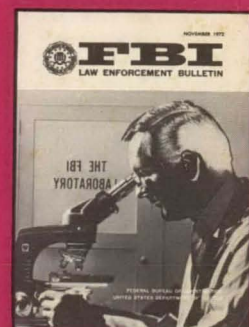
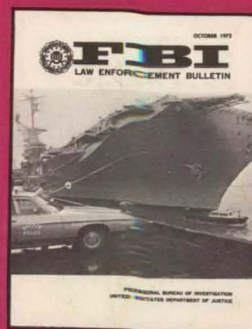
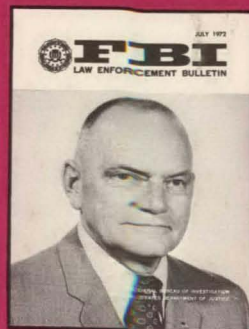
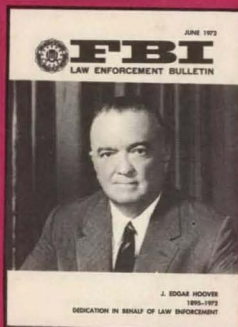
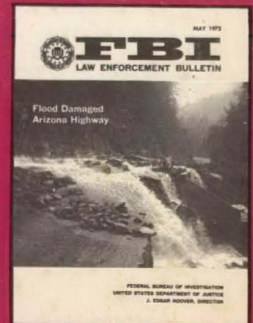
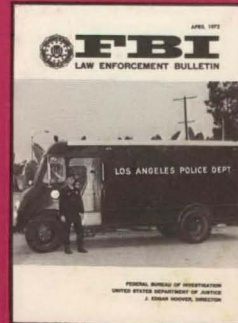
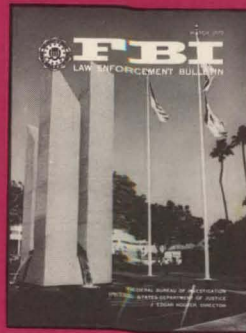
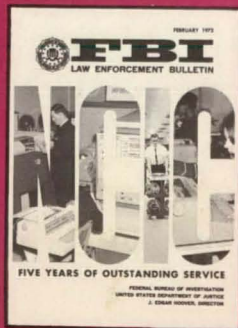
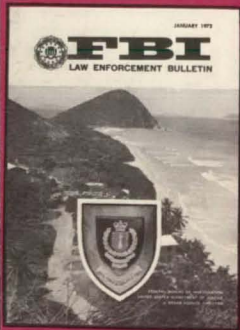




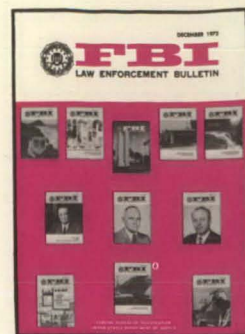
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LAW ENFORCEMENT BULLETIN



DECEMBER 1972

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THE COVER—1972 in review. See Index beginning on page 28.

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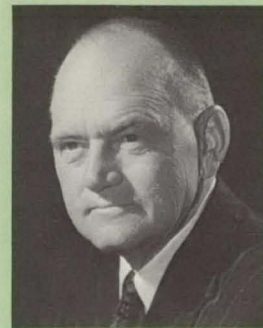
CONTENTS

<i>Message From the Acting Director</i>	1
<i>Team Policing—Four Years Later</i> , by Lourn G. Phelps, Chief of Police, and Sgt. Lorne Harmon, Police Department, Richmond, Calif	2
<i>A Secure Facility for High-Value Air cargo</i> , by Robert M. Murphy, Vice President, Courier 1 Services, Division of Purolator Security, Inc., Lake Success, N.Y.	6
<i>Recipe for Respect: The Policeman's Role</i> , by Hon. Cecil A. Partee, Illinois State Senator, Springfield, Ill	12
<i>Mobile Firing Range</i>	15
<i>Duty and Honor: Dedication and Graduation Day at Quantico</i>	16
<i>Versatile Instruction</i> , by Charles R. Skillen, Director, Montana Law Enforcement Academy, Bozeman, Mont	21
<i>The Bondsman's Right to Arrest</i> , by Insp. Charles A. Donelan, Federal Bureau of Investigation, Washington, D.C. (Part I)	25
<i>Index to Articles Published During 1972</i>	28
<i>Can You Identify This Hijacker?</i>	32

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MESSAGE FROM THE ACTING DIRECTOR . . .

. . . To All Law Enforcement Officials



TERRORISM, FROM WHATEVER SOURCE or for whatever reason, is a pitiless and inhuman act. Bred from fanatic fear and blinded by hatred, it reveals man in his most evil nature.

It is a tribute to man and fortunate for society that terrorism has not attracted more advocates throughout history. That it exists at all, however, is an ugly reminder of man's imperfections. Moreover, it is stark evidence of how passions unrestrained by reason can defile civilization's essential asset, the rule of law.

The shocking brutality of recent terroristic acts conducted on a global scale was focused for many to witness through the gripping television coverage last September of the XX Olympiad. The senseless drama which claimed the lives of athletes there awakened people everywhere to the horror of terrorism.

Expressing the outrage shared in many capitals throughout the world, the Congress of the United States swiftly adopted a resolution sternly condemning "... any people or any nation giving sanctuary, support, sympathy, aid, or comfort to acts of murder and barbarism such as those at Munich."

The President responded to the challenge of these events by creating a Cabinet-level committee within the executive branch to combat terrorism. As a member of that committee, I have

most carefully examined the FBI's responsibilities to insure that every precaution is taken in our investigations in order to expose terrorists and their plans.

Our first line of defense against lawlessness of all degrees is—as it always has been—the alertness and decisiveness of the thousands of dedicated local and State law enforcement agencies across our land. The energy and devotion they display in fulfilling their manifold duties are the best means of detecting and deterring terrorists in our midst. You may be sure that in matters outside FBI jurisdiction we will extend to our brother law enforcement agencies at all levels every assistance within our authority in the intensified effort to bring prompt apprehension and certain punishment to any engaging in terroristic acts.

Terrorism is by no means a solely foreign menace. Sadly, our country has had its share of those who practice this loathsome art. The nationwide awareness must concern itself with terrorists of every persuasion and from every quarter. We cannot afford to do less, for they challenge the very heart of law enforcement duty—protection of the community.

When terrorism succeeds, society loses more than lives or ransoms—it loses respect for itself and confidence in its law enforcement sentinels.

A handwritten signature in dark ink, appearing to read "Pat Gray". The signature is fluid and cursive, with a large, stylized "P" and "G".

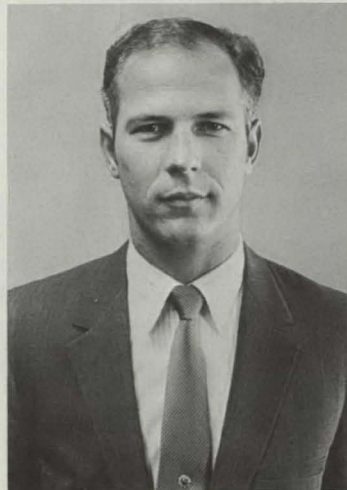
L. PATRICK GRAY, III
Acting Director

By
LOURN G. PHELPS
Chief of Police



and

SGT. LORNE HARMON
Police Department,
Richmond, Calif.



TEAM POLICING— FOUR YEARS LATER

In June 1968, the Richmond, Calif., Police Department, with a complement of 167 sworn personnel, changed from the traditional "watch" system of patrol to a new concept called "Team Policing."¹⁻² Although team policing was instituted in Aberdeen, Scotland, in 1947 and Salford, England, in 1950, no U.S. police department had attempted such a program except Tucson, Ariz. Throughout the Nation, many law enforcement agencies are beginning to experiment with, or are considering, some form of team policing.

In view of this interest, it would seem particularly valuable to examine the results of 4 years of team policing in Richmond.

It is important to note that the term team policing is used in a variety of contexts and means very different things to different police departments. For example, some people use team policing as a geographic concept, using the term to indicate decentralization and, sometimes, nothing more than the use of precincts. A more appropriate use of this term would be to denote a functional entity—a working team—and this is the meaning of

"There is no doubt that in the new system the deployment of men has been more closely correlated to called-for services. The use of overlapping teams not only has resulted in increased manpower during peak periods of activity, but also . . . the availability of officers on the street during changes of shifts to respond to emergencies."

team policing in this article and for the Richmond Police Department. It must be added that team policing cannot be easily used by departments of less than 30 or 40 men because they simply cannot function as working teams. However, the Pittsburg, Calif., department, with approximately 25 patrol officers and supervisors, recently moved to implement team policing.

Prior to 1968, Richmond, as many other cities, was experiencing a spiraling crime rate without a commensurate increase in personnel. The public was demanding more and better police services. A change was obviously necessary to satisfy the demands and workloads placed on police. Although Richmond patrol personnel had been deployed proportionately since 1960, it was felt we could improve deployment effectiveness by creating teams.

After compiling statistical data on the traditional three-watch system of manpower deployment, an obvious deficiency was noted: During certain periods of the day, not enough officers were available to handle the workload, and during slack periods officers were not being used to maximum efficiency. Another more serious problem with the traditional method of patrol was that the supervision of patrolmen was done by more than one sergeant, and the sergeant's span of control varied from 10 to 25 men, depending on days off, sick leave, relief lieutenant obligations, and so forth. Thus, it was necessary to change the method of patrol to satisfy the demands of the community and to

reduce span of control and enforce the "unity of command" concept.

After much research, the team system concept was decided upon in an attempt to meet the standards of proper supervision and to attain a better deployment of men during the 24-hour working day. It was determined that the most efficient method of patrol would be gained by the formation of five basic teams to cover the 24-hour working day, two relief teams to work the days off of the five basic teams, and one vacation relief team to cover vacation periods.

As reflected in the table, maximum patrol strength is reached between 1100 and 0300 hours. The minimum number of officers is utilized between 0300 and 1100 hours. Research and statistical data had indicated that Richmond experienced its highest volume of activity between approximately 1100 and 0100 hours. Therefore, the principal objective of the change, the distribution of men in accord with frequency of calls for services, was refined. It was further hoped that other, more subtle, benefits would be derived from the team system. These secondary goals included better morale, closer supervision, esprit de corps, and reduction of specialization.

On March 1, 1972, two teams were added to the aforementioned complement of men. Team 9, consisting of a sergeant and five patrolmen, is scheduled to work from 2400 to 0800, Wednesday through Friday, and 2000 to 0400, Saturday and Sunday; and utilizes Monday and Tuesday as days

off. Team 10, composed of a sergeant and four patrolmen, is scheduled to work from 1600 to 2400, Tuesday through Saturday, with Sunday and Monday as days off.

The responsibilities of these two teams in comparison with the other teams are quite diverse. Assistance is provided to any one of the other eight teams experiencing a shortage of manpower. Both units are assigned to work closely with the Criminal Investigation Division (CID), utilizing the expertise of CID in crime-suppression efforts. Further, quite a lot of the energies of these teams are directed toward selective law enforcement. For example, if the city experiences a rash of robberies in a particular geographical area, one of these teams, after securing the pertinent information from CID, would be assigned to that particular area during the hours of most frequent occurrence. That team would be able to remain on that assignment until the problem was resolved.

Although it is too early to evaluate the effectiveness of this type of enforcement, there are early indications of success, as well as the residual benefit of improved communication with CID.

Evaluation

After almost 4 years of experience with the team system, a reasonable evaluation can be made. It is clear that team policing is a mixed benefit. It solves some traditional problems, but creates some new ones. The emphasis in this article is on articulating the strengths and weaknesses of this new system as compared with the watch system. In general, team policing is seen as a distinct improvement by most Richmond Police Department personnel, although there are a few officers who express a preference for the old system.

