

U.S. Department of Justice

Criminal Division

Office of Enforcement Operations

Washington, D.C. 20530

AUG 1 7 2011

CRM 201100515F

Mr. Mike McGraw The Kansas City Star 1729 Grand Boulevard Kansas City, Missouri 64108

Dear Mr. McGraw:

This letter responds to your July 25, 2011, Freedom of Information Act (FOIA) request to the Department of Justice (DOJ) Criminal Division. Your request seeks "the entire investigative report authored by John Cox of the DOJ's Criminal Division and Pam McCabe of the Office of Inspector General into the 1995-1997 prosecution of five defendants convicted in a 1988 explosion in Kansas City that killed six firefighters."

We conducted a search of the appropriate indices to Criminal Division records and located one file that is responsive to your request. We have enclosed the <u>20</u> page report. Please be advised that we are withholding portions of the records pursuant to following FOIA exemptions set forth in 5 U.S.C. § 552(b):

- (6) which permits the withholding of personnel and medical files and similar files the disclosure of which would constitute a clearly unwarranted invasion of personal privacy;
- (7) which permits the withholding of records or information compiled for law enforcement purposes, but only to the extent that the production of such law enforcement records or information . . .
 - (C) could reasonably be expected to constitute an unwarranted invasion of personal privacy.
 - (D) could reasonably be expected to disclose the identity of a confidential source, including a State, local, or foreign agency or authority or any private institution which furnished information on a confidential basis, and, in the case of a record or information compiled by criminal law enforcement authority in the

course of a criminal investigation or by an agency conducting a lawful national security intelligence investigation, information furnished by a confidential source;

The individuals, whose names and personally identifying information have been withheld, have a substantial privacy interest in the fact that they participated in the Department's review of the trial, <u>United States v. Sheppard et.al.</u> (The Kansas City Firefighters Case) that outweighs the public interest in knowing who the Department interviewed. We segregated non-identifying information, and released the conclusions of the Department's review team to further the public interest in knowing the results of the review.

You have a right to an administrative appeal of this partial denial of your request. Your appeal should be addressed to: The Office of Information Policy, United States Department of Justice, 1425 New York Ave., NW, Suite 11050, Washington, DC 20530-0001. Both the envelope and the letter should be clearly marked with the legend "FOIA Appeal." Department regulations provide that such appeals must be received by the Office of Information Policy within sixty days (60) of the date of this letter. 28 C.F.R. § 16.9 (2010). If you exercise this right and your appeal is denied, you also have the right to seek judicial review of this action in the federal judicial district (1) in which you reside, (2) in which you have your principal place of business, (3) in which the records denied are located, or (4) for the District of Columbia. If you elect to file an appeal, please include in your letter to the Office of Information Policy, the Criminal Division file number that appears above your name in this letter.

Sincerely,

Rena Y. Kim, Chief

Freedom of Information/Privacy Act Unit

Office of Enforcement Operations

Criminal Division



U.S. Department of Justice

Criminal Division

Washington, D.C. 20530

July 8, 2011

MEMORANDUM

TO:

Lanny A. Breuer

Assistant Attorney General

THROUGH:

Jason M. Weinsteil

Deputy Assistant Attorney General

FROM:

P. Kevin Carwile XC

Chief, Capital Case Unit (former Chief, Gang Unit)

James Trusty

Acting Chief, Organized Crime and Gang Section

John F. Cox III

Trial Attorney Organized Crime and Gang Section

SUBJECT:

Review of Kansas City Star Allegations Regarding the Prosecution of

United States v. Sheppard, et al. (The Kansas City Firefighters Case)

Summary

On November 29, 1988, one or more arsonists set fire to a truck and to a construction trailer parked at a highway construction site in Kansas City, Missouri. One fire was set in a small pickup truck belonging to Deborah Riggs, a security guard at the construction site. A second fire engulfed a storage trailer and an adjoining pickup parked hundreds of yards away over the ridge of a large hill. Trial Transcript ("Tr.") at 445, 469-74, 2259, 3047-48, 3054-55. The storage trailer contained volatile chemicals. As a team of firefighters tried to extinguish the trailer flames, the trailer exploded, killing all six responders.

