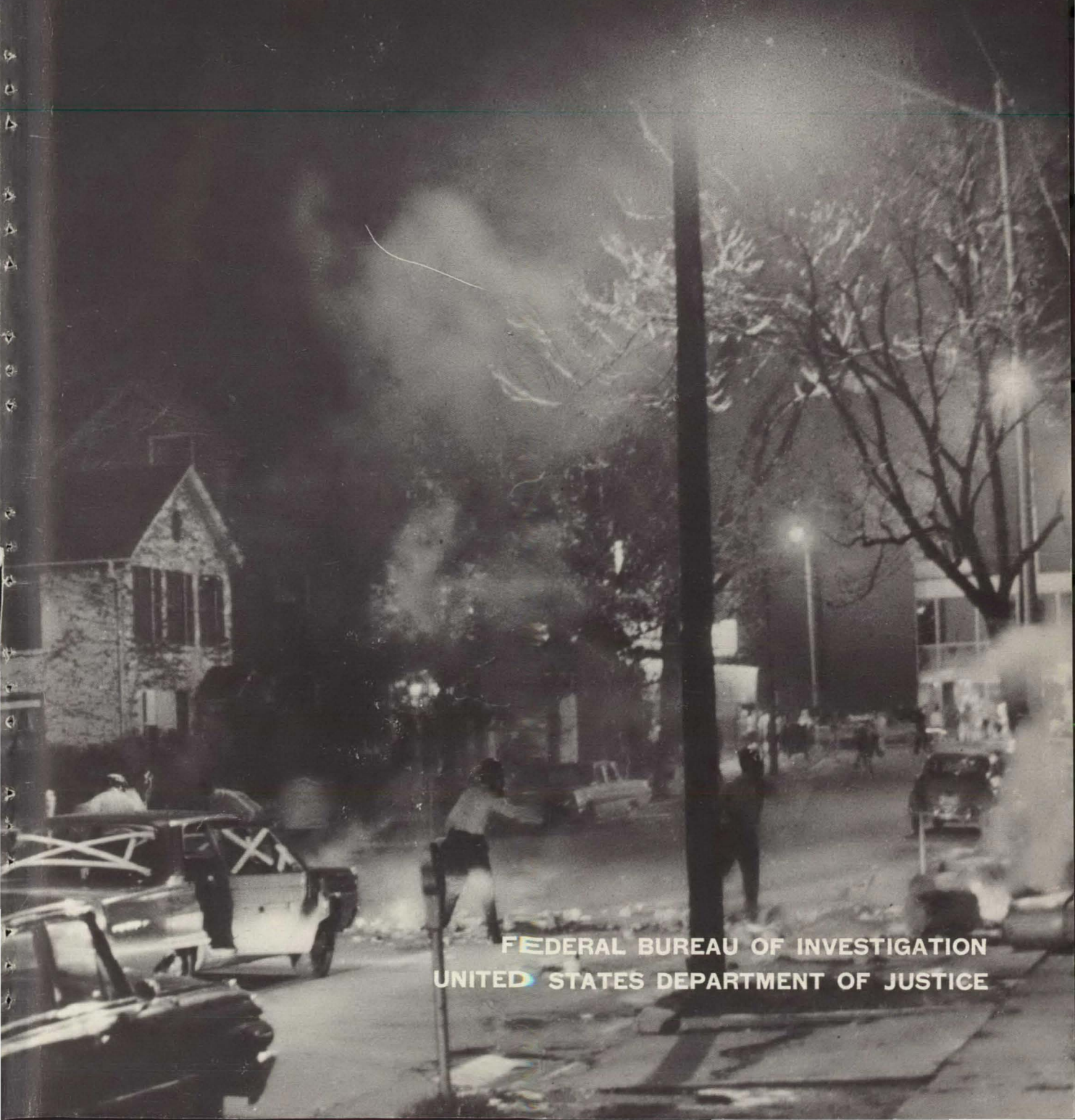


JANUARY 1973



# FBI

## LAW ENFORCEMENT BULLETIN

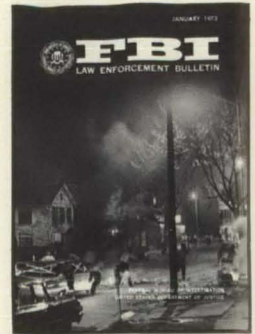


FEDERAL BUREAU OF INVESTIGATION  
UNITED STATES DEPARTMENT OF JUSTICE



JANUARY 1973

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THE COVER—Amid pelting from riotous groups which have set fires and vandalized property during a street demonstration, Madison, Wis., police officers form to secure area and arrest lawbreakers. See article beginning on page 2.

# FBI

LAW ENFORCEMENT BULLETIN

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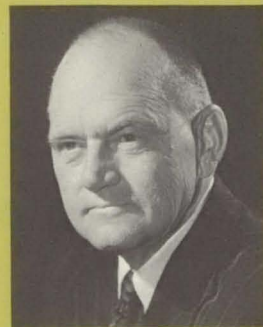
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# MESSAGE FROM THE ACTING DIRECTOR . . .

. . . To All Law Enforcement Officials



THOSE OF US WHO HAVE BEEN PRIVILEGED to serve in the law enforcement profession know that the responsibilities of that profession are among the most challenging to be found in contemporary society. To meet the demands of his varied duties adequately, the peace officer must have an abundant measure of intelligence, honesty, judgment, tenaciousness, decisiveness, courage, and physical stamina.

These qualities have distinguished the best members of the law enforcement profession. They must continually be sought in the selection of law enforcement personnel. An officer who has all of these qualities still must extend himself in performing his duties to meet the high standards of his profession. Lacking any one of them, an officer may fall short in times of greatest need, when the balance of justice, or even life itself, is at stake.

It is extraordinarily difficult to fill the role which is the essence of law enforcement, that of protector. The role demands that a multitude of goals be met, yet in reality they often cannot be met. In a conflict, where law enforcement responsibilities most often begin, even to the skeptics the law enforcement officer becomes a tower of

strength to whom the rest of us turn for assistance. He is the one person on whom many must depend for a remedy to the predicaments of life.