HOURS OF DUTY AND DAYS OFF FOR TEAMS

Team	Sunday	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Manpower
1	Day off	0700-1500	0700-1500	0700-1500	0700-1500	0700-1500	Day off	12
2	1100-1900	1100-1900	1100-1900	1100-1900	1100-1900	Day off	Day off	9
3	Day off	Day off	1500-2300	1500-2300	1500-2300	1500-2300	1500-2300	9
4	1900-0300	1900-0300	Day off	Day off	1900-0300	1900-0300	1900-0300	8
5	2300-0700	Day off	Day off	2300-0700	2300-0700	2300-0700	2300-0700	6
6	0700-1500	2300-0700	2300-0700	Day off	Day off	1100-1900	0700-1500	9
7	1500-2300	1500-2300	1900-0300	1900-0300	Day off	Day off	1100-1900	8
8	Vacation relief—any shift							7

Positive Results

• There is no doubt that in the new system the deployment of men has been more closely correlated to called-for services. The use of overlapping teams not only has resulted in increased manpower during peak periods of activity, but also has resolved a problem unique to the watch system: the availability of officers on the street during changes of shifts to respond to emergencies.

In addition, some of the patrolmen's more routine and time-consuming duties (for example, misdemeanor reports, traffic posts, and parking problems) have been assumed by the newly implemented community service officers. The community service officers do not carry weapons and are not expected to make arrests. Teams 1, 2, 3, 4, 6, and 7 are each assigned a community service officer, allowing the patrolmen to concentrate their efforts on preventive patrol and more serious crime.

• Closer and more effective supervision is another major benefit resulting from team policing. This seems to be an unqualified success. As an example, under the traditional three-watch system, two sergeants super-

vised from 10 to 25 men for any given 8-hour period.

Further, vacations, days off, and similar circumstances severely curtailed the amount of time a sergeant was able to be with his men. In comparison, the team system allows a sergeant a shorter span of control with but eight to 12 men. Future plans include a reduction in the teams to five or six subordinates for each supervisor. Each team works 5 days together and has days off at the same

"One of the most important benefits derived from the team system is the increased responsibility each patrolman receives in the handling of a case from its inception to prosecution."

time. This results in a closer relationship between the sergeant and his men. The sergeant also has a better knowledge of the merits and shortcomings of members of his team.

A bonus of this closer supervision is that unity of command is more closely adhered to. A patrolman is aware that he is responsible to a particular sergeant and knows what that

sergeant expects of him. He realizes that the orders he receives will probably not be countermanded by another sergeant. This allows the patrolman to more comfortably carry out his responsibilities.

• With the men working more closely with their sergeants, better communication channels result. The sergeant is better able to assume the role of conciliator and to instill in his men the belief that, within the guidelines and policies of the department, he is trying to represent their interests. This atmosphere, of course, is dependent upon the personality of the sergeant and his ability to communicate with men under his supervision.

• Realizing that specialization sometimes creates more problems than it solves, an objective of the team system is to reduce organizational subunit specialization to a minimum. Formerly, groups of specialists, such as canine officers, evidence technicians, and helicopter pilots, sometimes formed. Because of their specialties, they demanded and often received considerations not afforded other members of the department. Under the new system, such specialists have been distributed within the teams. The result is that the specialist is more dependent upon his fellow team mem-

ber, and his expertise now transfers laterally to fellow officers.

- One of the most important benefits derived from the team system is the increased responsibility each patrolman receives in the handling of a case from its inception to prosecution. In the past the patrolman took only the preliminary report of an incident. Now he is assigned follow-up responsibilities for those same reports, up to and including the signing of a complaint. Although this has not developed to the degree desired, more flexibility is allowed under the team system. Follow-up investigations fit into this concept.

- The team system appears to enhance the possibility that a sergeant may use his influence and personality to beneficially affect the working relationships and habits of the men. Competition between teams is a desired goal, provided it is positive and held within limits. There is definitely a measurable amount of competition at present; however, not to the degree that would be detrimental to the efficiency of the organization.

- Patrol teams have a marked tendency to assume the style and personalities of their sergeants. This is a generally beneficial effect, but is not without occasional problems. A casual, relaxed sergeant will usually have a casual, relaxed team. A team working for an efficient and aggressive sergeant will quickly develop and exhibit those characteristics. A department that is pleased with its patrol sergeants will not find this unduly problematic.

- Training potential is greatly enhanced under the team system. A team is now trained together, with the sergeant, so that every member of the team has the same understanding of how and when to apply the techniques he has learned. Another advantage is that Team 8 can relieve other teams for up to 4 hours per week, and this training time can be facilitated without necessitating overtime.

Negative Results

- An area of concern not yet completely resolved stems from the use of the two relief teams. The problem is caused by the allocation of manpower to the relief teams on the basis of the average strength of the five regular teams. The result is, when a relief team is replacing a team which carries a higher complement of men, it is understaffed; and, when relieving a team with a lower complement of men, it is overstaffed. This problem is not as severe as it might seem at first glance as the understaffing or overstaffing is usually by no more than a man or two.

- Shortly after implementation of the team system, it became obvious that Team 8's duty of relieving for vacations was not functioning as smoothly as had been originally planned. Further research revealed

the accomplishment of organizational objectives.

- Favoritism on the part of team sergeants toward their own men has been troublesome. Sergeants are not always as quick to take formal disciplinary steps as they were in the older watch system. Also, sergeants may try inordinately to arrange for prestigious transfers or for promotions for their men. These examples of favoritism and vested interest are an inevitable result of the closeness between patrolmen and their sergeants fostered by the team system. In Richmond, this problem has remained within manageable limits. A great help in this regard has been that most members of the Richmond Police Department are aware of this issue and acknowledge some decisions involving patrol officers need scrutinizing from more than a single supervisor.

"The Richmond Police Department is presently being restructured with the eventual goal of having all line divisions operating within the team system."

that each team could absorb its own loss of manpower from vacations, illness, injury, and so forth without the assistance of Team 8.

The sometimes flagrant use of drugs within our schools, especially in grades 10 through 12, led to a decision to assign additional patrol in this area. Team 8 was given the assignment of concentrating its efforts within Richmond's junior and senior high schools. The team has been able to impede the flow of drugs, compile extensive records on truants, and gain rapport with teachers and school officials. During summer vacation, the team is allowed to exercise its vacation privileges, and when not so doing, is dispersed to tackle other problems appropriate for

- Another problem has been the lack of clarity concerning the job functions of patrol lieutenants. The lieutenants work watches and, thus, overlap team schedules. Hence, a team may work for more than one lieutenant. While each patrol sergeant has a team, each lieutenant does not have his own group of sergeants (or teams).

Line supervision under these circumstances is not as direct or as clearly defined as might be desired. This problem will not be explored here, as it may well be unique to the Richmond Police Department. The Richmond Police Department has a historical problem with role definitions for lieutenants that predates team policing, so

(Continued on page 28)



By

ROBERT M. MURPHY

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A Secure Facility for High-Value Aircargo

It is easier to define a secure facility than to design and build one. Security is a relative term which must take into consideration the value of the items to be protected, the geographical location, and the threat to the property. Security must also take into consideration both cost and limitations of a legal and social nature.

On April 5, 1972, the first high-security terminal on an airport specifically designed for items of extraordinary value was opened at John F. Kennedy (JFK) International Airport in New York City. The planning and construction of this facility had to take into consideration all of the problems entailed in bridging the gap between definition and reality.

Function

The function of the facility is twofold:

To act as a support station and coordination point for items of extraordinary value (those of small bulk and high monetary value including negotiable securities, precious metals, precious stones and gems, currency, pearls, jewelry, and evidence) being transported by armored car and airborne courier-guard; and

To act as a storage area for items out of transportation for a short duration.

Selecting Site

The first step in getting this facility from the planning stage to the operations stage was to select a site. Since

"It is anticipated that facilities such as the one at JFK will assist in the successful efforts by both the public and private sectors of industry to overcome the high cost of cargo theft, pilferage, and robbery, which in turn affect every citizen."

JFK is approximately 5,000 acres, this was not an easy job. All space on the airport is owned by the city of New York and administered by The Port Authority of New York and New Jersey (formerly known as The Port of New York Authority). With the cooperation of The Port Authority of New York and New Jersey, many locations were surveyed and evaluated.

The site ultimately selected was in the cargo area of JFK, which is located in the northeast section of the airport some distance from the passenger terminals and near the U.S. Bureau of Customs inspection area. Cargo Building 68 is a series of two story cargo docks and office space. The northernmost section of this building, consisting of approximately 4,000 square feet of storage and office space, was deemed most appropriate. The office space had the desirable feature of large windows to allow natural light for diamond examinations.

Design

After the signing of the lease, an architect was commissioned to draw up plans for the conversion of the area from a dock and shipping area to a secured area. In selecting the architect, as well as in the subsequent selection of general and sub contractors, care was taken to consider only those persons and firms that were of good reputation to minimize the possibility of compromise of security during construction.

The plans for remodeling were then submitted to The Port Authority of New York and New Jersey for modification and approval. After some modification, approval was received and construction was commenced early in 1972.

Since the site was originally a cargo area, overhead receiving and shipping doors were located on both the east and west sides of the building. The doors were corrugated steel and man-

"In selecting the architect, as well as in the subsequent selection of general and sub contractors, care was taken to consider only those persons and firms that were of good reputation. . . ."

ually raised. Following a decision that all shipping and receiving would be done through the west side of the building, the east side overhead door was bricked over. The overhead door was retained behind the construction to act as a secondary protection and to allow for future modification.

The overhead door on the west end was also retained as secondary protection but, outside the overhead doors, sliding bullet-resistant doors were installed. These doors, like all other fabricated materials, were built to specification by one of the largest builders of armored car bodies in the Nation under highly secure conditions and later shipped directly to New York. The sliding doors are 12-feet wide and run on tracks, also built to specification.

These doors are fitted with bullet-resistant glass and gun ports. To open up to receive an armored truck pickup and delivery, the interior overhead door is raised to the level of the windows in the sliding exterior doors. After a visual check through the windows, the exterior doors are unlocked and slid open wide enough to accommodate the truck body, and the overhead door is raised to accommodate

the roof of the truck but not enough to allow a thrown object such as an incendiary or explosive device. When not actually receiving a truck, the doors are kept locked.

In addition to the original overhead cargo doors, the only other methods of entrance to the building are pedestrian doors facing to the east and west. The door on the east end of the building was retained as an emergency exit to conform to the safety code. The original door was, however, replaced by a bullet-resistant door equipped with bullet-resistant glass and a gun port. The glass was covered to allow a view out when desired but not to allow visual access from the outside. This door is secured at all times.

The west side pedestrian entrance is the only method of entrance and exit which is used, and it is in this area that a major alteration was made.

Controlled Entry

The external door on the west end was replaced with a bullet-resistant door similar to the rear emergency door. This door was, however, fitted with an electric lock which is controlled from a control panel located

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Armored truck and guard outside west end doors.

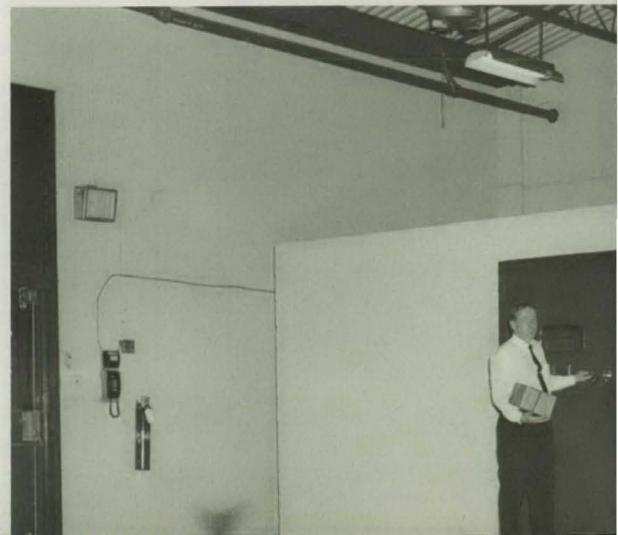


West end of Cargo Building 68 with bullet-resistant doors (left) and pedestrian entrance (right), leading to foyer area.

West end bullet-resistant delivery doors from inside. Overhead metal door is raised and bullet-resistant sliding doors are opened to receive or ship large items.



Vault area, constructed inside building, features specially built bullet-resistant door.



inside the building. A foyer area was then constructed inside the building into which a person enters. Entrance is gained by ringing the doorbell, and the person is observed from inside the building. After entry, he is then faced with a second bullet-resistant door, very similar to the first and equipped with an electric lock connected to the control panel. These doors are in circuit and one cannot be opened while the other is open.

