marks the beginning of the 51st year of publication for the FBI Law Enforcement Bulletin. Initially called, in 1932, "Fugitives Wanted by Police," the first issue of the Bulletin simply contained a listing of wanted persons. However, an article on explosives, reprinted from the St. Louis, Mo., Police Department training publication, appeared in the third issue, in November 1932. Subsequent issues featured articles on fingerprint evidence, ciphers, examination of metals, and glass fractures—all subjects that were beginning to be addressed by law enforcement in those early days of scientific crime detection. This led to the renaming of the publication in October 1935, when it officially became known as the FBI Law Enforcement Bulletin.

Over the years, the Bulletin took on a new direction and emphasis, perhaps more so in the 1980's than in any other decade, as law enforcement gained the hallmarks of a professional service. Readers can now benefit from articles on management techniques, personnel matters, special operations, legal developments, and computer management, as well as training, investigative techniques, current crime problems, forensic science developments, and state of the art training.

The Bulletin is still a "national periodical of interest and value in the field of law enforcement." This was the summation of a young lawyer, John Edgar Hoover, when he described the Bulletin in a 1935 Director's Message and wrote "the publication should provide a clearinghouse for police officials regarding successful police methods, a medium for the dissemination of important police information, and a comprehensive literature pertaining to the scientific methods in crime detection and criminal apprehension."

To observe this 50th anniversary, I would like to recall Director Clarence M. Kelley's Message just 5 years ago, that the Bulletin's most fundamental aspect has been "the remarkable degree of cooperative assistance that it has sustained in this and preceding years."

The thousands of articles contributed over the years by law enforcement personnel have amounted to a great, and valuable, contribution to the professionalization of the business of crime detection. To all these authors, may I offer the FBI's sincere thanks.

William H. Webster

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William H. Webster
Director
October 1, 1982

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Crime Problems

Outlaw Motorcyclists A Problem for Police

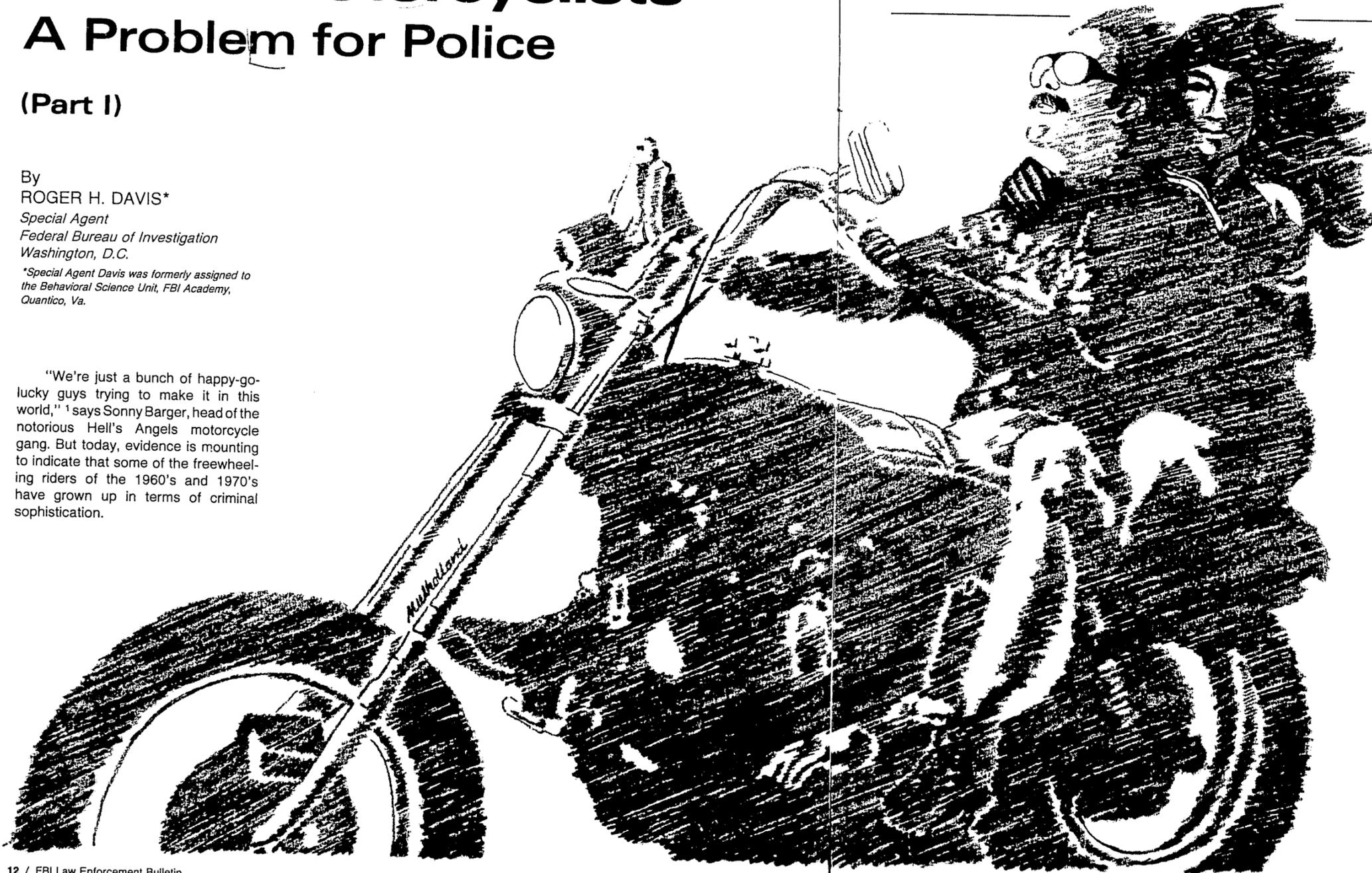
(Part I)