But there is another side to the law enforcement officer—a more gentle side of which we seldom hear. To see a police officer comfort those who are grief-stricken over the death of loved ones, to watch him selflessly risk his life to save another, to observe him giving assistance to the helpless, to share his assurances to a lost and tearful child, to learn of his commitment to helping underprivileged youths, and to know that he has spared a life in circumstances that gave him every legal justification to take it is to witness law enforcement at its finest.

Humaneness, a genuine concern and compassion for a fellow human being, is, to many, an unexpected quality to find in a profession which deals so often with violent situations. Yet it should not be. It is a trait which is absolutely necessary for the kind of law enforcement we all want. At the outset of this new year, it is an appropriate time for the law enforcement profession to re-dedicate itself to cultivating the quality of humaneness in its members.

A handwritten signature in dark ink, appearing to read "Pat Gray".

L. PATRICK GRAY, III  
*Acting Director*

From Madison, Wisconsin—

# *One Department's Confrontation Strategy*

By

**HERMAN J. THOMAS**

Acting Chief of Police,  
Madison, Wis.



Madison, Wis., has long been an arena for political and intellectual dissent. The crosscurrents that converge at the seat of government for the State of Wisconsin and the home of the University of Wisconsin have always dropped fertile soil in which to nurture controversy. As long as such controversy was limited to the pursuit of scholarship, it was often looked upon with little more than passing interest by the rest of the community. Few outside the university, for example, were roused to passion over radical interpretations of the U.S. Constitution by some scholars. Students of criminology provoked no





Police gather behind barricade as they are pelted with objects.

large-scale clamor when they tended to identify ills in the criminal justice system more often than to propose effective ways to detect and deter criminals.