In going through the external door into the foyer area, which is 11 by 10 feet, a person faces a sign asking him to step into a red square painted on the floor facing the internal electric door and a specially constructed package pass-through. While standing in the red area, facing the internal door and pass-through, the person is simultaneously observed by the employee at the control panel behind the pass-through and examined by a metal detector to determine the presence of a gun or bomb. The detector is similar to those in use at airports throughout the Nation. Keys and loose change will not register, but any object of greater mass is registered on a calibrated dial and with a warning light to attract attention.

The pass-through is bullet-resistant and electrically operated. It is

equipped with bullet-resistant glass at eye level and was built into the wall immediately adjacent to the internal door. The electric control panel is located in the wall adjacent to the pass-through. The actual pass-through area is 2 feet square and will accommodate an average size attache case. The door on the foyer side cannot be opened while the internal door is open.

Through this system, a person entering the foyer is separated from the employee operating the control panel at all times by bullet-resistant steel and is under constant observation by the operator. From the control panel the operator can determine visually that the person admitted is alone and not "under the gun" of a person crouching down. The light level of the foyer area was increased to allow a television camera to function should it be determined that some benefit could be derived from a television system at a later date.

In a normal delivery situation, only the package would be delivered through the pass-through and the receipt would be returned the same way so that no physical contact would be possible. However, under certain circumstances, it is necessary to admit people past the foyer and into the facility. Only employees and



J. Kevin Murphy, Executive Vice President, Purolator, Inc., parent company to Purolator Security, Inc.

persons specifically cleared are admitted to the interior. A nonemployee requesting admission is asked to pass his identification through the pass-through. A verifying call is made to his office if he is not known (for example, a telephone repairman). Any questions are resolved in favor of no admittance. A nonemployee is escorted at all times while in the building, and his freedom of movement extends only to the area in which he is working.

Package is received from pass-through. White box (left) is battery system for door operation in case of power failure. Metal detector which monitors foyer area and time clock for distinctive receipting are visible above pass-through.

Package being delivered is placed in pass-through from foyer area.





Inside the vault area are two safes which, bolted together, weigh over 10,000 pounds. This is actually a vault within a vault.

Vaults

Inside the facility is the top security vault area. The vault area is actually a double vault or a vault within a vault. The outer vault is a reinforced concrete enclosure 20 by 15 by 9 feet. The roof is of poured concrete and reinforced steel, and the entire outer vault is constructed separate and apart from the external walls of the facility. The construction of the vault area was complicated by the delicate weight balance necessary on reclaimed land, and extensive engineering was required to avoid a floor overload. The door of the outer vault, built to specification, is a bullet-resistant door which is equipped with a four-position combination locking mechanism.

The inner vault consists of two walk-in type safes, which were moved into place and bolted together prior to the construction of the outer vault. The combined weight of the

inner vaults is over 5 tons. In placing the internal vaults, planning was necessitated to allow for the construction of the exterior vault around them and to allow for proper positioning and door swing. At that time, it was also necessary to coordinate closely with the alarm people to insure adaptability for certain sophisticated alarms. The inner vaults are key, combination, and timelock models of the latest design and resistant to both drilling and burning.

While the alarm systems cannot be described in detail due to security considerations, some comments can be made. In selecting an alarm company, the same considerations were present as in the selection of the architect, contractor, and other service areas. Reliability, reputation, and past history were paramount. Once the selection was made, the alarm system was planned and installed to specification. Four separate alarm systems, covering the perimeter and interior, were installed, all utilizing secured lines. Holdup alarms are located liberally and strategically throughout the building. These holdup alarms ring into both the central alarm station and The Port Authority of New York and New Jersey Police—the police agency having jurisdiction on JFK Airport.

Personnel staffing the facility are former law enforcement personnel who have a knowledge of security and are familiar with airport and cargo procedures. The background screening procedures are vigorous. Personal investigation focusing on both employment history and private life is supplemented by polygraph testing. Physical examinations and ability to perform strenuous tasks are also basic requirements. In addition to the checks performed privately, agencies of certain Federal and local law enforcement sectors perform independent investigations. The facility is staffed on a 24-hour-per-day basis

thus minimizing opening and closing hazards.

Armored Air Courier Operation

As noted earlier, the facility's function is twofold.

A brief explanation of the background prompting the first function would seem in order. As early as the 1940's the need for a secure method of transportation and distribution for items of extraordinary value between widely separated areas within a reasonable time period was recognized. An armored car provided a satisfactory method of local transportation but was severely handicapped as to speed and extreme distance. The solution came in the form of air transportation with armored ground support at point of origin and destination.

The original commodities which necessitated speed and security were stocks and bonds. These items not only are highly valuable and negotiable; their value may be impaired if they are not kept in current status. Therefore, let us trace a typical shipment from one city to another since it is similar to the shipment of most other commodities.

An armored car makes the pickup late in the afternoon from the shipping bank or brokerage house. The guard receipts for a securely sealed package. The shipper has, in addition to the guard's identification, a list containing a signature specimen of every guard in order to prevent an unauthorized pickup. The item is then loaded aboard the truck and later in the evening, after several other pickups, the truck proceeds to the airport.

"Holdup alarms are located liberally and strategically throughout the building."

"The upper floor of the facility . . . had been arranged to allow inspection of items such as diamonds under natural light, which is far superior to electric light."

At the airport, the truck is met by a courier-guard who is known to the truck driver. The courier receipts for the item and boards the plane as the last passenger aboard. While in the air, the courier is in possession of the item at all times, and airline personnel are aware of his identity. Should a change in route be necessitated due to weather or other circumstance, the pilot radios ahead, and arrangements are made for ground support at the alternate destination point.

At the destination point, an armored truck is waiting for the courier, who is the first person off the plane. The courier then signs the item over to an armored guard and the armored truck departs. At the time specified for delivery, whether 3 a.m. or 8 a.m., the item is delivered to the consignee. An authorized representative of the consignee inspects the item to insure that it is sealed in the same manner as when shipped. When satisfied that the seals are intact, the item is receipted for by the consignee.

Scheduling and Timing Critical

This procedure is a standard but simplified description of the armored air courier function. In actuality, the armored truck on the receiving end is usually meeting couriers from more than one city, and the armored truck on the shipping end is dispatching couriers to more than one city. The problems of scheduling and timing are as severe as the problems of security under these conditions, and there is no room for laxity in any phase of the operation.

In some cases, the item to be shipped is of such bulk that it cannot be brought into the cabin of the air-

craft. For instance, a shipment of silver, which weighed in excess of 5 tons in total, was made earlier this year from Europe to the United States. The ultimate destination of the silver was The Franklin Mint in Philadelphia, Pa., where it was to be struck into commemorative medals for St. Patrick, the Patron Saint of Ireland.

In this shipment, as in other bulk shipments, the silver was loaded into the cargo section of the aircraft. It was, however, the last item loaded into the belly of the aircraft and was observed by the courier while it was loaded. The courier also observed the cargo hatch being secured prior to enplaning. Upon arrival in the United States the shipment was unloaded first, observed by the courier, opened and inspected by U.S. Customs, and subsequently released and transported to The Franklin Mint by armored car.

Whether belly loaded or hand carried, the armored car and crew—either three or four armed men—wait at the airport until it is confirmed that the plane is in the air. This avoids the possibility of a mechanical failure and turnback on the runway leaving the courier without ground support. Should the plane have to turn back after becoming airborne, the same procedure as that used when there is a change in route is invoked. The armored vehicle can then be dispatched back to the airport since all the armored cars are equipped with radios, and constant contact is maintained.

The facility at JFK has also been cleared as a U.S. Customs container station. This allows items which have been brought into the United States to be held in bond pending customs inspection and release. The upper floor of the facility, which is basically office


space, had been arranged to allow inspection of items such as diamonds under natural light, which is far superior to electric light. Suitable re-sealing equipment and supplies have likewise been supplied.

Continuous Security

The strength of the entire system is that at no time during a transfer of an item from one point to another is an article out of the possession of an employee upon whom responsibility is fixed. Added to this internal check is the fact that transfers and storage are under the most secure conditions possible. Once again, however, there is no room for laxity, and periodic procedural audits are conducted at unannounced times to insure adherence to regulations and procedures.

Cooperation

The major airlines have undertaken unprecedented security programs. It is anticipated that facilities such as the one at JFK will assist in the successful efforts by both the public and private sectors of industry to overcome the high cost of cargo theft, pilferage, and robbery, which in turn affect every citizen.

The trend toward escalating losses appears to have been stemmed through the efforts of the cargo handling industry working in conjunction with the Federal and local enforcement agencies. It is believed that this facility will not only provide necessary protection to valuable cargo but also continue to enhance the cooperation between the private security sector and law enforcement agencies. 

Recipe for Respect: The Policeman's Role



By
HON. CECIL A. PARTEE*
Illinois State Senator,
Springfield, Ill.

"A policeman . . . is a protector in time of need, and a comforter in time of sorrow. His job calls for him to be a diplomat, lawyer, teacher, psychologist, sociologist, and symbol of peace, respect, and virtue."

It is a privilege to be here tonight at this meeting of the Illinois Association of Chiefs of Police. You are truly the elite law enforcement executives in this State.

You are the top administrators in an important and vital profession which, in terms of community importance and impact, rivals medicine, education, and politics.

The demands facing the police bring to mind a story about a man who was wanted. He had been photographed in six different poses, and the pictures were circulated among the police.

*A native of Blytheville, Ark., Senator Partee graduated Cum Laude from Tennessee State University in Nashville and went on to earn a law degree at Northwestern University in Evanston, Ill., before serving as a trial lawyer and assistant State's attorney in Cook County, Ill. Senator Partee has served 16 consecutive years in the Illinois General Assembly and was elected president pro tempore (majority leader) of the Illinois State Senate in 1971, to become the first black in the Nation to lead a State legislative chamber since the post-Civil War Reconstruction Era. This is a speech made by Senator Partee at the annual meeting of the Illinois Association of Chiefs of Police at Springfield, Ill., July 15-17, 1972.

The chief in a small town wrote State police headquarters a few days later, saying: "I duly received the pictures of the six miscreants whose capture is desired. I have arrested five of them, the sixth is under observation and will be taken soon."

As police chiefs, I think you can appreciate the pathos in that joke about the small-town chief which humorously hints at the very real pressures and public scrutiny police chiefs face.

Over the years, there have been several hyperbolic stereotypes of the policeman: Officer O'Reilly, the fat and friendly Irishman who walks his beat; the corpulent sheriff of the popular automobile television commercial; an untrained and uneducated rural lawman; and the seedy city detective in the rumpled raincoat.

We may get a nostalgic kick from recalling some of those police stereotypes, but they are untrue portrayals of the policeman—especially in the 1970's. The modern-day policeman, whether in the big city or the rural community, is generally a well-trained professional. Chances are he is a high school graduate, has attended a police training academy, and perhaps has some college.

He knows how to operate technical equipment, is a good layman-lawyer, and is a cool and skilled performer. There are still some uneducated and untrained policemen, especially in tiny communities and on rural sheriff's forces, but many in these areas are receiving the professional training necessary for their responsibilities.

We know about all the little boys who said they wanted to grow up to be policemen. Despite attacks on the police, I submit that there are just as many of those little boys today who have that desire as there were 20 or 30 years ago.

Let me attempt to define the policeman and his role as I understand them to be—my personal view and impression of the lawman:

"... a policeman has one of the most difficult jobs in the Nation."

A policeman is a member of a civil force organized to maintain law and order with justice, to prevent and detect crime, and to promote general public safety. He is a protector in time of need, and a comforter in time of sorrow.

His job calls for him to be a diplomat, lawyer, teacher, psychologist, sociologist, and symbol of peace, respect, and virtue.

But the policeman suffers from an overdose of publicity about brutality and dishonesty. The fact is that less than 1 percent of all policemen ever discredit their uniforms. The fact is that the policeman is no different from the teacher, the doctor, the politician, the banker, or the factory worker: Some are crooked and evil, but most are honest, hardworking family men who do a good job at the office and a good job at home.