By
ROGER H. DAVIS*

Special Agent
Federal Bureau of Investigation
Washington, D.C.

**Special Agent Davis was formerly assigned to
the Behavioral Science Unit, FBI Academy,
Quantico, Va.*

"We're just a bunch of happy-go-lucky guys trying to make it in this world,"¹ says Sonny Barger, head of the notorious Hell's Angels motorcycle gang. But today, evidence is mounting to indicate that some of the freewheeling riders of the 1960's and 1970's have grown up in terms of criminal sophistication.



"The level of criminal involvement of persons connected with these adult gangs in the United States and Canada has influenced law enforcement officials to take a harder look at organized gang involvement in crime."

With a national law enforcement focus directed more and more toward criminal violence, outlaw motorcycle gangs have gained increasing national attention in recent years. According to Pennsylvania Congressman Robert Walker, "The problem of motorcycle gangs is pervasive and growing. They pose a serious threat to our society. . . ."²

The level of criminal involvement of persons connected with these adult gangs in the United States and Canada has influenced law enforcement officials to take a harder look at organized gang involvement in crime. FBI investigations of the activities of some members of major motorcycle gangs in the United States have confirmed a deepening gang involvement in narcotics manufacturing and distribution, prostitution, weapons-related violations, extortion, murder, arson-for-hire, pornography, protection rackets, loan sharking, interstate transportation of stolen property and stolen motor vehicles, insurance fraud, and obstruction of justice.

The amount of criminal activity is alarming. Gang members are thriving on illegal profits reaped from their involvement in criminal enterprises. Law enforcement officers conducting gang investigations see these groups as posing complex criminal problems. Motorcycle gang members are now investing money gained from illegal enterprises into legitimate business ventures. Working relationships with other criminal groups have surfaced, and instances have been reported of motorcycle gang members accepting murder contracts, strong-arming business competitors, and being used as enforcers in collecting gambling debts.



Special Agent Davis

Complex violations committed by motorcycle gang members demand a deeper knowledge of group behavior. In order to be effective in gang investigations, law enforcement agencies must not only commit resources to intelligence analysis but also understand the structure and characteristics of the motorcycle gang.³

History

To understand the changing nature of law enforcement problems involving motorcycle gangs, it is important to know a brief history of these gangs in America. Many of the outlaw groups started as recreational groups, but all have drawn status and structure from the Hell's Angels. Hunter Thompson, who has written much about the Hell's Angels, traced the beginning of the gang to groups like the POBOBS⁴ and the Market Street Commandos. Both groups were said to include persons drawn together in loosely knit gatherings of individuals sharing a comparatively rare interest in motorcycles.⁵

The early group of Hell's Angels was only one of several motorcycle clubs active between the late 1940's and the 1960's. Several key media events brought the Angels to public attention and provided the media boost which propelled them toward a national reputation.