In 1996, in <u>United States v. Sheppard</u>, et al., five defendants – Darlene Edwards, Richard Brown, Earl "Skip" Sheppard, his brother George "Frank" Sheppard (hereinafter "Frank Sheppard"), and their nephew Bryan Sheppard – were indicted in the United States District Court for the Western District of Missouri on federal arson charges concerning the incident. Tr. 3979-80. Trial began on January 13, 1997. Guilty verdicts for all defendants were returned on February 26, 1997. Each defendant was sentenced to life imprisonment. Tr. 3936, 4064-65.

¹ Earl Sheppard died of cancer July 25, 2009, at a federal correction center in Butner, North Carolina.

Beginning in 2007 and continuing through 2009, the Kansas City Star (the "Star") published a series of investigative articles alleging government misconduct in the Sheppard case. Based on interviews conducted by a Star reporter, the articles asserted that several government witnesses lied at trial, that government representatives used coercive tactics for the purpose of seeking to fabricate inculpatory evidence or to dissuade witnesses from testifying about exculpatory evidence, and that suppressed and/or newly-discovered evidence indicated that persons other than the convicted defendants carried out the arson.

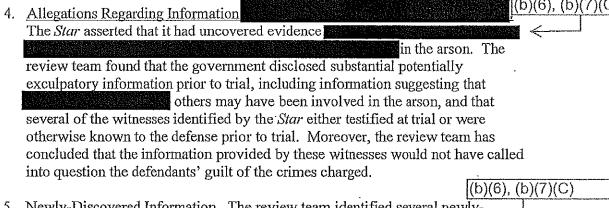
In July 2008, the United States Attorney for the Western District of Missouri asked the Department of Justice to review the *Star* allegations, so as to avoid any appearance of partiality. The Office of the Deputy Attorney General assigned the Criminal Division to conduct the review.

The Criminal Division's review of the prosecution focused on whether the allegations raised in the *Star* are supported by evidence. The review was not, and was not intended to be, a re-investigation of the arsons. Rather, the review was intended to address the *Star*'s assertions that the defendants may have legitimate claims of actual innocence.² Based on the information obtained during its review, the review team did not find any credible support for the *Star*'s allegations. Specifically, the review team found the following:

- 1. <u>Alleged False Trial Testimony</u>. The *Star* identified five trial witnesses who allegedly admitted giving false trial testimony due to coercion by the government. Two of those witnesses agreed to speak to the review team. Both stated that their trial testimony was truthful.
 - 2. Alleged Undue Pressure or Coercion. The Star identified numerous individuals who did not testify at trial, but who contended that the government engaged in coercive tactics to persuade them to inculpate the defendants or to dissuade them from exculpating the defendants. The review team interviewed each of the individuals it could locate and who would consent to an interview, as well as numerous law enforcement officers involved in the case. The review team has concluded that the government did not engage in conduct intended to improperly coerce those individuals to inculpate the defendants or to dissuade them from exculpating the defendants, and that the individuals either possessed no relevant information or, in those instances in which they did, the Sheppard defense team had the information prior to trial.

² <u>See Bousley v. United States</u>, 523 U.S. 614, 623 (1998) ("actual innocence' means factual innocence, not mere legal insufficiency."). A defendant bears the burden of establishing "actual innocence" on collateral review — the government can rebut the defendant's showing "by presenting any admissible evidence" of guilt, even if it was not used in the criminal trial or plea proceeding. <u>Id.</u> at 623-24.

3. Allegedly Withheld Exculpatory Information. The Star asserted that the government suppressed exculpatory evidence provided by four individuals. The review team has concluded that the information from one of these individuals was disclosed in discovery, while information from the other three appears not to have been included among the voluminous amounts of potentially exculpatory material produced by the government in this case. The review team has concluded that the information that appears not to have been previously provided would not have called into question the defendants' guilt of the crimes charged.



5. Newly-Discovered Information. The review team identified several newly-developed pieces of information, not previously known to the prosecution, that suggests that may have been involved in the arsons in addition to — and not to the exclusion of — the defendants. The review team has concluded that this newly-developed information would not have called into question the defendants' guilt of the crimes charged.