Nobody realizes more than you men—and your wives—that a policeman has one of the most difficult jobs in the Nation. As a symbol of law and order, he stands between the law abider and the lawbreaker. He is a peace officer, and we all know how difficult it is to achieve peace—foreign or domestic. It is one of our elusive goals.

I am tired of hearing policemen ridiculed and called "pigs," while killers and lawless elements are glorified.

"I am tired of hearing about crooked policemen, while seldom hearing about the solid day-to-day accomplishments and often heroic deeds policemen perform."

I am tired of hearing policemen smeared as vicious, sadistic, and insensitive beasts, while hardened criminals are canonized as folk heroes.

I am tired of hearing bleeding hearts cry when policemen shoot murderers who somehow are the victims of an unjust society, while forgetting to mention how many policemen are shot in their dangerous work.

I am tired of hearing about crooked policemen, while seldom hearing about the solid day-to-day accomplishments and often heroic deeds policemen perform.

A couple of presidential candidates this year have talked about "sending them a message" in Washington. Well, the burden of sending the public a message about our policemen rests squarely on the shoulders of you police chiefs. You not only are responsible for running a tight ship internally, you are also responsible for developing good external public relations. Each of you is one of the most identifiable officials in the community, and, as such, has a great opportunity for improving police-community relations.

Your message to the community should communicate the problems and difficulties in being a lawman in 1972. It should get across what you as chiefs expect from your subordinates in terms of skills and discipline; what kind of ethical standards must be followed; and what the consequences are for those who fail to meet the requirements or who violate the standards. You must also let the citizens know what kind of support is necessary from them if we are to avoid a breakdown in public safety.

In order to gain support and respect, it must be earned. Above all else, this means stern, rigid discipline. Disciplinary action must be taken against the bad policemen in order to weed them out and to foster public confidence and respect by their removal. Nothing will do more to under-

mine public respect of the police than for officials to gloss over or ignore problems within their departments by sweeping corruption, brutality, racism, incompetence, and other serious deficiencies under the rug.

I believe these problems occur only infrequently. But when they do, they must be swiftly and firmly dealt with.

Neither should complaints nor inquiries from an interested and concerned public be contemptuously dismissed as meddling on the part of laymen who do not understand police matters.

You cannot expect society to respect the law and those who enforce it unless the police department enforces its own rules and regulations.

Regarding enforcement of the laws, all persons should be treated alike—black and white, rich and poor, those with “clout,” and those without influence. The public rapidly becomes cynical and distrustful of the police force when the powerful politician stopped for speeding is not given a ticket while Joe Citizen pays for a similar mistake when caught. Our dinner host, Springfield Police Chief Bill Hall, is a good example of how a dedicated and honest lawman can promote good police-community relations simply by doing an outstanding job.

Chief Hall may not know it, but my work and contacts here in the capital city over the years have acquainted me with his record and reputation. When he was a top officer with the State police, he was widely respected for being a stickler for detail and for obeying all rules while

“... all persons should be treated alike—black and white, rich and poor, those with ‘clout,’ and those without influence.”

insisting upon the same from his men. He went by the book, refusing to compromise principles or integrity, even a time or two in the face of political pressure.

Now Bill Hall is doing a superb job as chief of the Springfield Police Department. In the few instances of police misdeeds, he has dealt quickly and sternly with offenders. He has upgraded physical fitness standards and the dress code. The press has duly reported his style and action, and I am convinced the average citizen here has a lot more confidence in the police as a result.

As individual police chiefs, you must strive for the highest standards of excellence in your departments. As an association, you chiefs can collectively do a lot to help your profession. You can lobby for pay raises, for fringe benefits, for laws that will aid police work. And you can grow professionally by getting together to exchange ideas and to study the latest professional trends and innovations.

Now, unless you chiefs do what you must, the alternative will be more attacks from those few in the community who are just looking for ways to bait the police and to destroy public confidence in law enforcement.

One unfortunate result is a demand in some communities for civilian re-

view boards. I agree with you that external review boards are unhealthy, and I will not bother to list the reasons why—you know what they are. The group with which you are closely allied, the International Association of Chiefs of Police, has documented the reasons.

But, if the police department is trusted and respected by the vast majority of citizens, public opinion will defeat efforts to establish police review boards. And defeat of these attempts by civilians to take over legitimate police prerogatives will also help the rest of us in government service.

If the civilian review board concept gains a foothold in police work, it must be borne in mind that in the future it may be applied to school teachers, judges, health officers, nurses, prosecutors, probation officers, and the like.

During my legislative career, I have become known as the friend of the policeman. I am proud of that label. Over the years, I have consistently supported pay raises for policemen and other measures designed to make your job easier.

In the recent session, State legislators sponsored and succeeded in passing several bills requested by law enforcement personnel all over the State. One bill requires the State to grant funds to localities for disbursement to policemen who attend law enforcement-related courses in college. This pay incentive plan should help upgrade police forces across the State.

Another measure delays implementation of the new implied consent program until late this year.¹ Since the Breathalyzer (an automated device for determining the concentra-

(Continued on page 28)

“Nothing will do more to undermine public respect of the police than for officials to gloss over or ignore problems within their departments by sweeping corruption, brutality, racism, incompetence, and other serious deficiencies under the rug.”


¹ The implied consent program took effect statewide in Illinois at 12 midnight on September 30, 1972.

MOBILE FIRING RANGE

The Regional Center for Criminal Justice, a police training program operating under the auspices of the Northwest Missouri Law Enforcement Assistance Council, the Kansas City, Mo., Police Department, and 38 smaller law enforcement agencies, recently unveiled a new concept in firearms training. Dubbed a mobile

The idea for the mobile firing range was conceived after a program called "out-reach" had been initiated whereby instructors would conduct courses at the dozens of police departments which were laboring under personnel shortage burdens. However, none of the agencies had access to a firing range.

houette or, if desired, reduced silhouettes or bull's-eye targets may be employed. The ammunition used is made of plastic and the cartridge cases can be fired and reloaded.

For further information, inquiries may be sent to Mr. John Coleman, Director, Regional Center for Criminal Justice, 2100 North Noland Road, Independence, Mo. 64051. 



Two entrant officers of the Kansas City, Mo., Police Department use the mobile police firing-range facility under the guidance and instruction of a veteran training officer.

A unique approach to firearms instruction is this mobile police firing range used by the Regional Center for Criminal Justice and the Kansas City, Mo., Police Department.

weapon proficiency course, the device is, simply, a custom-built bus containing an 8-yard firing range capable of handling two shooters at the same time.

The Regional Center serves law enforcement agencies in five counties in Missouri and also serves another county on a contract basis. The Kansas City, Mo., Police Department provides most of the instructional staff, as well as a portion of the funds. Instructors are also provided by the Independence and Grandview, Mo., Police Departments.

The dimensions of the vehicle are: length, 37½ feet; height, 11 feet; and width, 8½ feet. It is powered by a 391-cubic-inch engine and has an automatic four-speed transmission. It is equipped with exhaust fans to remove smoke created by firing of weapons, and there are two air conditioners mounted in the roof and four electric heaters located along the inner walls. Both the heating and cooling units can be powered either from external or internal sources.

All shooting is done at a maximum of 8 yards, either at the large sil-



Duty a Dedication Day a



"... the American peace officer measures up to his trust—not just because it is required of him by the law but because he is imbued with honor, integrity, and a sense of duty that transcend the law."

Acting FBI Director L. Patrick Gray, III.

On September 15, 1972, the dedication of the new FBI Academy and the graduation exercises of the 90th Session of the FBI National Academy were held jointly at the Academy's newly completed complex at the U.S. Marine Corps Base, Quantico, Va. Participating in this most noteworthy ceremony were: Capt. Asa W. Jones, U.S. Navy, Staff Chaplain, who delivered the invocation and benediction; Assistant Director Thomas J. Jenkins, FBI Training Division, who introduced the featured speakers; Mr. Albert E. LeBas, Division Chief, Los Angeles County Sheriff's Department, Los Angeles, Calif., spokesman for the 90th Session; Lt. Gen. Robert P. Keller, Commanding General of the U.S. Marine Corps Education and Development Command; Dr. David A. Shannon, Vice President and Provost of the University of Virginia; and FBI Acting Director L. Patrick Gray, III.

Honor: Graduation Quantico

Following Mr. Gray's address, he introduced the Honorable Richard Gordon Kleindienst, U.S. Attorney General, who briefly spoke to the distinguished guests and the class members before awarding symbolic diplomas to the elected representatives of the graduating class.

Setting the tone for the graduation exercises, Mr. LeBas remarked how "for the past 12 weeks the class has been exposed to an excellent academically oriented program set in a truly academic atmosphere. You might well ask," he continued, "what has been the net effect. For one thing, I think we have all observed in ourselves and in others the phenomenon of a generation or a regeneration of our interest in education. While we all recognize that education is not the one, single panacea for all of the problems confronting law enforcement today, there is at least general acceptance that education is playing an im-

"... we have all observed in ourselves . . . a regeneration of our interest in education."

portant role in assisting us to do a better job, and most certainly education in law enforcement will continue to be accentuated in the future."

To emphasize the thrust of his comments, Mr. LeBas quoted a prominent European statesman who more than three centuries ago wrote: "'Our lieutenant of police must be a man of the gown and a man of the sword; while the doctor's learned ermine floats about his shoulders, the knight's spurs must ring upon his heels!'" In essence . . . [the] . . . ideal law enforcement officer today [should be] a man of thought, a man of action."

Noting the ". . . very happy marriage and relationship between the

Following the graduation of the 90th Session, shown, from left to right, are: Mr. Albert E. LeBas, Division Chief, Los Angeles County Sheriff's Department, Los Angeles, Calif.; Dr. David A. Shannon, Vice President and Provost, University of Virginia; Hon. Richard G. Kleindienst, U.S. Attorney General; Acting FBI Director L. Patrick Gray, III; Hon. Ralph E. Erickson, Deputy U.S. Attorney General; Lt. Gen. Robert P. Keller, Commanding General, Marine Corps Education and Development Command, Quantico Marine Base, Quantico, Va.; and Capt. Asa W. Jones, U.S. Navy, Staff Chaplain.



FBI and the United States Marine Corps, now into its fourth decade," Gen. Keller cited two phrases from the preamble of the Constitution, "to insure the domestic tranquility," and "to provide for the common defense," as definitive of the responsibilities that law enforcement agencies and the Marine Corps, respectively, "... are dedicated toward accomplishing" together.

On behalf of the president of the University of Virginia, Dr. Shannon extended to "... the faculty and staff of the National Academy his warmest congratulations on the successful and historic beginning which has been made here." Stressing how the University of Virginia and the FBI Academy staffs were joined in this "academic venture," Dr. Shannon told the graduates that these corporate faculty skills gave the National Academy an "... unparalleled opportunity to set a standard of excellence in law enforcement education for this Nation and nations overseas. That this endeavor will succeed seems to us, beyond doubt . . .," said Dr. Shannon.

"The University of Virginia . . . takes pride in the opportunity presented to it on this day to join . . . [with] . . . faculty and students in this National Academy on the still new frontier of education for the order and safety of our society."

"The University of Virginia [has] the greatest enthusiasm . . . [for this joint undertaking and] . . . takes pride in the opportunity presented to it on this day to join . . . [with] . . . faculty and students in this National Academy on the still new frontier of education for the order and safety of our society," he concluded.

Keynoting the graduation and dedication ceremony was FBI Acting Director L. Patrick Gray, III. Recognizing the vision of former Director J. Edgar Hoover in establishing this law

"... almost 40 years ago [J. Edgar Hoover] blazed a pioneer trail when he took the first steps to establish the FBI National Academy."

enforcement training center, Mr. Gray recalled how the late FBI chief had "almost 40 years ago . . . blazed a pioneer trail when he took the first steps to establish the FBI National Academy. One man and his staff looked to the future," said Mr. Gray, "and they believed in a concept—the concept that study and training in the police sciences would enhance the professionalism of our law enforcement officers and would enable them to serve their communities more effectively. The student police officers who were the members of the first session," he continued, "could not have been expected to foresee today when 200 law enforcement officers from the United States and foreign countries would be graduating from the FBI National Academy. Nor could they

envision the graduates of the 90th Session receiving college credit from one of the Nation's great universities, the University of Virginia, because of their studies in the field of law enforcement."