However, during the last half decade in Madison, the intellectual debates of a more placid era have become supercharged with a militancy which has sparked violent, and at times revolutionary-inspired, street riots. The catalyst in this change has undoubtedly been the increased concern with domestic and foreign issues affecting the Nation. The elements directly involved in these present-day confrontations have been a small but organized clique of New Left zealots bent on destroying the concept of rep-

resentative democracy, a larger and more idealistic segment of the university community intent on demonstrating its opposition to U.S. Government policies, and the local city and county police charged by legally constituted civil authorities with preserving the peace.

The initial university campus conflict at Madison was precipitated by New Left elements in 1967. The issue chosen by these ideological advocates on the left was the presence of industrial recruiters on campus. Much anti-defense-industry propagandizing was effected by these leftists operating under the guise of an "ad hoc committee." A combination of factors, the anti-defense-industry barrage be-

ing foremost, led to the first major violent confrontation between police and students in Madison.

### *Strategy Planning*

Much has been written, both as news reports and scholarly studies, concerning the early police-student confrontations. Seldom have the events, however, been portrayed as they developed; the occurrences themselves have always been paramount. The news media and scholars alike have dwelt upon what transpired during a given confrontation, devoting little attention to the calculating treachery through which some zealots developed issues with which to play students and



*"Perhaps the biggest benefit derived from this operation is to the principle of free speech itself; for the police are now better able to identify and arrest only those engaged in illegal acts, and the bulk of protesters are left to express their first amendment right of free speech."*

police against each other. This oversight on the part of the press and scholar has not been lost upon police intelligence operations; for if one thing was learned from these early confrontations, it was the necessity for the police to be privy to prefrontation planning. Only by knowing what to anticipate can the police hope to cope with these staged events with a minimum amount of force and with adequate strategy.

Since 1967, the Madison Police Department and the Dane County Sheriff Department, working in close harmony, have been two of the police agencies in the forefront in planning against confrontation strategies. No demonstration, no confrontation, and no riot go unanalyzed. Issues, individuals, and targets are scrutinized; tactics and countertactics are constantly being developed. One such countertactic is the "Police Affinity Detail" concept implemented under the auspices of the administration of the Madison Police Department.

During the past 5 years, we have seen street confrontations and riots build to a fever pitch overnight. Powerless to challenge the issues over which these disturbances were staged, the police could only attempt to counter them in terms of preserving the peace. When criminal acts were committed, we insisted that our officers make arrests in accordance with the proven axiom of police operations: The surest deterrent to crime is the knowledge on the part of the criminal that he will be quickly apprehended and successfully prosecuted. Unfortunately, during large-scale street disturbances, it was often

impossible to identify and arrest those violating the law.

For example, we learned that as early as February 1970, certain of the zealots had formed four-, five-, or six-man cells which would operate under the cover of legitimate demonstrations to "trash" buildings, commit arson, and batter police officers. Whereas the vast majority of demonstrators often wished to protest lawfully and constitutionally, these bands of criminals were using large-scale demonstrations as screens behind which to commit criminal acts with impunity. Some defense against these hoodlums had to be developed to insure the rights of legal demonstrators and to prevent crime and protect life and property. From time to time, individual police officers in plain clothes were sent into crowds to ferret out those bent on illegal acts. Occasionally such an assignment was successful; all too often, however, the police officer was immediately spotted and forced to abandon the effort.

Based on these facts, in August 1971, the establishment of a unit to be known as the police affinity detail was authorized. Hopefully, this unit would be able to provide the community with a defense against the mob hoodlums. The suggestion and a curriculum for instruction were developed by three Madison police officers who had undercover experience.

The principle behind the police affinity detail is basic: Infiltrate and act to uphold the law. That is, dispatch police cells akin to the lawless cells described above into the field during times of civil disturbances.

The police cells operate on the street in plain clothes, disguised to blend with the crowds; they travel in groups of varying numbers, surveying the action until they observe criminal acts being committed. Immediately they maneuver to identify and arrest the perpetrators. The most amazing aspect of this strategy is that it works as easily in practice as it sounds in

Trashing on a Madison street.