Background

I. The Arson

At approximately 3:30 a.m. on November 29, 1988, a pickup truck and a construction trailer burned on opposite sides of a highway expansion construction site in southeast Kansas City. Tr. 398. One fire was set in a small pickup truck belonging to Deborah Riggs, a security guard at the construction site. <u>Id.</u> A second fire engulfed a construction trailer and an adjoining pickup truck parked hundreds of yards away over the ridge of a large hill. Tr. 445, 469-74, 2259, 3047-48, 3054-55. That trailer contained approximately 25,000 pounds of a volatile mixture of ammonium nitrate and fuel oil ("ANFO") used for blasting rock during the highway construction. Tr. 356. The pickup belonged to the Mountain Plains Construction Company, the construction company responsible for blasting at the site. Tr. 1767-68, 1773-74, 1787.

Responding firefighters successfully extinguished the fire in Riggs' pickup, and then moved their pump equipment over the hill to the construction trailer and second truck. Tr. 471-72. The firefighters moved the second truck away from the ANFO-filled trailer. Tr. 476. As the responders began trying to douse the trailer flames, the trailer unexpectedly exploded with massive concussive force. Tr. 478-79. All six firefighters in the vicinity were immediately killed, and one of their fire trucks, parked next to the trailer, was disintegrated. Tr. 357. 482, 923, 2898. Approximately forty minutes later, yet another ANFO-filled trailer, which had been ignited by the first trailer fire/explosion, also exploded, in an even larger blast heard miles away. Tr. 404-05, 482, 918, 1634.

II. The Investigations and Charges

Separate state and federal investigations followed. Tr. 363, 383-84. The state investigation focused on several individuals with criminal histories who resided in the area, including Bryan Sheppard, who lived in a neighborhood near the construction site. <u>Id.</u> This effort was abandoned after a jailhouse informant who had implicated Sheppard was found to have fabricated his information and several other witnesses refused to testify after being housed with Sheppard in prison. Tr. 3294. Meanwhile, the initial federal investigation, which focused on potential involvement of organized crime in the arson pertaining to labor unrest, became dormant.

In 1994, the federal investigation was revived when a task force led by the agency then known as the Bureau of Alcohol, Tobacco and Firearms (ATF) was formed to look again at this unsolved crime. As part of the revived effort, *Unsolved Mysteries* in 1995 broadcast a reenactment of the crime and announced a \$50,000 reward. Ultimately, the renewed federal investigation led to the identification of dozens of individuals who had heard one or more of the five defendants make admissions about their involvement in the arson. The investigation also resulted in defendant Darlene Edwards making a recorded confession to law enforcement that she, Bryan Sheppard and Richard Brown had driven together to the construction site on the night of the arson.

In June 1996, a federal grand jury returned an indictment against the defendants, charging them with arson, in violation of 18 U.S.C. §§ 844(i) and 2.

III. Pre-Trial Disclosures

Prior to the trial, the government produced voluminous discovery, including hundreds of pages of potentially exculpatory information. Tr. at 502. Among the documents produced to the defendants were reports of interviews of individuals who implicated

(b)(6), (b)(7)(C)

and other reports suggesting that

committed the arson.

IV. The Trial

In January 1997, a seven-week trial commenced against all five defendants. The prosecution's evidence was entirely circumstantial. There were no eyewitnesses or physical evidence linking the defendants to the fire that caused the explosion. Tr. 3872, 3900, 3915. Testimony about the motive for the arson varied among witnesses, but the basic theme was that the defendants had set the fires to divert security guards at the site and/or to cover up evidence of their planned theft of items from the construction site. Tr. 354. The government called 80 witnesses, 59 of whom testified to having heard one or more of the defendants admit their guilt. For each defendant, there were at least half a dozen witnesses, and in some cases more than a dozen witnesses, who testified to admissions by that defendant.