"Words alone," emphasized Mr. Gray, "will not suffice to dedicate this Academy to the service of the people of our Nation—to dedicate such an institution more is required." Instead, it demanded "personal dedication," said Mr. Gray, of the type exemplified by the Academy's staff and graduates



Acting Director Gray is shown with Dean Andre de Porry, University of Virginia, following graduation exercises.

whose "... service breathed life and spirit into the concept advanced so long ago by Mr. Hoover.

"Throughout the years," he continued, "the staff and the graduates have poured much of themselves into the work of this great institution," and by so doing, "... have raised the FBI National Academy to a place of honor in our society."

Mr. Gray then went on to carefully draw a parallel between "... the ideals of virtue, self-control, and honor on the part of individual citizens," and the qualities expected of law enforcement officers. "Is not

"Throughout the years . . . the staff and the graduates have poured much of themselves into the work of this great institution. . . ."



U.S. Attorney General Richard G. Kleindienst.

and a sense of duty that transcend the law.

"Duty and honor.

"They are simple words, but they speak volumes," said Mr. Gray.

"No man had a greater sense of duty than the founder of this Academy . . . [and he] . . . looked upon the law enforcement profession as a temple of honor," emphasized the Acting Director.

"As we dedicate the National Academy today," concluded Mr. Gray, "we honor the memory of J. Edgar Hoover whose tireless effort, superb leadership, and incredible vision are largely responsible for its very existence."

After his introduction by Mr. Gray, who described him as ". . . a man whose steel and integrity I have seen tested through some of the fiercest crucibles that any human being could be expected to bear . . .," Attorney General Kleindienst spoke. He expressed his pride ". . . to be here

" . . . on behalf of the President of the United States and your fellow citizens I thank you for your contribution to the enforcement of the law in this our beloved country."

with the Federal Bureau of Investigation because it is that division of the Department of Justice that has the highest symbol of the enforcement of the law in our country." Paying tribute to ". . . one of the great patriots of this country, John Edgar Hoover," Mr. Kleindienst extended his congratulations to the graduates on their achievement. ". . . on behalf of the President of the United States and your fellow citizens I thank you for your contribution to the enforcement of the law in this our beloved country," he told the officers.

Following the benediction, in which Chaplain Jones prayed for all to ". . . be strong and of good courage," the National Anthem was played by the U.S. Marine Corps Band.

With the graduation of the 90th Session, a total of 6,334 law enforcement officers have attended the academy since it was founded more than 37


"As we dedicate the National Academy today we honor the memory of J. Edgar Hoover whose tireless effort, superb leadership, and incredible vision are largely responsible for its very existence."

everything that is required of the American citizen demanded in an intensified version of the peace officer?" he asked rhetorically.

"The peace officer is the visible symbol of the law," continued Mr. Gray. "It is in his person that the average citizen first encounters governmental authority. It is in such encounters that the law enforcement officer gives credibility to his own profession and to the idea on which his government was founded. And the American peace officer measures up to his trust—not just because it is required of him by the law but because he is imbued with honor, integrity,

Attorney General Kleindienst is shown awarding a diploma to Chief of Police Ralph E. Armand, Madison, Ind., as Acting Director Gray looks on.



years ago. Of this number, 899 hold top executive positions in their agencies and 223 of the graduates represent 47 foreign countries. 



As Acting Director Gray looks on, Attorney General Kleindienst presents Capt. Joseph M. Schultea, Sr., Village Police Department, Houston, Tex., his diploma.



Mr. Richard A. Amiot, Chief Deputy, Lake County Sheriff's Department, Painesville, Ohio, is shown receiving his diploma from Attorney General Kleindienst.

Shown, from left to right, following the graduation of the 90th Session, are: Chaplain Asa W. Jones; Mrs. Jones; Lt. Gen. Robert P. Keller; Mrs. Keller; Dean Andre de Porcy; Mr. Albert E. LeBas; Dr. David A. Shannon; Hon. Richard G. Kleindienst; Mrs. Gray; Acting FBI Director L. Patrick Gray, III; Hon. Ralph E. Erickson; and Mrs. Erickson.



Versatile Instruction

Located on the campus of Montana State University in Bozeman, the Montana Law Enforcement Academy has been the central training facility for Montana law enforcement personnel since its creation by legislation in 1959. The facilities of the university—dormitory, classrooms, eating accommodations, and the gymnasium—are available and utilized by the Academy on a constant basis with exceptional cooperation between both agencies.

The firearms training is conducted at the Montana Law Enforcement Academy range which is located 3 miles east of Bozeman on a tract of land owned by the university. Since winter months prohibit training out of doors, this type of instruction must be closely scheduled during the late spring, summer, and early fall.

By
CHARLES R. SKILLEN
Director,
Montana Law Enforcement
Academy,
Bozeman, Mont.



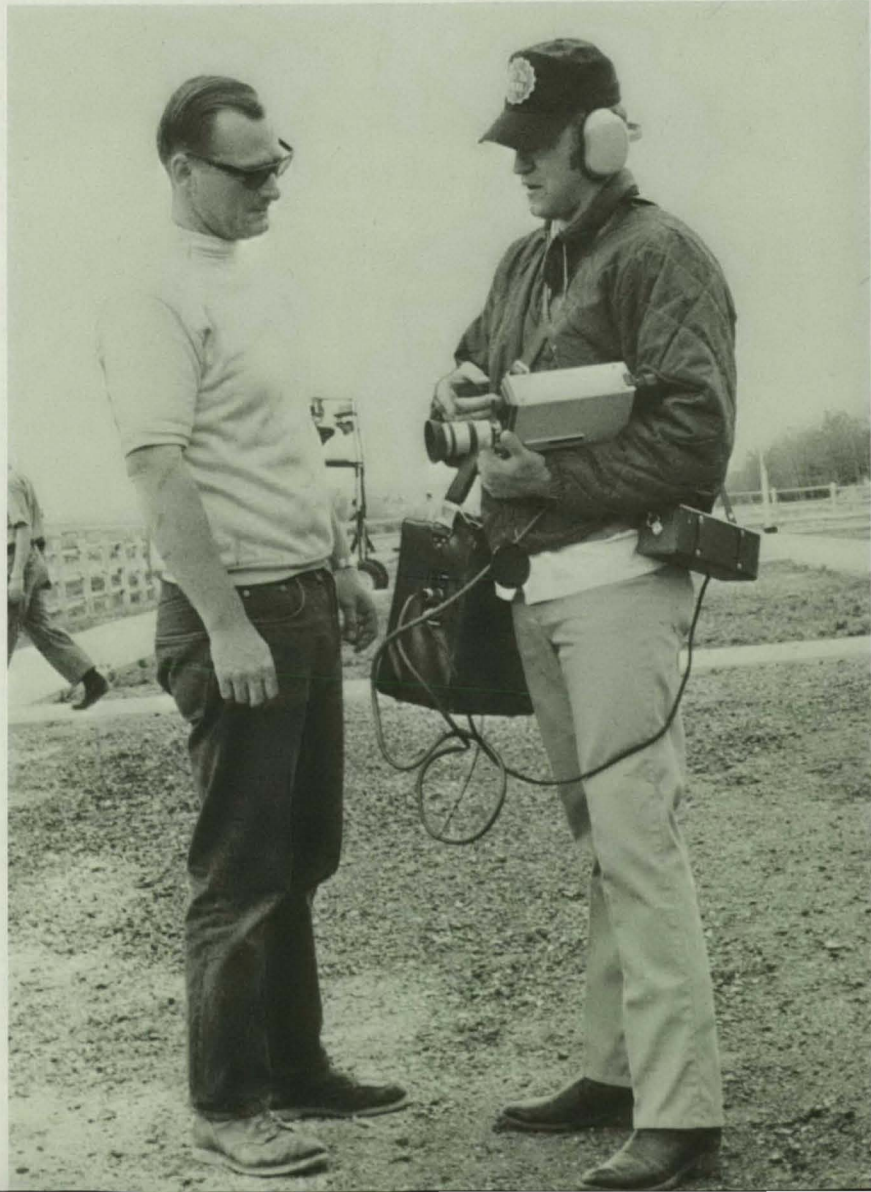
"By using the video tape throughout the various Montana Law Enforcement Academy schools, the results of training in many law enforcement arts are more apparent and measurable, the ease of instruction is facilitated, student errors are more easily corrected, and all this is done at minimum cost. It is almost as if the Academy were staffed with several additional full-time instructors."

Director Skillen and Assistant Director O'Reilly are shown discussing the portable video tape recording unit.

The full-time staff of the Academy consists of Charles R. Skillen, Director; Charles M. O'Reilly, Assistant Director; a secretary; and a bookkeeper. The nucleus of the training staff is made up of representatives of the FBI, with other law enforcement agencies providing assistance as their time and scheduling will allow.

The first years of the Academy's existence produced approximately 200 graduating students per year and functioned on donations from the Montana Sheriffs and Peace Officers Association, the Montana Chiefs of Police Association, tuition fees, and private donations. In 1970, a Federal grant to the Academy under the Omnibus Crime Control and Safe Streets Act through the Governor's Crime Control Commission provided expenses, mileage, and tuition to the students. This funding stimulated the attendance of the Academy to 376 students in 1970, 647 students in 1971, and estimates indicate that over 800 students will graduate in 1972.

Many police training operations are faced with the problem of having available guest instructors who can frequently leave their respective



departments to assist in training in other areas, especially if time and distance factors are involved. Due to the large geographic area of the State, the Montana Law Enforcement Academy's problem in this respect is more acute than others. The small staff of the Academy is not able to handle the wide variety of police training subjects without requesting the assistance and expertise of qualified police instructors from throughout the State and surrounding areas. Budgetary considerations also preclude the Academy from relying too frequently on guest lecturers.

In the past, large classes, usually instructed by one or two FBI firearms instructors, created time problems in giving each student enough individual attention in the short time allotted overall for firearms training during each school session. These factors prompted the Academy staff to provide an additional teaching aid which would: provide adequate individual attention to each student; allow the instructors the time to give more assistance to those students responding slowly to instruction; and be suitably adaptable to other training areas.

The Academy acquired the services of a most versatile "instructor" which has few limitations. Some of its major assets are that it requires no annual salary, no vacation, no sick leave, and can be used in virtually any police subject. This instructor is known as a television video tape recording unit. It consists of a hand-held television camera, a video tape recorder (includes audio recording), and a television monitor which is used to play back the tapes. This unit was purchased with moneys obtained from a Federal grant through the Governor's Crime Control Commission of Montana. It is compatible with the many other units now located in various law enforcement departments throughout Montana.



A student's revolver reloading technique on video tape will help him correct any errors.

During the firearms session, one of the staff follows each student through several firing positions. With the use of a zoom lens, amplification of any error made by the students is recorded on film for instant playback; for example, trigger jerk, improper placement of feet, bent arm, and even unsafe firing practices. After all of the students are taped, a break is called, and the students are assembled in the range house to preview the video playback on the 19-inch monitor. Once the officers see themselves on the screen and witness for themselves their improper style, stance, and other errors

"The Academy acquired the services of a most versatile 'instructor' which has few limitations."

adversely affecting their firearms performance, they are more inclined to correct them promptly.

When a problem is observed (and since many of the problems are common with each student) the tape is placed in stop action. The instructor can then immediately point out the problem area to the class as well as the individual student and take his time doing so, making sure that all understand. In some cases the television camera will pick out a student's weak points which an instructor might miss but are invariably caught by the camera. Also, the video tape can be used to point out and make an example of the student's good points. When the students are aware of the video camera in use, they also become much more attentive and concentrate on correct methods in anticipation of being photographed by the camera.

"When a problem is observed . . . the tape is placed in stop action. The instructor can then immediately point out the problem area to the class as well as the individual student. . . ."

This alone frees an instructor from tutoring a student who is capable of improving himself. After the break session, the students return to their firing positions and resume firing.