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*"The principle behind the police affinity detail is basic: Infiltrate and act to uphold the law."*

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theory. Perhaps the biggest benefit derived from this operation is to the principle of free speech itself; for the police are now better able to identify and arrest only those engaged in illegal acts, and the bulk of protesters are left to express their first amendment right of free speech.

### **Selection of Members**

The selection of the police affinity detail explains, to a large extent, the success that it has enjoyed. In appointing the men who comprise the detail, great care was used to choose those officers who had certain necessary characteristics such as a sense of street "savvy" and street "lingo." Most police officers, who are simply too "straight" in demeanor, dress, and speech, are immediately spotted when they try to operate under cover at the scene of a disturbance; however, there are officers in most departments who are adept at functioning in a street role. Those who have worked undercover narcotics assignments, for example, have developed the ability to relate to particular types of individuals to a very refined degree. Therefore, many of those chosen for the detail had extensive backgrounds in undercover assignments.

Since our disturbances center in and around a university campus, it is important for affinity officers to be able to pass as university students. They must be able to "rap," not only on the intellectual and political issues prevalent among university students, but they must also be able to discuss in a familiar manner the mechanical aspects of university operations. They

must, for example, be familiar with terms such as "major," "minor," "seminar," and "6 weeks" and what these terms signify to university students. On one occasion, when it appeared that an affinity unit was in danger of being exposed, the members began discussing among themselves a recent 6 weeks' exam for the benefit of those around them. Any suspicions concerning this unit were immediately allayed by this disarming ploy. Many of the affinity members have 2 or more years of college, while others have baccalaureate degrees.

Another important qualification is a youthful appearance. There is absolutely no way that a 40-year-old officer or detective is going to pose as a street rioter, nor is there much chance that the same officer or detective is going to be able to get close to a rioter; however, a younger officer trained and practiced at mingling with the youthful element can not only pose as one of them, but can usually walk right up to him while he is trashing a building or hurling rocks at the police. From this vantage point, the officer can positively identify the violator. On most occasions, acting with the

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*"Working from within the crowd enables the affinity officer to make positive identifications and swift apprehensions. . . ."*

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element of surprise, affinity officers can easily arrest the culprit and turn him over to a nearby uniformed unit.

It is readily recognized that it is unwise for uniformed officers to charge into a crowd to attempt to make apprehensions. There is no chance for surprise; consequently, the crowd has an opportunity to either shield those committing illegal acts or allow them to beat a hasty retreat before the uniformed police can reach them. This makes identification and apprehension nearly impossible for uniformed police. Working from within the crowd enables the affinity officer to make positive identifications and swift apprehensions, for while most crowds will not hesitate to run away from uniformed police, very seldom will a crowd rush the police. This enables the plainclothes affinity officer to use the uniformed police as a safe harbor once he has effected an ar-

Demonstrators add debris to a barricade.





rest and delivered the culprit into the midst of the uniformed police. Since only our younger officers have the physical appearance to successfully employ this strategy, the average age of affinity members is under 30.

## Training

Selecting the officers was not enough in itself. A degree of orientation and training and a period in which to weld the officers into a smoothly operating unit were necessary. An inservice training session was approved to accomplish this purpose.

From the very beginning, the men were formed into four-man units so they would become accustomed to working together as a team. A high degree of coordination and teamwork was a goal that the affinity detail had to realize or the entire operation would fail. Every member of each unit had to be confident that he could depend completely on his fellow members—there could be no place for hesitation or faintheartedness.

Each unit was organized to work as a single entity. To accomplish this, each unit was under the command of its ranking officer. Under actual civil disturbance conditions, this leader would direct his unit with absolute authority. No action would be commenced until it had been cleared through him to insure that the unit would stick together and operate as a whole. In order to accomplish this high degree of unity, an important aspect of the training program dealt with familiarizing the unit with its leader. The leader directed his unit with a system of hand and whistle signals, code words, and arrest techniques. Any maneuver that was likely to be needed in a street disturbance setting had to be well rehearsed. The success of this conditioning became apparent during disturbances which occurred in Madison during March, April, and May 1972. Affinity units