The government's evidence against Darlene Edwards included her taped confession to investigators in 1995

(b)(6), (b)(7)(C)

 3 – buttressed by her post-arson admissions to three inmates, as well as testimony by her daughter Becky Edwards that she heard her mother and the four other defendants planning to rob the construction site during the week before the arson. As the Eighth Circuit observed, fifteen witnesses testified to admissions by Richard Brown. This testimony included recollections that Brown "went down there to steal and on the way down there they were out of gas and had to get some gas"; that Brown became angry when trying to get into the trailer and lit a fire with gas; and that they set a pickup truck and then a trailer on fire. United States v. Edwards, 159 F.3d 1117, 1122-23 (8th Cir. 1998). Seven witnesses testified to admissions by Earl Sheppard, for example, that he and others had been at the site to steal; that "they were stealing tools from the construction site"; that they "set fire to cover up the stuff they had taken"; and that the "gas came from the Quik Trip station on 71 Highway." Id. Thirteen witnesses testified that Bryan Sheppard said, for example, that "they went to steal batteries and they set the fire to cover their tracks and they saw two security guards and they ran," and that "he set a fire as a diversion to go steal some explosives." Id. Moreover, one witness overheard Bryan Sheppard say to Frank Sheppard, "I'm not like you and the other guys. I can't live with myself because of the death of them firemen, and it's eating me up." Finally, twelve witnesses testified that Frank Sheppard said, for example, that "the fire was set as a diversion and that they didn't know explosives were in the dump truck"; that "someone had drove him and someone else to get some gas that they had used to start the fire"; and that "they were down there trying to get

³ Pursuant to <u>Bruton</u>, Edwards' confession was redacted to eliminate the two codefendants' names. Tr. 2129.

into the trucks and they weren't able to get anything and decided to pour gasoline on them and get them on fire." Id.

The government argued that the large number of post-event admissions should be believed because "you don't tell people you cause[d] six men to die unless you did it." Tr. at 3769. Numerous witnesses also testified to various other inculpatory facts, including seeing the defendants congregated together in various groups shortly before and after the explosions, and seeing Bryan Sheppard several hours after the explosions smelling of gasoline and smoke and appearing to have several abrasions. Tr. 2946, 3042.

The defense called 16 witnesses at trial, including alibi witnesses and two local detectives who impeached some government witnesses by recounting that during the initial local investigation, those witnesses had denied knowing who carried out the arson.

The jury returned a guilty verdict as to each defendant. Tr. 3980. On appeal, the defendants' convictions and sentences were affirmed. See Edwards, 159 F.3d 1117. Petitions for rehearing and rehearing en banc were denied in December 1998, and a petition for certiorari was denied in October 1999. The defendants subsequently filed collateral attacks on their convictions, all of which were dismissed and as to which certificates of appealability were denied. In their petitions, the defendants alleged, among other things, that newly-discovered evidence in the form of an

(b)(6),(b)(7)(C)

The court rejected the defendants' claim because the government established that it had disclosed this information to each defendant's lawyer prior to trial.

٧. The Star Articles

(b)(6), (b)(7)(C)

In a series of articles beginning in 2007 and continuing through 2009, the Star reported that civilian witnesses connected to the investigation had been pressured by law enforcement to provide false testimony, that others had in fact lied, and that new evidence showed that not the defendants, set the fire that led to the fatal blast.

VI. The Criminal Division Review

In July 2008, the United States Attorney for the Western District of Missouri asked the Department of Justice to investigate the Star allegations, so as to avoid any appearance of partiality. The Office of the Deputy Attorney General assigned the Criminal Division, which assembled a team comprised of a Criminal Division prosecutor and a Special Agent from the Department of Justice Office of Inspector General. A Special Agent from the ATF was assigned to act as a liaison with ATF, providing assistance in obtaining relevant reports and other information. From 2008 to 2011, the team conducted an extensive investigation, interviewing individuals identified in the Star articles, numerous other civilians and law enforcement officers, In addition, the team secured the files of the assigned AUSA.