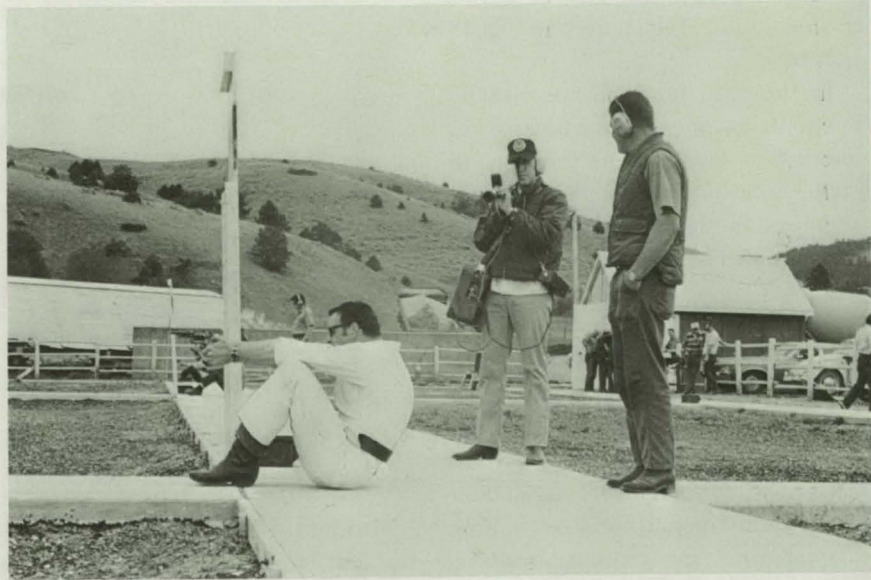
The video tape of an officer's firearms training is a tangible measure by which the results of proper training can be accurately assessed throughout the period of instruction. In too many of our past training courses at the Academy, we would sometimes have to wait for months to see the results of our efforts. This is not the case now with the use of the video recorder. The results are very evident through the televised playback either during or immediately following the prescribed course of instruction.

Since the purchase of the video tape over a year ago, the classes' average final firing score on the practical pistol course has increased from approximately 65 to the low 80's out of a possible score of 100. The student's learning time has been shortened since

he can evaluate himself along with the instructor's assistance and suggestions.

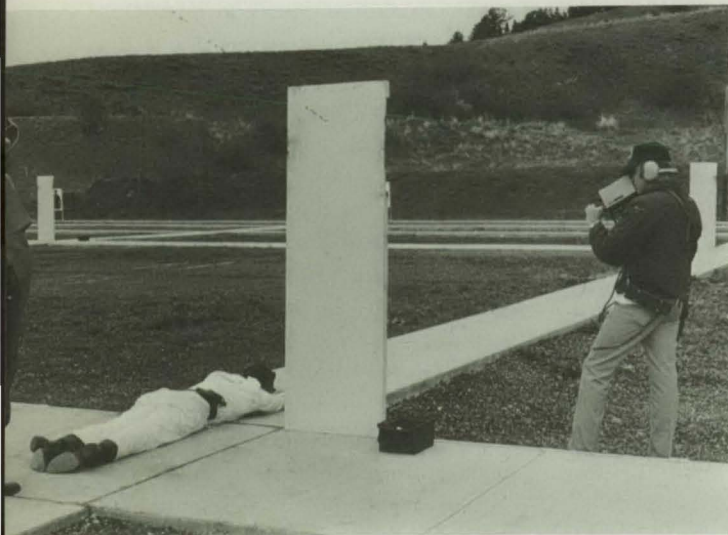
This training aid is also invaluable for courses such as public speaking in which you can show a student's nervous mannerisms, the fact that his

enunciation or voice projection is poor, in addition, of course, to featuring his good points. Currently the Academy is involved in producing training tapes that can be sent around the State for inservice training. In one instance the services of a professional safe burglar were acquired who demonstrated the various methods and techniques of opening burglar-proof safes. This tape has proved indispensable in burglary and safe burglary schools.



The actions of a student firing from a sitting position are recorded by the camera.

No fault while firing from a prone position escapes the camera's notice.



The unit is also utilized for taping practical cases and moot court sessions. When a tape is made that may be beneficial, it is filed for presentations at future Academy schools and also made available for inservice training throughout the State.

By using the video tape throughout the various Montana Law Enforcement Academy schools, the results of training in many law enforcement arts are more apparent and measurable, the ease of instruction is facilitated, student errors are more easily corrected, and all this is done at minimum cost. It is almost as if the Academy were staffed with several additional full-time instructors.



By

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PART I

THE BONDSMAN'S RIGHT TO ARREST

Law enforcement officers of other than Federal jurisdiction who are interested in any legal issue discussed in this article should consult their legal advisor. Some police procedures ruled permissible under Federal constitutional law are of questionable legality under State law, or are not permitted at all.

An odd byway of arrest law which arouses the curiosity of the professional law enforcement officer is the right of a bondsman to arrest a person who has been admitted to bail pending trial. The reason it stirs his interest is plain for in the words of the Supreme Court of the United States:¹

"No right is held more sacred, or is more carefully guarded, by the common law, than the right of every individual to the possession and control of his own person, free from all restraint or inter-

ference, unless by clear and unquestioned authority of law."

To find the origin and nature of the bondsman's right to arrest under authority of law, we must go back, as in so many other aspects of arrest law, to the Common Law of England.²

Purpose of Bail

The principle of bail is basic to our system of justice and its practice as old as English law itself. When the administration of criminal justice was in its infancy, arrest for serious crime

meant imprisonment without preliminary hearing and long periods of time could occur between apprehension and the arrival of the King's Justices to hold court. It was therefore a matter of utmost importance to a person under arrest to be able to obtain a provisional release from custody until his case was called. This was also the desideratum of the medieval sheriff, the local representative of the Crown in criminal matters, who wore many hats including that of bailing officer. He preferred the conditional release of persons under arrest to their imprisonment for several reasons. For example, it was less costly and troublesome; the jails were easy to breach and under then existing law the jailer was hanged if a prisoner escaped;³ the jails were dangerous to health and, as there was no provision for adequate food, many prisoners perished before trial was held.⁴ Influenced by factors such as these, the sheriff was inclined to discharge himself of responsibility for persons awaiting trial by handing them into the personal custody of their friends and relatives. Indeed, in its strict sense, the word "bail" is used to describe the person who agrees to act as surety for the accused on his release from jail and becomes responsible for his later appearance in court at the time designated.⁵ As surety, the bail was liable under the law for any default in the accused's appearance.

Between the 13th and 15th centuries the sheriff's power to admit to bail was gradually vested, by a series of statutes, in the justices of the peace. In the case of a person committed for felony, the justices of the peace had authority to require, if they thought fit, his remaining in jail until the trial took place; but, on the other hand, a person committed for trial in a misdemeanor case could, at common law, insist on being released on bail if he found sufficient sureties.⁶ Writing in the mid-1700's, Blackstone described

the arrest-bail procedure of his day in the following passage:⁷

"When a delinquent is arrested . . . he ought regularly to be carried before a justice of the peace. . . . If upon . . . inquiry it manifestly appears that either no such crime was committed or that the suspicion entertained of the prisoner was wholly groundless, in such cases only it is lawful totally to discharge him. Otherwise he must either be committed to prison or give bail; that is, put in securities for his appearance to answer the charge against him. This commitment, therefore, being only for safe custody, wherever bail will answer the same intention it ought to be taken. . . . [B]ail is . . . a delivery or bailment of a person to his sureties, upon their giving (together with himself) sufficient security for his appearance; he being supposed to continue in their friendly custody, instead of going to gaol."

The notion of bail pending trial has not changed over the centuries. For instance, Mr. Justice Robert H. Jackson of the Supreme Court in discussing its purpose said:⁸

"The practice of admission to bail, as it evolved in Anglo-American law, is not a device for keeping persons in jail upon mere accusation until it is found convenient to give them a trial. On the contrary, the spirit of the procedure is to enable them to stay out of jail until a trial has found them guilty. Without this conditional privilege, even those wrongfully accused are punished by a period of imprisonment while awaiting trial and are handicapped in consulting counsel, searching for evidence and witnesses, and preparing a defense. . . . Admission to bail al-

ways involves a risk that the accused will take flight. That is a calculated risk which the law takes as the price of our system of justice."

The possibility that the accused may flee or hide must, of course, be squared with the traditional right to freedom pending trial. In order to reconcile these conflicting interests, therefore, his release on bail is conditioned upon his giving reasonable assurance in one form or another that he will appear at a certain time to stand trial. In this regard, the Supreme Court has remarked:⁹

"Like the ancient practice of securing the oaths of responsible persons to stand as sureties for the accused, the modern practice of requiring a bail bond or the deposit of a sum of money subject to forfeiture serves as an additional assurance of the presence of the accused."

Modern statutes, which regulate bail procedure in detail today and vary from jurisdiction to jurisdiction, provide that an accused may be set at liberty pending trial in several ways.¹⁰ For example, he may be released without security by agreeing in writing to appear at a specified time and place, i.e., "on his own recognizance"¹¹; or he may execute a bond with a deposit of cash or securities in an amount equal to or less than the face amount of the bond; or he may execute a bail bond which requires one or more sureties.

The Bail Bond

A bail bond, with sureties, is essentially a contract between the government on the one side and the accused and his sureties on the other. Under the contract the accused is released into the custody of the sureties on their promise to pay the government a stated sum of money if the ac-

cused fails to appear before the court in accordance with its terms.

Historically, the contract of bail, traced to a gradual increase of faith in the honor of a hostage and the consequent relaxation of actual imprisonment, constitutes one of the first appearances of the concept of contract in our law.¹² The early contract of bail differed from the modern bail bond in its mode of execution as it was simply a solemn admission of liability by the sureties made in the presence of an officer authorized to take it. No signature of the bail was required, and it was not necessary for the person bailed to bind himself as a party. The undertaking to forfeit a particular sum in a written bail bond came later in the course of time.¹³

The purpose of a bail bond with sureties is to insure that the accused will appear in court at a given time

and his sureties are exonerated; and any cash or other securities deposited are returned to them. If there is a breach of the bail bond's conditions, however, the obligation remains in full force, and the accused and his sureties are liable to the government for the sum stated. A forfeiture of the bond will be declared on default; but in the interests of justice the forfeiture may be set aside or, if entered, its execution may be stayed or the penalty remitted. For example, the surrender of the principal after forfeiture does not discharge the surety but nevertheless the court may receive the surrender and remit the penalty in whole or in part.

As in the past, the sureties on a bail bond in England are still the friends and relatives of the accused. Consequently the relationship between them remains personal and the

allowed to indemnify the bail.¹⁴ In fact it has been held that any arrangement between the accused and his sureties to the effect that he will indemnify them if he absconds is so contrary to public policy that it is void as an agreement and, moreover, is indictable as a conspiracy to pervert the course of justice.¹⁵ This view contrasts with that taken in the United States where an express agreement by the principal to indemnify the surety on forfeiture of a bail bond is not so regarded. Thus, in a Supreme Court case, where the argument was made that it was contrary to public policy to authorize a principal to contract to indemnify his surety in a criminal case since it would destroy the effective safeguards provided by the interested watchfulness of the bail, Mr. Justice Oliver Wendell Holmes stated: ¹⁶

"[T]he ground for declaring the contract invalid rests rather on tradition than on substantial realities of the present day. It is said that . . . nothing should be done to diminish the interest of the bail in producing the body of his principal. But bail no longer is the 'mundium,' although *a trace of the old relation remains in the right to arrest*. The distinction between bail and suretyship is pretty nearly forgotten. The interest to produce the body of the principal in court is impersonal and wholly pecuniary. If, as in this case, the bond was for \$40,000, that sum was the measure of the interest on anybody's part, and it did not matter to the Government what person ultimately felt the loss, so long as it had the obligation it was content to take." (Emphasis added.)

Despite the tenor of the foregoing passage, courts still stress the need for a moral as well as financial assurance of the accused's appearance in court. For example, in a case where the bail

"Historically, the contract of bail, . . . constitutes one of the first appearances of the concept of contract in our law."

by requiring others to assume responsibility for him on penalty of forfeiture of their property. In times past, especially, when the sureties were friends and relatives of the accused, it was assumed that due to this personal relationship the threat of forfeiture of the surety's property would serve as an effective deterrent to the accused's temptation to break the conditions of the bond by flight. On the other hand, it was assumed that this threat would also inspire the surety to keep close watch on the accused to prevent his absconding.