*"A high degree of coordination and teamwork was a goal that the affinity detail had to realize or the entire operation would fail. Every member of each unit had to be confident that he could depend completely on his fellow members. . . ."*

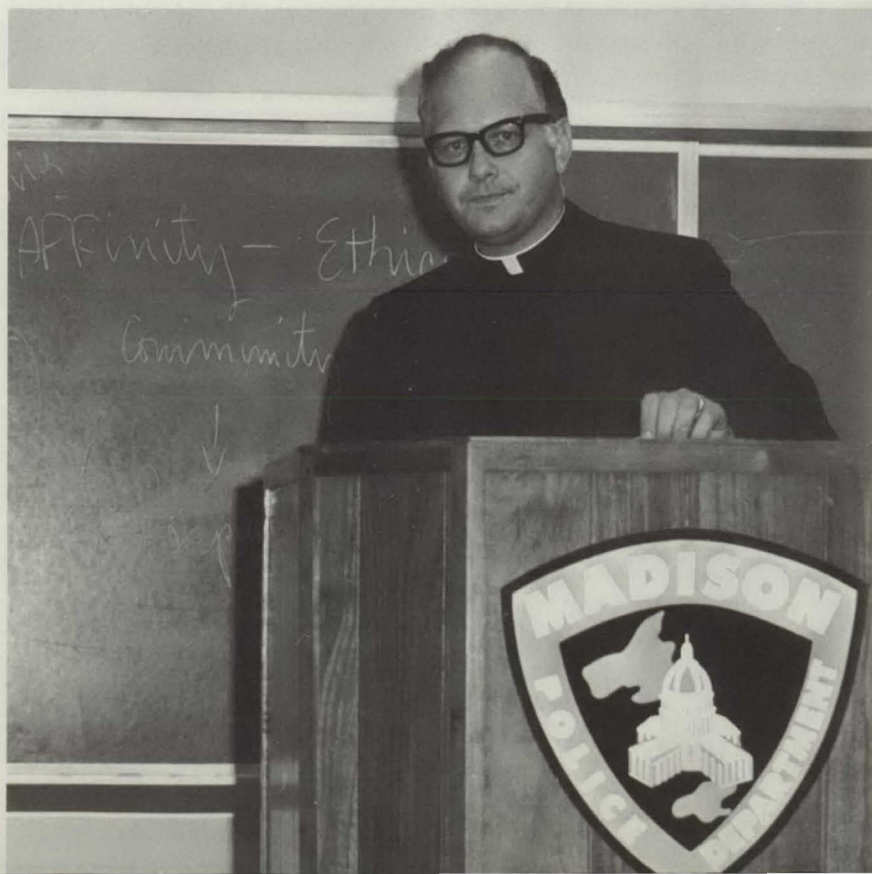
were used in all of these disturbances, and not once did the need arise to chide any member for failing or misinterpreting his assignment; nor was there a single instance of a subject designated for arrest by an affinity unit making good his escape.

Once the units were formed, and their mode of operation perfected, the reason for the existence of the affinity detail was impressed upon each member. Each officer understood that the affinity detail concept was not intended to be a clandestine police operation aimed at stifling dissent, nor would it be allowed to deteriorate into mediocrity. There was no place in the detail for any one with ideas of operating outside the law. They were assured that all actions would be carefully scrutinized, both internally and

externally. For example, we pointed out to the members that from the very start, various reporters would look upon the affinity operation warily. Some of the reporters, quite frankly, believe that the right to demonstrate and seek redress from government is seriously inhibited by such police operations. It was pointed out that if some of the news media discovered our plainclothes units making arrests in an undercover capacity during civil disturbances, they would not hesitate to fault the operation. Therefore our one and only purpose was to identify lawbreakers, and through completely legal procedures, arrest and bring them before a court of law to answer for their crimes.

In order to stress this position even more positively, I arranged for

Pastor Lowell Mays addresses an affinity detail.