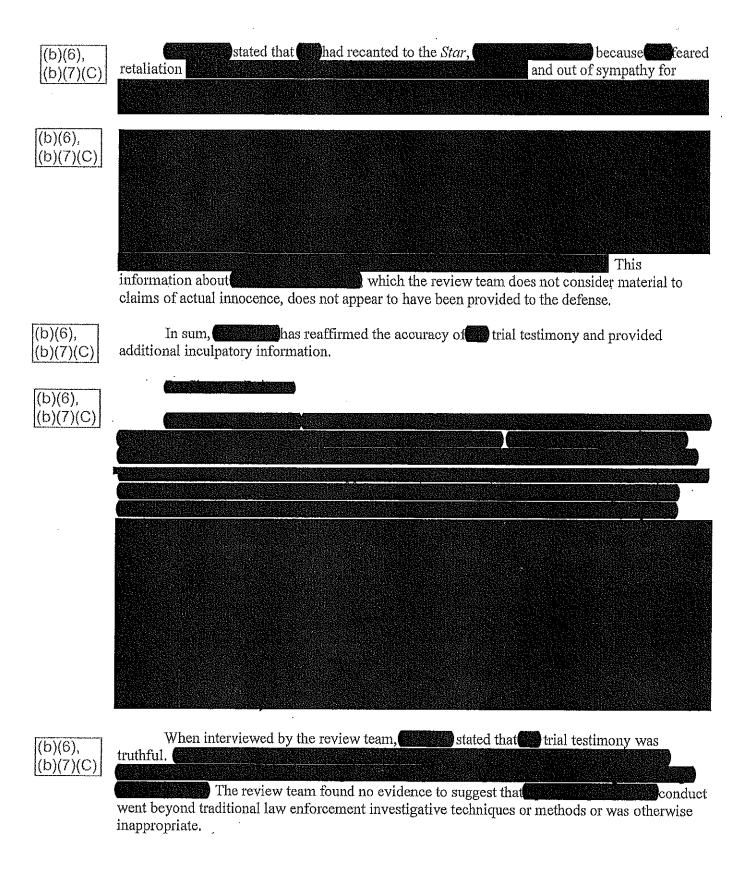
(b)(6)(b)(7)(C)

Paul Becker, and reviewed those materials along with the 4,000 page trial transcript. The review

team also reviewed post-trial affidavits by several individuals who either recanted their trial testimony or asserted that they had other information regarding the arson.

<u>Analysis</u>

(b)(6), (b)(7)(C)	Set forth below is the review team's analysis, divided into five sections: (1) alleged false trial testimony; (2) alleged undue pressure or coercion; (3) allegedly withheld exculpatory evidence; (4) alleged (5) newly-discovered information. As described below, based on the information obtained during its review, the review team found no credible support for the <i>Star</i> 's allegations that witnesses had recanted, given false testimony or were subjected to undue pressure, and found no evidence that would have called into question the defendants' guilt of the crimes charged.
•	I. Alleged False Trial Testimony
(b)(6), (b)(7)(C)	The Star identified five trial witnesses who allegedly falsely implicated the defendants: Joe Denyer, Becky Edwards, Carie Neighbors, Shannon Reimers, and Jerry Rooks. Two of these individuals were located and agreed to be interviewed. Notwithstanding the reporting in the Star, both of these witnesses confirmed that they had testified truthfully.
(b)(6),	
(b)(7)(C)	
	During interview with the review team, stated that trial testimony was
(b)(6), (b)(7)(C)	true. also disclosed several previously-unreported facts implicating Bryan Sheppard and Richard Brown in the charged crime.
	⁴ As to the remaining witnesses,
(b)(6), (b)(7)(C)	



II. Alleged Undue Pressure or Coercion

(b)(6),

(b)(6), (b)(7)(C)

(b)(7)(C)

The Star reported that the government, and in particular Special Agent True, attempted to coerce numerous individuals who did not testify at trial, allegedly for the purpose of persuading them falsely to implicate the defendants or to dissuade them from exculpating the defendants. In addition to defendant Darlene Edwards and

— Joe Denyer, Becky Edwards, Carie Neighbors, Shannon Reimers, and Jerry Rooks — and a sixth, Ella Hutton,

— the Star identified the following 12 other individuals — none of whom testified at trial — as allegedly having been pressured in this manner: Allen Bethard, Jack Clark, Dixie Cloughley, Dave Dawson, Michael DeMaggio, Johnny Driver, Ronnie Edwards, Buster Hower, Chuck Jennings,

Summers. The review team interviewed 8 of these 12 individuals, namely:

5 The team also interviewed numerous current or former law enforcement officers who had worked at various times on the investigation — all of whom reported that neither Special Agent True nor AUSA Becker placed undue pressure on witnesses or otherwise strayed from the bounds of professional conduct during the investigation and prosecution.