On a bail bond, the accused and the sureties are the obligors, the accused being the principal, and the government is the obligee. In the event the conditions of the bail bond are satisfied, the obligation is void; the ac-

cusced's natural sense of moral obligation to satisfy the conditions of the bond is strong. As a result the English experience has been, on the whole, that very few persons admitted to bail fail to appear for trial. In the United States, however, this close relationship has generally yielded to a distant impersonal connection and the moral obligation has become in the main a financial one. More often than not the sureties on a bail bond are surety companies and professional bail bondsmen who operate on a broad scale and charge fees for their services which may not only be large but also irretrievable regardless of whether the accused appears.

Under the traditional view taken in England, bail is not a mere contract of suretyship and the accused is not

offered was a certified check from an individual, the Federal Court of Appeals for the Second Circuit in requiring disclosure of the source of funds on which the check was drawn declared:¹⁷

"The giving of security is not the full measure of the bail's obligation. It is not the sum of the bail bond that society asks for, but rather the presence of the defendant. . . . If the court lacks confidence in the surety's purpose or ability to secure the appearance of a bailed defendant, it may refuse its approval of a bond even though the financial standing of the bail is beyond question."

(Continued Next Month)

FOOTNOTES

¹ *Union Pac. R. Co. v. Botsford*, 141 U.S. 250, 251 (1891).

² See Stephen, A History of the Criminal Law of England, 233-234; Orfield, Criminal Procedure from Arrest to Appeal, 101-134; 8 C.J.S., Bail, 87; 8 Am. Jur. 2d, Bail and Recognizance, 114-119; 3 A.L.R. 186, 73 A.L.R. 1370.

³ Holmes, The Common Law, 249-250.

⁴ Kenny's Outlines of Criminal Law (18th ed.), 571.

⁵ The term "bail" has other meanings. For example, it is used to refer to the security or obligation given or assumed by the surety and, as a verb, to signify the delivery of an arrested person to his sureties. See 8 C.J.S., Bail, 1.

⁶ Kenny, *supra*, 119.

⁷ 4 Blackstone, Com. (1769) 296.

⁸ *Stack v. Boyle*, 342 U.S. 1, 7-8 (1951).

⁹ *Stack v. Boyle*, *supra*, 5 (1951).

¹⁰ See, for illustration, Rule 46, Federal Rules of Criminal Procedure and 18 U.S.C. 3146.

¹¹ The words "recognizance" and "bail bond" are not synonymous in the law but they are often used interchangeably as they both constitute obligations with the same purpose, i.e., the accused's appearance in court is the condition of nonforfeiture.

¹² Holmes, *supra*, 249-250.

¹³ 2 Pollock & M., History of English Law, 587-588.

¹⁴ See Orfield, *supra*; Kenny, *supra*, 571-572.

¹⁵ Kenny, *supra*, 571-572.

¹⁶ *Leary v. United States*, 224 U.S. 567, 575-576 (1912).


¹⁷ *United States v. Nebbia*, 357 F. 2d 303, 304 (1966).

TEAM POLICING

(Continued from page 5)

this criticism may not be related to the team system.

Directions for the Future

The Richmond Police Department is presently being restructured with the eventual goal of having all line divisions operating within the team system. It is hoped that detectives, community relations officers, and other specialists can function within the team. All of this would be done under the supervision of one sergeant and within the scope and deployment of the men from one team. With these objectives secured, team policing can, for many departments, prove to be an effective method for blending manpower and capabilities to meet the challenges of responsibilities. 

FOOTNOTES

¹ Phelps, L. G., "Richmond Police Department Revises Patrol System," *Journal of California Law Enforcement*, vol. 3, No. 4 (April 1969).

² Phelps, L. G., and Murphy, Robert, "The Team Patrol System in Richmond, California," *The Police Chief*, (June 1969).


RECIPE FOR RESPECT

(Continued from page 14)

tion of alcohol by breath analysis) machines were unavailable July 1, when the new law was to go into effect, confusion and chaos would have resulted had we not extended the date. Lawmen from all levels of government in Illinois urged us to move the date back, and we did.

Let me close by thanking you for asking me to be with you tonight. It makes me feel very good to know that you consider me a friend and that you appreciate my efforts.

If at any time in the future you, either as individual police chiefs or as a group, need my assistance, please feel free to contact me at my state-house office. My door is always open to you.

Do a good job—a real job—take pride in your work and the world will adore and respect you. 

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INDEX

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COOPERATION

- Consolidating Efforts To Control Drug Abuse, by Ronald D. Kuest, Chief Investigator, Drug Control Assistance Unit, Washington State Patrol, Olympia, Wash., January 1972, vol. 41, No. 1, p. 10.
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- Four Decades of Service, September 1972, vol. 41, No. 9, p. 3.
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CRIME PREVENTION

- Combating Drug Abuse To Reduce Major Crime, by John T. McCool, Chief of Police, Wilmington, Del., March 1972, vol. 41, No. 3, p. 27.

Policing the Waterfront, by Louis H. Deutschmann, Superintendent, Harbor Police Department, New Orleans, La., October 1972, vol. 41, No. 10, p. 18.

Some Observations on Police Station Security, by Capt. David A. Hansen, Police Department, Daly City, Calif., April 1972, vol. 41, No. 4, p. 2.

The Special Operations Group, by Capt. William R. Mooney, Police Department, Chicago, Ill., April 1972, vol. 41, No. 4, p. 11.

The Stark County MEG Unit—A Response to Fragmented Law Enforcement, by David D. Dowd, Jr., Stark County Prosecuting Attorney, Canton, Ohio, September 1972, vol. 41, No. 9, p. 13.

Strike Force Against Street Crime, by Richard R. Andersen, Chief of Police, Omaha, Nebr., May 1972, vol. 41, No. 5, p. 3.

SWAT—The Los Angeles Police Special Weapons and Tactics Teams, by G. N. Beck, Police Department, Los Angeles, Calif., April 1972, vol. 41, No. 4, p. 8.

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What Bar Associations Can Do About Crime Prevention and Control, by Hon. Henry E. Petersen, Assistant Attorney General, Criminal Division, Department of Justice, Washington, D.C., November 1972, vol. 41, No. 11, p. 10.

CRIME PROBLEMS

- The Futility of Aircraft Hijacking, October 1972, vol. 41, No. 10, p. 16.
- Ignition Key To Crime, by J. Edgar Hoover, former Director, Federal Bureau of Investigation, April 1972, vol. 41, No. 4, p. 5.
- Law Enforcement Officers Killed in the Line of Duty, March 1972, vol. 41, No. 3, p. 3.

The New Mountain Men, by James W. Rigney, Ada County Sheriff's Department, Boise, Idaho, June 1972, vol. 41, No. 6, p. 3.

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The Police Role in Alcohol-Related Traffic Offenses, by Gerald W. Garner, Public Safety Technician, Police Department, Victoria, Tex., February 1972, vol. 41, No. 2, p. 9.

Trailers Are Tempting Targets for Thieves, August 1972, vol. 41, No. 8, p. 10.

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FACILITIES

- The New FBI Academy: A University for Law Enforcement, July 1972, vol. 41, No. 7, p. 2.
- A Secure Facility for High-Value Air cargo, by Robert M. Murphy, Vice President, Courier I Services, Division of Purolator Security, Inc., Lake Success, N.Y., December 1972, vol. 41, No. 12, p. 6.

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Commonsense and Sound Judgment Are Basic to Effective Law Enforcement, January 1972, vol. 41, No. 1, p. 7.

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FIREARMS

Law Enforcement Officers Killed in the Line of Duty, March 1972, vol. 41, No. 3, p. 3.

Mobile Firing Range, December 1972, vol. 41, No. 12, p. 15.

Versatile Instruction, by Charles R. Skillen, Director, Montana Law Enforcement Academy, Bozeman, Mont., December 1972, vol. 41, No. 12, p. 21.

IDENTIFICATION

An Analysis of Standards in Fingerprint Identification, June 1972, vol. 41, No. 6, p. 7.

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Let's Trap the Trappers, January 1972, vol. 41, No. 1, p. 25.

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The Bondsman's Right to Arrest, by Insp. Charles A. Donelan, Federal Bureau of Investigation, Washington, D.C., Part I, December 1972, vol. 41, No. 12, p. 25.

Changing Concepts in Warrant Objectives, by Insp. John A. Mintz, Federal Bureau of Investigation, Washington, D.C., January 1972, vol. 41, No. 1, p. 21.

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A Law Enforcement Officer Looks at Sentencing, by Insp. John B. Hotis, Federal Bureau of Investigation, Washington, D.C., August 1972, vol. 41, No. 8, p. 18.

Law of Warrants: Issuance Authority, by Insp. John A. Mintz, Federal Bureau of Investigation, Washington, D.C., September 1972, vol. 41, No. 9, p. 22.

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The Police Legal Unit, by Edwin D. Heath, Jr., Director of Police, Criminal Justice Interface Division, Police Department, Dallas, Tex., August 1972, vol. 41, No. 8, p. 22.

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A Way to Better Prosecution, by Charles R. Carter, Detective, Police Department, Albuquerque, N. Mex., June 1972, vol. 41, No. 6, p. 21.

POLICE EQUIPMENT

Police Communications, January 1972, vol. 41, No. 1, p. 29.

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POLICE MANAGEMENT

Law Enforcement on Tropical Islands, by Brian E. Graves, Chief of Police, Royal Virgin Islands Police Force, Road Town, Tortola, B.V.I., January 1972, vol. 41, No. 1, p. 3.

MODEL—Mobile On-Duty Electronic Learning, by Capt. John G. Parsons, Police Department, Beaumont, Tex., May 1972, vol. 41, No. 5, p. 19.

A Return to Neighborhood Police, by Edward C. McArdle, Chief of Police, and William N. Betjemann, Coordinator, Office of Crime Control, Albany, N.Y., July 1972, vol. 41, No. 7, p. 8.

Some Observations on Police Station Security, by Capt. David A. Hansen, Police Department, Daly City, Calif., April 1972, vol. 41, No. 4, p. 2.

The Special Operations Group, by Capt. William R. Mooney, Police Department, Chicago, Ill., April 1972, vol. 41, No. 4, p. 11.

Strike Force Against Street Crime, by Richard R. Andersen, Chief of Police, Omaha, Nebr., May 1972, vol. 41, No. 5, p. 3.

SWAT—The Los Angeles Police Special Weapons and Tactics Teams, by G. N. Beck, Police Department, Los Angeles, Calif., April 1972, vol. 41, No. 4, p. 8.

Can You Identify This Hijacker?



The Crime

A lone white male using the name Dan Cooper boarded Northwest Orient Airlines Flight No. 305 at Portland, Oreg., on November 24, 1971. At approximately 3:22 p.m., while the flight was en route to Seattle, Wash., he indicated to a stewardess that his briefcase contained a bomb which would blow up the plane unless his demands were met.

The hijacker demanded \$200,000 and four parachutes in exchange for the safety of the 36 passengers aboard the plane. When the aircraft landed at Seattle, Northwest Orient Airlines complied with his instructions. After he received the parachutes and money, the hijacker allowed all passengers and two of the airline stewardesses to deplane.

He then ordered the remaining crew members into the first-class section of the aircraft and informed them he desired to fly to Mexico City. The hijacker instructed that the plane proceed in a southerly direction and fly at a low altitude and slow speed which enabled the rear door of the plane to be opened during the flight.



The hijacker apparently bailed out somewhere between Seattle and Reno, Nev., where, when the plane landed, it was determined that "Cooper," two parachutes, and the ransom money had disappeared.

The Criminal

Artist conception drawings of the aircraft hijacker were prepared by the FBI Exhibits Section and are considered an excellent likeness. He is described as follows:

Race-----	White.
Sex-----	Male.
Age-----	Middle 40's.
Height-----	5 feet 10 inches to 6 feet.
Weight-----	170 to 180 pounds.
Complexion-----	Olive, Latin appearance, medium smooth.
Hair-----	Dark brown or black, parted on left, combed back.
Eyes-----	Possibly brown. During latter part of flight he put on dark, wrap-around sunglasses with dark rims.
Voice-----	Low, spoke intelligently, no particu-

lar accent, possibly from the Midwest section of the United States.

Characteristics----- Heavy smoker of Raleigh filter-tip cigarettes.