Lowell Mays, a chaplain who since has become a university professor, to present the keynote lecture on the topic of ethics. He is well known on the university campus as a fair and honest clergyman; he was given a complete briefing on this entire operation and on the identity and background of all its members. It was felt that he could serve as a buffer between this police operation and the campus community. The insight he was able to offer, and the discussion that ensued, made clear the necessity for exemplary behavior on the part of the entire group. Further, it developed a sense of fellowship between him and our specially trained officers.

The remainder of the training session dealt with topics such as history of disturbances in Madison; pertinent Federal, State, and local laws; New Left political theory; the local scene; and the procedure for implementation and coordination of affinity units with uniformed units. Field instructors taught the members techniques necessary to cope with street problems. Throughout this program, we reiterated the concept that their role was to police the streets in a unique way during civil disturbances. Every member knew that he could attain the goal of their mission; that is, his unit would be able to make arrests for specific violations. In this respect, the affinity detail's record has been nothing short of spectacular.

### Assignments

Our first opportunity to test the theory of the affinity detail came during street disturbances on September 25, 1971. Roving bands of trashers, many from outside the city of Madison, attempted to vandalize property and injure police officers in an area just off the University of Wisconsin campus. For the most part, the disruptors were held in check by uniformed officers; however, there was

some vandalism, and a number of rocks and bottles were thrown at police. A swift response to these violations by affinity officers in the midst of the disruptors led to the arrest of five persons, resulting in a rapid dispersal of the remainder of the crowd.

The next assignment of the detail came in March 1972. During the period from March 19 to March 22, 1972, street disturbances broke out over the issue of the dissolution of a walking mall on a street in the campus fringe area. During this period of disturbances, 25 arrests, 16 of which were credited to the affinity-trained officers, were effected for a variety of criminal acts. One of the most encouraging aspects of this operation was that the arrests were based both on catching individuals in the act of a crime and summarily arresting them, as well as identifying violators at the scene of a crime and later securing arrest warrants for them. We proved at this time that the officers were able to make careful observations of violators in their illegal acts, and these observations could be put to use in identifying the violators at a later date from photos taken by police photographers.

Police intelligence reports indicated that those inclined toward mob disorder often found it very disheartening when they learned that some of their friends who had committed criminal acts under cover of the crowds ended up being arrested several days after the disturbance was over.

Similar success was enjoyed by the affinity detail during street disturbances which occurred in April 1972. The police department responded with