The review team found no credible instance of undue pressure by law enforcement officials to have any witnesses alter their factual accounts or otherwise testify falsely. Moreover, several of the individuals identified by the *Star* as having been coerced denied any such coercion. Additionally, most of the individuals interviewed who claimed to have been coerced either possessed no relevant information or possessed potentially relevant information that was known or available to the <u>Sheppard</u> defense team prior to trial.

did not testify at trial.

advised the review team that

stated that believed Bryan Sheppard was innocent, but did not suggest had any information supporting this.

(b)(6),
(b)(7)(C)

leclined to be interviewed. Despite indicating a willingness to be interviewed,
answer or return repeated calls seeking an interview.
was not located despite a diligent search.

(b)(6),		
(b)(7)(C)		did not testify at trial.
	When interviewed by the review team,	stated that,
	Based on a number of factors, including	demeanor during interview and claims
	of having been claims of inappropriate law enforce	ement pressure or conduct not to be credible.
(b)(6),		
(b)(7)(C)		
		did not testify at trial. When
	interviewed by the review team, st	ated that had no information concerning the
	The review team does no	ot credit account of the events. In any
	event, did not testify at trial.	
(b)(6), (b)(7)(C)		
(0)(1)(0)		did not testify at trial.
		During interview,
(b)(6), (b)(7)(C)	⁷ Records indicate that	and
` ' ' ' '	interviewed o	The state of the s

(b)(6), (b)(7)(C)	told the review team, in substance, that
•	told the review team that
	story -
	the review team's view, credible.
(b)(6), (b)(7)(C)	did not testify at trial.
	told the review team that
	Sometime thereafter,
	belief that was being intimidated was therefore based on nothing more than own speculation, and the review team therefore does not credit it.
(b)(6), (b)(7)(C)	1' 1
	not testify at trial.
	told the review team that,
•	

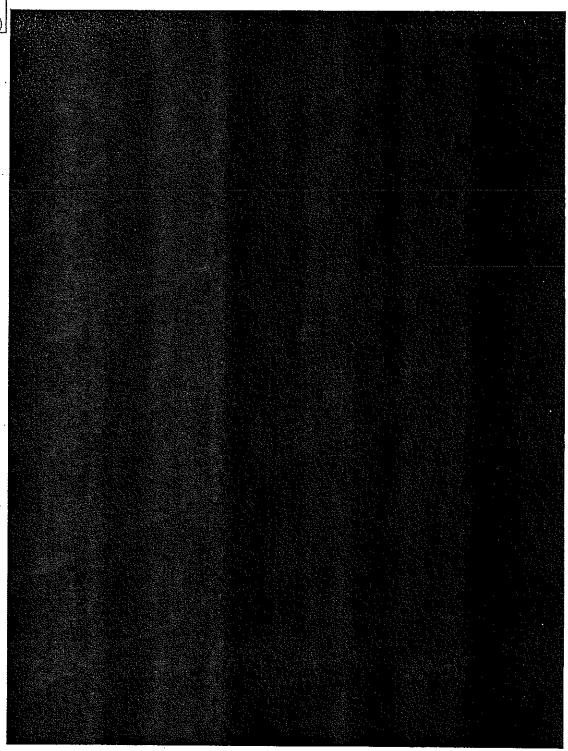
(b)(6), (b)(7)(C)	addition, even assuming arguendo that had made such statements to trial testimony would have had, given that denied having any knowledge of the arson.
(b)(6), (b)(7)(C)	did not testify at trial. told the review team that informed the <i>Star</i> reporter that no one pressured to provide incriminating information against the defendants or to change account.
(b)(6), (b)(7)(C)	did not testify at trial. told the review team that
	stated, however, that the law enforcement officer interviewing acted professionally and did not threaten in any way, and did not in fact falsely implicate the defendants.
(b)(6), (b)(7)(C)	believed, based on the reporting in the Star, that However, when the review team interviewed had no recollection of Documents do indicate that a Kansas City Police Department detective had been seeking to interview but there is no record of an interview having occurred.
	I. <u>Conclusion</u>
(b)(6), (b)(7)(C)	In sum, of the foregoing eight individuals identified by the <i>Star</i> as having been coerced, one————————————————————————————————————
(b)(6), (b)(7)(C)	coercion————————————————————————————————————