In the summer of 1947, in Hollister, Calif., and later in the fall in Riverside, Calif., thousands of motorcyclists gathered for motorcycle runs which ended in rioting, destruction of property, and in Riverside, two deaths. The events posed an awesome crowd control task for the small number of police officers in these two communities. In the summer of 1948, again in Riverside, Calif., 5,000 cyclists gathered, and again, the event turned into a riot. The Riverside police chief blamed this occurrence on visiting "outlaws," and the term "outlaws" began to be applied to individuals connected with some motorcycle clubs. Later, movies were made based upon incidents simi-

lar to the Hollister and Riverside events. Probably the most publicized of the movies was "The Wild Ones," in which bikers were portrayed as modern-day Robin Hoods seeking revenge on a world that did them wrong. This and several other similar movies romanticized motorcycle club behavior and sparked an interest, drawing others to motorcycle clubs.

Through the 1950's and early 1960's, police problems with motorcycle groups were primarily connected with controlling large gatherings. In July 1965, however, a rape incident occurred that changed the future role of the Hell's Angels. The gang held their annual rally at Bass Lake in California. Although the incident was relatively typical of problems connected with large gatherings of motorcyclists, media coverage primed the public for an incident and provided an "orgy of publicity that gave long dormant Hell's Angels eighteen years worth of exposure in six months and it naturally went to their heads."⁶

This creation of a national interest in motorcycle gangs in the 1960's was, in large part, a media phenomenon. Social scientists have identified the impact the media has upon behavior. The effects include not only changes in attitudes and values but also imitative behavior.⁷ The media boost given the Hell's Angels encouraged similar behavior in other motorcycle gangs.

Many gang members are now in their mid-thirties,⁸ and as the gangs matured, gang problems also changed. Police problems posed by outlaw gangs can be categorized into a number of areas, including crowd control, community fear, territorial battles for club dominance, rivalry over the control of narcotics and vice trade, and crime conspiracies.

Crowd Control

The frequent migration of gang members to rallies, such as annual Labor Day and Fourth of July runs, continue to draw police attention. Police agencies are spending valuable man-hours, both in planning and control of these large gatherings and in applying preventive measures to limit

problems with the groups. Additionally, there is a need for specific police intelligence-gathering activities, including identifying fugitives occasionally connected with some groups. Incidents occasionally occur in spite of police planning efforts.⁹

Community Fear

A more pervasive problem is the perception citizens have of the dangers posed by gangs in their communities. Reports of the presence of an adult gang, though legitimate cause for citizen anxiety, are difficult for police to deal with until an incident occurs. Incidents in various parts of the country have caused citizen action against gang presence in the community.¹⁰ In two cases, citizen concerns stirred action by city and county boards, precipitating charges that the police were afraid to deal with the gangs.¹¹

Territorial Battles

Battles for "turf" are a continuing law enforcement problem. Often, the rivalry results in violence confined between gang members.¹² Gang war deaths have resulted, however, in battles in public parking lots,¹³ attacks upon gang clubhouses,¹⁴ and firebomb and shotgun raids against homes.¹⁵ Frequently, outsiders are injured by gang violence. In New York, 5 people were killed and 22 injured in a vengeance war,¹⁶ and an innocent newsboy in Wisconsin was killed when he moved a bomb that was planted during a gang feud.¹⁷

Rivalry for Crime Dominance

Because of a reluctance by group members to cooperate, it is often difficult to sort out the motivations for violence between gangs. Frequently, the feuds begin over another altercation. As time passes, a cycle of retaliation continues until either its momentum weakens or an incident demanding police attention develops. In other cases, however, disagreements are for much larger stakes. Charlotte, N.C., is one such example. Problems with

Hell's Angels, Outlaws, and other gangs continue as the gangs struggle to dominate the area's lucrative vice and narcotics trade.¹⁸ Incidents in North Carolina have resulted in an intensified law enforcement effort against gang-related crime problems, including execution-style slayings.¹⁹

Crime Conspiracies

In the 1970's, another problem surfaced which served as an indicator of deepening gang involvement in criminal activity. A complex interstate network of associations developed between rebel gangs, and this "brotherhood" provided links for more sophisticated criminal activities. Crime territories were determined, and fixed roles and characteristic ways of doing business evolved. Particularly worrisome to law enforcement officers were the characteristics of organization that

"Witness intimidation by gang members . . . is . . . a problem law officers frequently face in gang cases."

made these groups so difficult to penetrate. The following components of organization similar to those seen among traditional organized crime groups were apparent among many outlaw gangs. These characteristics are perpetuated in gang activities today and warrant closer examination.