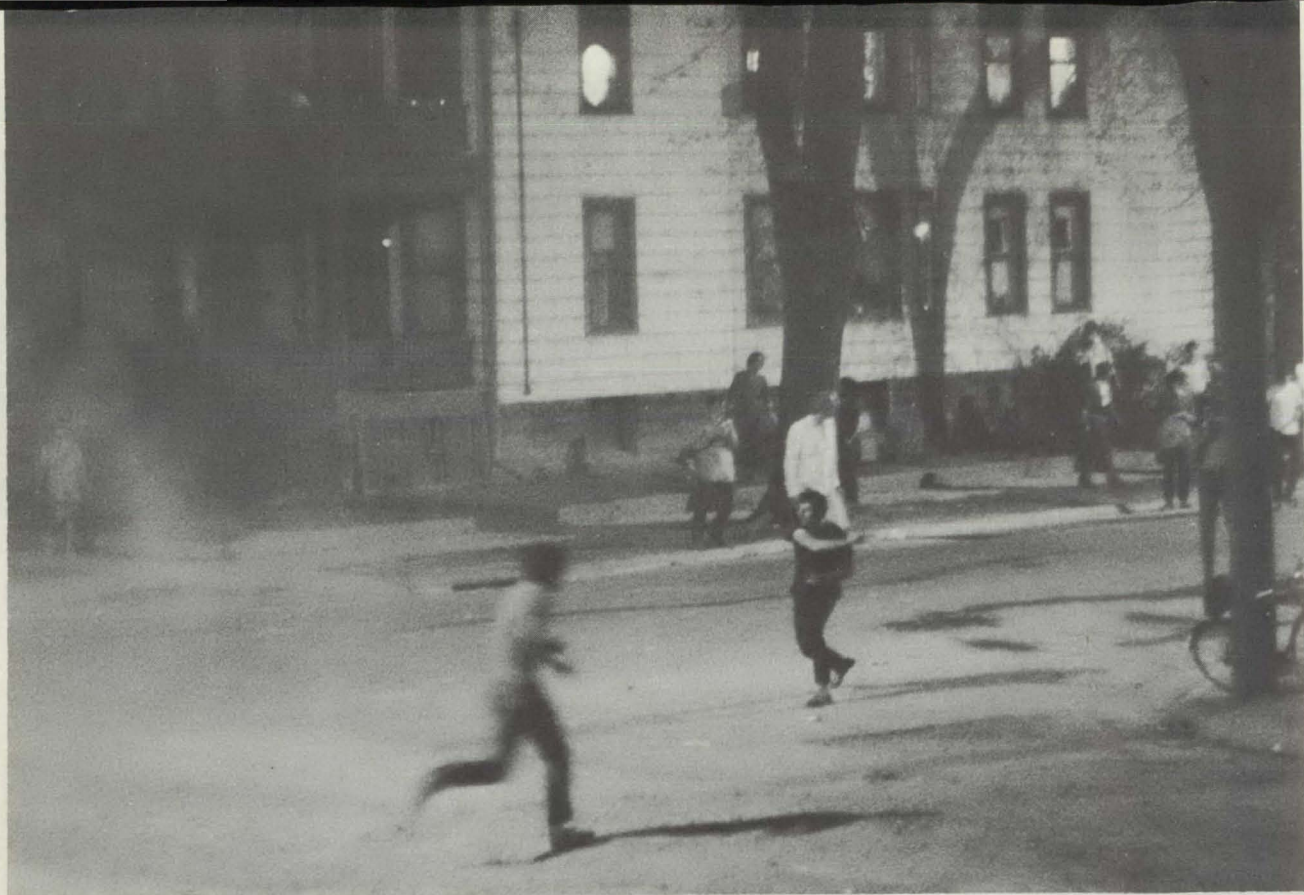
An officer in uniform and on affinity detail.

the objective of preserving the peace while numerous confrontations occurred. The evening of April 20, 1972, marked the height of the disturbances. Of 10 arrests effected, seven were made by members of the affinity detail.

Again police intelligence reports assisted the department in determining the success of the affinity operation. It was reported that as a result

*"It was reported [by police intelligence] that as a result of the effectiveness with which arrests were made . . . those advocating mob vandalism determined that it was no longer safe to use the cover of crowds to trash and batter due to the increasingly high risk of being arrested in the act."*





Vandals harass police with "hit and run" pelting.

of the effectiveness with which arrests were made during the evening of April 20, those advocating mob vandalism determined that it was no longer safe to use the cover of crowds to trash and batter due to the increasingly high risk of being arrested in the act.

Perhaps the highlight of our affinity operations was reached during the evening hours of May 10 and the early morning hours of May 11, 1972. A renewal of street disturbances had developed on May 8. During an 8-hour period from 7 p.m. on May 10 to 3 a.m. on May 11, 1972, the affinity detail accounted for 14 of 18 arrests of mob hoodlums. Five of those arrested were charged with serious felonies.

Police undercover intelligence was able to report on the afternoon of May 11, 1972, that attempts at further disruptions in Madison had been can-

celed by a united front of organizers that had been staging them. This group decided it was simply too risky to protest violently because the police were too effectively organized. The well-coordinated efforts between uniformed police and affinity police had those who wished to violate the law as a means of dissent arrested.

There were further demonstrations in Madison on the afternoon and evening of May 12, the afternoon of May 13, and the afternoon of May 14, but there were no further disruptions. A combined police operation had swept the disruptors from the streets and made it safe for those bent on legitimate protest to demonstrate.