Wearing apparel---- Black or brown suit; narrow black tie; black dress suit; black rain-type overcoat or dark topcoat; dark briefcase or attache case; carried a paper bag—4 by 12 by 14 inches; brown shoes.

Remarks----- Very polite at all times.

Notification

Anyone having any information or knowledge believed to refer to this individual, please notify the Acting Director of the Federal Bureau of Investigation, Washington, D.C. 20535, or the Special Agent in Charge of the nearest FBI field office, the telephone number of which appears on the first page of most local telephone directories.

Press Release 10/5/72
James to Bishop Memo
"FINDER" BEGINS OPERATION

A prototype automatic fingerprint reader system, known as "FINDER," which utilizes advanced optical scanning techniques and a computer to automatically classify, search, and compare fingerprints, is now in operation in the Identification Division of the FBI. The equipment will permit the FBI to test, evaluate, and perfect on the job its theories of automatic fingerprint identification which, when fully operational, will insure greatly increased operating efficiency and resultant economies to the Government.

Team Policing—Four Years Later, by Lourn G. Phelps, Chief of Police, and Sgt. Lorne Harmon, Police Department, Richmond, Calif., December 1972, vol. 41, No. 12, p. 2.

POLICE ORGANIZATION

Centralization of State Law Enforcement Agencies, by Hon. James J. Hegarty, Director, Arizona Department of Public Safety, Phoenix, Ariz., May 1972, vol. 41, No. 5, p. 6.

Radio Communications Department Serves Law Enforcement in North Dakota, by Aldred G. Brose, Director, North Dakota Radio Communications Department, Bismarck, N. Dak., April 1972, vol. 41, No. 4, p. 25.

POLICE TRAINING

Consolidating Efforts To Control Drug Abuse, by Ronald D. Kuest, Chief Investigator, Drug Control Assistance Unit, Washington State Patrol, Olympia, Wash., January 1972, vol. 41, No. 1, p. 10.

FBI Law Enforcement Training Advisory Committee Convenes, November 1972, vol. 41, No. 11, p. 14.

Mobile Firing Range, December 1972, vol. 41, No. 12, p. 15.

Mock Disaster Training Program, by William C. Sampson, Training Officer, Dade County Public Safety Department, Miami, Fla., January 1972, vol. 41, No. 1, p. 16.

MODEL—Mobile On-Duty Electronic Learning, by Capt. John G. Parsons, Police Department, Beaumont, Tex., May 1972, vol. 41, No. 5, p. 19.

The Police Officer: Primary Target of the Urban Guerrilla, February 1972, vol. 41, No. 2, p. 21.

Versatile Instruction, by Charles R. Skillen, Director, Montana Law Enforcement Academy, Bozeman, Mont., December 1972, vol. 41, No. 12, p. 21.

POLICE UNITS

Air Disaster Recovery Operations in Remote Areas, by Hon. Emery W. Chapple, Jr., Commissioner, Alaska Department of Public Safety, Juneau, Alaska, June 1972, vol. 41, No. 6, p. 16.

Consolidating Efforts To Control Drug Abuse, by Ronald D. Kuest, Chief Investigator, Drug Control Assistance Unit, Washington State Patrol, Olympia, Wash., January 1972, vol. 41, No. 1, p. 10.

The New Mountain Men, by James W. Rigney, Ada County Sheriff's Department, Boise, Idaho, June 1972, vol. 41, No. 6, p. 3.

The Police Legal Unit, by Edwin D. Heath, Jr., Director of Police, Criminal Justice Interface Division, Police Department, Dallas, Tex., August 1972, vol. 41, No. 8, p. 22.

A Return to Neighborhood Police, by Edward C. McArdle, Chief of Police, and William N. Betjemann, Coordinator, Office of Crime Control, Albany, N.Y., July 1972, vol. 41, No. 7, p. 8.

The Special Operations Group, by Capt. William R. Mooney, Police Department, Chicago, Ill., April 1972, vol. 41, No. 4, p. 11.

The Stark County MEG Unit—A Response to Fragmented Law Enforcement, by David D. Dowd, Jr., Stark County Prosecuting Attorney, Canton, Ohio, September 1972, vol. 41, No. 9, p. 13.

SWAT—The Los Angeles Police Special Weapons and Tactics Teams, by G. N. Beck, Police Department, Los Angeles, Calif., April 1972, vol. 41, No. 4, p. 8.

PUBLIC RELATIONS

Attorney General Mitchell Dedicates Los Angeles Police Memorial, March 1972, vol. 41, No. 3, p. 16.

"Friendly Town," by William Brey, Chief of Police, Danville, Ill., April 1972, vol. 41, No. 4, p. 16.

My Uniformed Parish, by Rev. R. Joseph Dooley, Chaplain, Metropolitan Police Department, Washington, D.C., October 1972, vol. 41, No. 10, p. 3.

Operation Respect, March 1972, vol. 41, No. 3, p. 18.

A Return to Neighborhood Police, by Edward C. McArdle, Chief of Police, and William N. Betjemann, Coordinator, Office of Crime Control, Albany, N.Y., July 1972, vol. 41, No. 7, p. 8.

"Side-by-Side," by Insp. Claude W. Dove, Director, Community Relations Division, Police Department, Washington, D.C., May 1972, vol. 41, No. 5, p. 16.

"TOP" Program Strengthens Police-Youth Relations, March 1972, vol. 41, No. 3, p. 20.

Youths Form Statewide Law Enforcement Organization, January 1972, vol. 41, No. 1, p. 14.

SCIENTIFIC AIDS

An Analysis of Standards in Fingerprint Identification, June 1972, vol. 41, No. 6, p. 7.

Bomb Scene Investigations and the FBI Laboratory, March 1972, vol. 41, No. 3, p. 30.

Examination of Biological Fluids, June 1972, vol. 41, No. 6, p. 12.

Forensic Odontology Today—A "New" Forensic Science, by Lowell J. Levine, D.D.S., Consultant in Forensic Dentistry, Office of Chief Medical Examiner, New York, N.Y., August 1972, vol. 41, No. 8, p. 6.

Laboratory Examinations of Photo-Related Evidence, May 1972, vol. 41, No. 5, p. 10.

The Role of the Forensic Pathologist in Arson and Related Investigations, by Irvin M. Sopher, M.D., D.D.S., Lieutenant Colonel, U.S. Army Medical Corps, Aerospace Pathology Branch, Armed Forces Institute of Pathology, Washington, D.C., September 1972, vol. 41, No. 9, p. 8.

TECHNIQUES

Air Disaster Recovery Operations in Remote Areas, by Hon. Emery W. Chapple, Jr., Commissioner, Alaska Department of Public Safety, Juneau, Alaska, June 1972, vol. 41, No. 6, p. 16.

Bloodhounds: A Tool in Law Enforcement, by Leo J. Castle, Special Deputy Sheriff of Camden County, Camden, N.J., May 1972, vol. 41, No. 5, p. 26.

Mock Disaster Training Program, by William C. Sampson, Training Officer, Dade County Public Safety Department, Miami, Fla., January 1972, vol. 41, No. 1, p. 16.

Policing the Waterfront, by Louis H. Deutschmann, Superintendent, Harbor Police Department, New Orleans, La., October 1972, vol. 41, No. 10, p. 18.

A Program for Hit-and-Run Violations, by Edward L. Wright, Jr., Chief of Police, Montgomery, Ala., September 1972, vol. 41, No. 9, p. 16.

SWAT—The Los Angeles Police Special Weapons and Tactics Teams, by G. N. Beck, Police Department, Los Angeles, Calif., April 1972, vol. 41, No. 4, p. 8.

Televised Banking: Deterrent to Crime, by Lonnie L. Blanchard, Vice President and Cashier, International City Bank and Trust Company, New Orleans, La., November 1972, vol. 41, No. 11, p. 16.

Trailers Are Tempting Targets for Thieves, August 1972, vol. 41, No. 8, p. 10.

TRAFFIC

The Police Role in Alcohol-Related Traffic Offenses, by Gerald W. Garner, Public Safety Technician, Police Department, Victoria, Tex., February 1972, vol. 41, No. 2, p. 9.

A Program for Hit-and-Run Violations, by Edward L. Wright, Jr., Chief of Police, Montgomery, Ala., September 1972, vol. 41, No. 9, p. 16.

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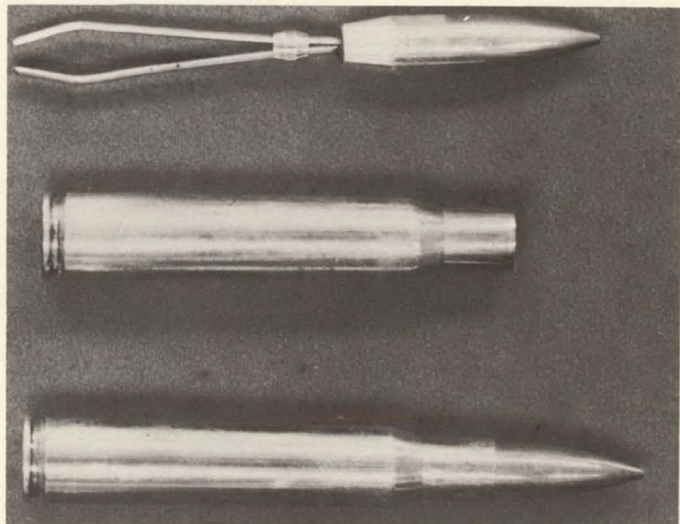
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POTPOURRI

Officers of a police department in a western State recently recovered a unique pot smoker's tool in the form of a dummy cartridge which contained a "roach clip" (marihuana cigarette holder). The lead core of a bullet had been melted and two pieces of spring steel with a ferrule around them inserted into the end of the bullet. A marihuana cigarette could be inserted between the pieces of steel and the ferrule slid forward to clamp it into place. When not in use, the clip was placed in an empty shell and gave the appearance of live ammunition.



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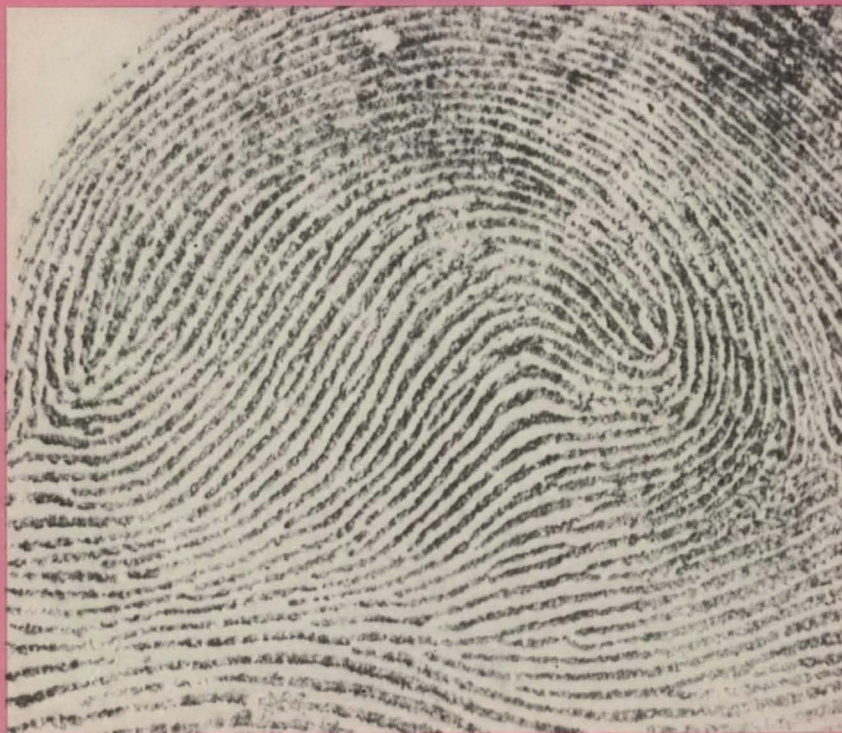


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QUESTIONABLE PATTERN



The pattern presented this month is classified as a double loop-type whorl with an inner tracing. This pattern requires a reference search as a loop because the left delta is extremely close to the edge of the pattern and may not always appear if the finger is not fully rolled.