Codes of Silence

"A Hell's Angel is an honor society, man. We live by some of the strictest rules going and if you break one, you might not have the chance to break another."²⁰ Attributed to a Hell's Angel member, this quotation describes the rules by which outlaws live.

A Hell's Angel member, turned Government witness, provided evidence of a code of silence by describing the killing of two probationary members over the mere suggestion that one was a police informer.²¹ A Pagan gang member gave similar testimony. "I just killed a snitch," Boyd announced as he returned to the party. "Is there any more?" As a Pagan prospect, Boyd had demonstrated his loyalty to the club."²²

Because of a strictly enforced code, there are few discussions with outsiders about gang-related criminal activities. The code appears to be imposed upon nonmembers as well. Witness intimidation by gang members, both directly and indirectly, is an extension of this code and a problem officers frequently face in gang cases. The Margo Compton case is an example of what happened to one person who testified against Hell's Angels. Not only was she slain, following her court disclosure about a club member's involvement in drugs and prostitution, but also killed were her 6-year-old twin daughters and the 19-year-old son of her boyfriend.²³

Motorcycle gang members' efforts at intimidation have also made police officers the target of gang violence. Police in New York arrested a gang member with a bomb, a revolver, and ammunition who said he wanted to blow up the police station.²⁴ A detective from Solano County, Calif. was crippled by a bomb blast in 1977 during his investigation of the Hell's Angels.²⁵ In Maryland, a deputy sheriff was shot and killed when he interrupted a Pagan gang member and an associate in a burglary.²⁶ In Garden Grove, Calif., a Hessian gang member shot his way out of a bar, killing one policeman and wounding four others.²⁷ In Portland, Oreg., an officer was killed in a raid on the Outsiders motorcycle gang headquarters.²⁸ These incidents, only a few of many, testify to officers' personal concern about working gang cases.²⁹

Mobility

The high degree of mobility of outlaw gangs is a hinderance to police agencies attempting to keep track of

and sort out the complex criminal connections among gangs and gang members. Outlaw rallies and funerals are attended by gang members from various parts of the country, making it difficult to identify individuals of police interest. These gatherings also provide opportunities for gang members to extend their criminal, as well as their social, networks.³⁰

The connections between members of diverse gangs are being used to perpetuate and extend the flow of contraband and to further other criminal activity. The mobility of many individuals connected with motorcycle gangs is well-documented in police files. In fact, some gangs have formed chapters, called nomads, where members do not belong to clubs based in a specific city but are members of a chapter of transients.

Security Networks

The extensive security precautions used by gang members also hinder law enforcement efforts. Police have discovered radio scanners in members' possession, and gang members and probates have been observed conducting surveillance of police officers and local prosecutors. Instances of attempted infiltration of Government and law enforcement agencies by gang members and associates have also been reported.³¹ There are also reports of occasional gang efforts to obtain information from law enforcement agency employees.

Criminal Enterprises

With an increasing level of criminal competence, gangs are committing more sophisticated crimes. The FBI and police departments throughout the United States are becoming more involved in investigations of outlaw gang members. In Indianapolis, Ind., police reported that gangs were "solidifying their ranks to form a national criminal network."³² Reports of gang infiltration into legitimate businesses in the

South and West are being linked with an enormous increase in vice activities.³³ In North Carolina, gangs are being referred to as "the new mafia," a result of the movement of some members into drugs and prostitution connected with businesses such as "photo and art studios and dating services."³⁴ In various parts of the country, authorities have identified gang-dominated crime networks, including millions of dollars of narcotics, stolen property, firearms, and explosives, as well as the harboring of fugitives.³⁵ Reports have also surfaced indicating gang members have now graduated to "murder-for-hire" enterprises.³⁶

The categories of gang problems law enforcement authorities face are numerous, and the nature and diversity of criminal enterprises associated with

"With an increasing level of criminal competence, gangs are committing more sophisticated crimes."

gang members are beginning to tax law enforcement resources. It is increasingly important, therefore, that law enforcement officials understand the behavior and characteristics unique to motorcycle gangs. The conclusion of this article will provide the reader with a sociopsychological profile of outlaw motorcyclists.

FBI

(Continued next month)

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END