Moreover, most of these individuals either had no information about the arson, provided mation implicating the defendants in response to the alleged coercion, or provided tion that was available to the defense. Only claimed that law ment manufactured their statements implicating one or more of the defendants, but for the set forth above, the review team found their claims not to be credible. Allegedly Withheld Exculpatory Information The Star reported that the government may have ignored or suppressed information le to the defense provided by the following individuals: Debra Cearley, Ella Hutton, and Patti Smith. Having interviewed these individuals, the review team cluded that the information provided by t appear to have been produced prior to trial, while the information provided by vas provided to the defense prior to trial. The review team concluded that none of this tion would have called into question the defendants' guilt of the crimes charged.⁸ ⁸ The Star also reported that John Barchers – a government witness who testified at trial 1g admissions made by Frank Sheppard and Earl Sheppard about their involvement, along cplosions - had assisted federal investigators by wearing a recording device in an ssful attempt to record incriminating statements. The Star reported that transcripts of the ations, which Barchers said contained no admissions, were not provided to the defense. iew team located three tapes in Barchers' ATF file, which appear to be conversations 1 Barchers and The review team was unable to ne whether the tapes and/or transcripts were provided to the defense, and the review team ible to interview Barchers before his death in November 2008. However, the review d determine that a written statement made by Barchers recounting (1) admissions made k Sheppard, Earl Sheppard, and and (2) statements by

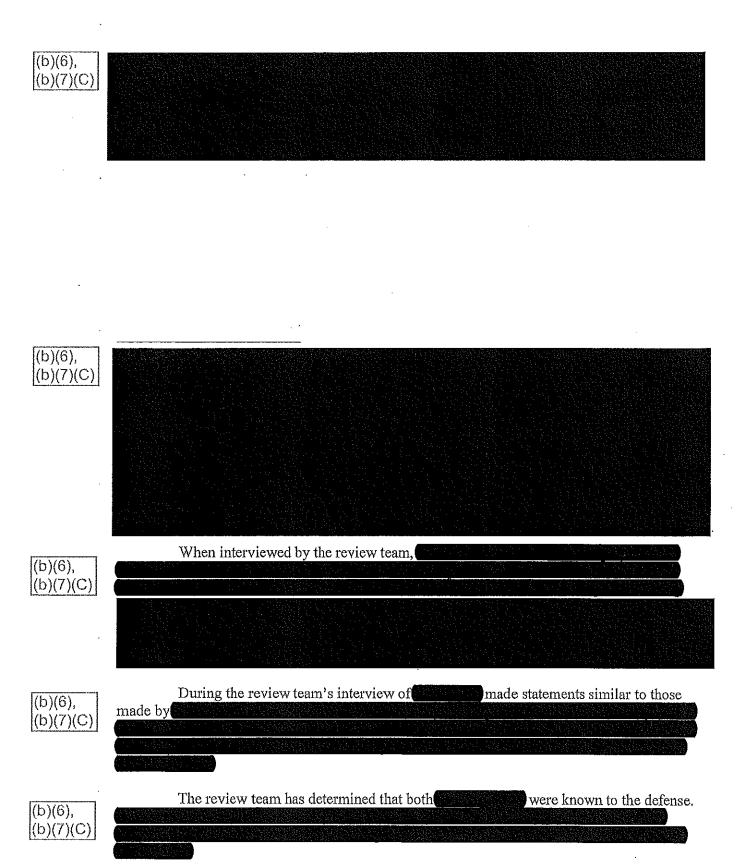
's grand jury testimony, were provided in discovery.

ct that she thought Frank and Earl had something to do with the explosion, as well as

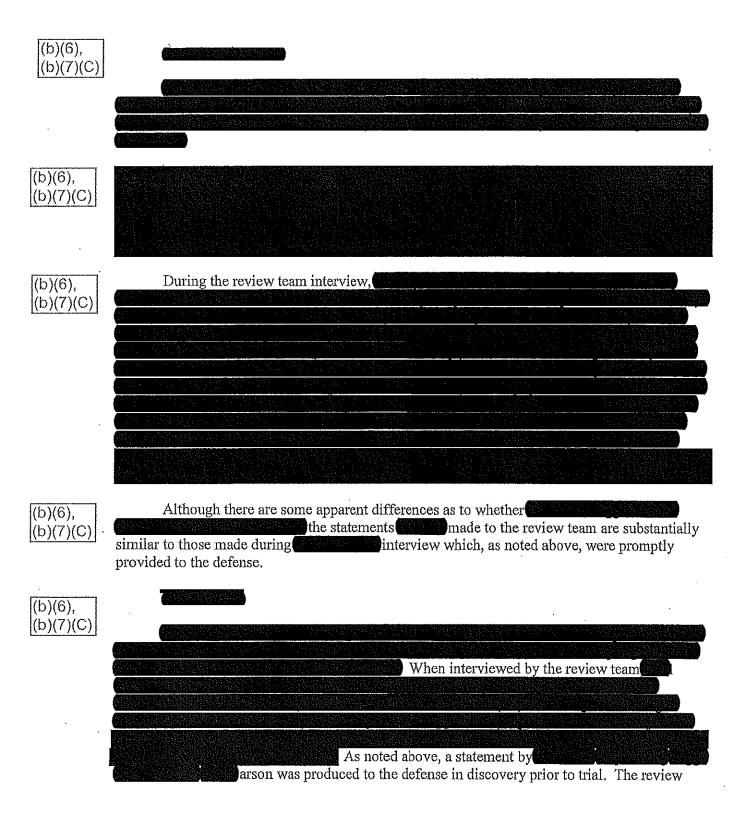




(b)(6), (b)(7)(C)



	·
(b)(6), (b)(7)(C)	IV. Allegations Regarding Information
	In its reports, the Star identified information from a number of witnesses
	The review team interviewed etained counsel and declined to be interviewed; did not return calls seeking an interview. However, substantial potentially exculpatory material was disclosed prior to trial, including information from and others suggesting that Moreover, several of the witnesses identified by the <i>Star</i> either testified at trial or were otherwise known to the defense prior to trial. In any event, the review team has concluded, as set forth below, that the information provided by these witnesses would not have called into question the defendants' guilt of the crimes charged.
(b)(6), (b)(7)(C)	
	During the review team interview,
	10 years with the control of the con
	This information, which was not previously known to the prosecution, was consistent with other information produced to the defense prior to trial that suggested that
	that suggested that
[7] (0)	10 Saa a a
(b)(6), (b)(7)(C)	See, e.g.,
	see also
	In addition, the government
(b)(7)(D)	
t	



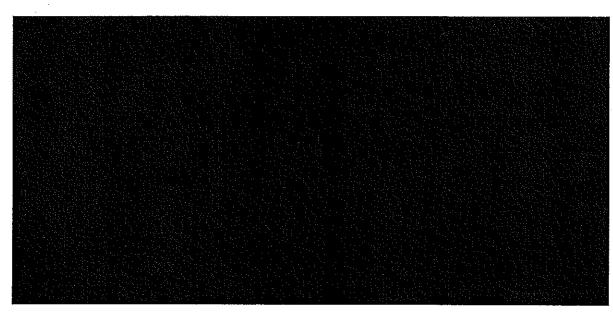
(b)(6), (b)(7)(C)

team found that statements to the review team are substantially similar to prior statement that was provided in discovery. 11

V. <u>Newly-Developed Information</u>

(b)(6), (b)(7)(C) During its review, the review team identified several newly-developed pieces of information that were not previously known to the prosecution. Significantly, this newly-developed information suggests that may have been involved in the arsons in addition to – and not to the exclusion of – the defendants. The review team has concluded that this newly-developed information would not have called into question the defendants' guilt of the crimes charged.

(b)(6), (b)(7)(C)



(b)(6), (b)(7)(C) The review team does not credit claim, given and given that none of the many other civilian and law enforcement witnesses (and non-witnesses) the review team interviewed suggested that comported on any occasion in such a manner.

(b)(6), (b)(7)(C) 12 Although this information does not appear to have been provided by to law enforcement prior to the review team's interview, the defense appears to have been aware of this information during the trial and made reference to it



During review team interview,

VI. Conclusion

Based on its inquiry, the review team found no credible evidence to support the *Star*'s allegations and no evidence that would have called into question the defendants' guilt of the crimes charged.