### *Cooperation Gets Job Done*

One final point that should be explained is the ability of the Madison Police Department to allocate a small

percentage of its police force to an undercover capacity during a civil disturbance. The general assumption is that the maximum amount of uniformed personnel is needed on the street at such times; however, when a community is assured of the complete cooperation of all its law enforcement facilities—city, county, and State—various tactical operations become possible. Were it not that the city of Madison could depend upon the Dane County Sheriff Department, the Dane County Traffic Department, Mutual Aid officers, and the Wisconsin State Patrol for assistance during civil disturbances, the idea of a police affinity operation would be an impossibility. As with any law enforcement problem, cooperation gets the job accomplished; lack of cooperation leaves everyone, especially the community, the loser.

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*(This is the conclusion of a two-part article.  
Part I appeared in the December 1972, issue.)*



# THE BONDSMAN'S RIGHT TO ARREST

By  
INSP. CHARLES A. DONELAN  
Federal Bureau of Investigation,  
Washington, D.C.

## PART II

Law enforcement officers of other than Federal jurisdiction who are interested 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.

### *Origin, Basis, and Scope of Right To Arrest*

What is the origin and basis in the law for the bondsman's right to arrest a person admitted to bail pending trial—in Mr. Justice Holmes' phrase this "trace of the old relation" between accused and surety which still remains? It is bottomed on the common law principle that the accused is transferred to the friendly custody of his sureties and is at liberty only by their permission.

At the time of the Norman Conquest of England, the sureties for the accused were compared to his jailers and were said to be "the Duke's living prison."<sup>18</sup> This relationship between them has been described in the cases since those days in like picturesque language. For example, it has been said: "[T]he principal is, in the theory of the law, committed to the custody of the sureties as to jailers of his own choosing";<sup>19</sup> "The bail have their principal on a string, and may pull the string whenever they



**“ . . . in legal contemplation, when the accused is released  
on bail, his body is deemed to be delivered to his sureties.”**

please.”<sup>20</sup> Thus, in legal contemplation, when the accused is released on bail, his body is deemed to be delivered to his sureties. The contract of bail “like debt as dealt with by the Roman law of the Twelve Tables . . . looked to the body of the contracting party as the ultimate satisfaction.”<sup>21</sup>

In early times, bail implied a stringent degree of custodial responsibility<sup>22</sup> and the sanction of the law for any failure on the part of the sureties was harsh. When the accused was released on bail he and his sureties were said to be bound “body for body.” As late as the 14th century an English judge, after noting that bail were the accused’s keepers, declared that it had been maintained that if the accused escaped, the bail would be hanged in his place.<sup>23</sup> But, on the other hand, it seems that during the previous century sureties who failed to produce their man in court got off with a fine, all their chattels theoretically being at the King’s mercy. In a modern case the responsibility of the sureties has been described as follows: “If the defendant had been placed in jail, he could at any time on the call of the case have been brought into court for trial. The bondsmen are as the four walls of the jail, and ‘in order to fully discharge their obligations they are obliged to secure their principal’s presence and put him as much in the power of the court as if he were in the custody of the proper officer.’”<sup>24</sup>

As to the modern sanction of the law, of course, if the accused flees and fails to appear in court at the required time, the bail bond is forfeited and the surety is absolutely liable to the government as a debtor for the full amount of the penalty.

With such a stern responsibility of safekeeping to insure that the accused

answered the call of the court, it followed in reason that the law would afford the means to carry it out, as the practical common law did, by recognizing a right of arrest in the bondsman. Although the right arises from the theory of the sureties’ custody—i.e., the principal is “so far placed in their power that they may at any time arrest him upon the recognizance and surrender him to the court”<sup>25</sup> for exoneration—it also bears a resemblance to the right of arrest which existed under the medieval frankpledge system of law enforcement. That system, designed to keep the King’s Peace, was one of mutual suretyship with each man responsible for the good conduct of the other nine members of his tithing, and with each having the duty to aid in the capturing of fugitives from justice. The resemblance is close, for up to the early decades of the 13th century prisoners were often handed over to a tithing, and sometimes a whole township was made responsible for their appearance before the court.<sup>26</sup>

The scope of the bondsman’s right to arrest the accused, based on the metaphysical link that binds them, was viewed by the Supreme Court of the United States in the course of its opinion in the interesting case of *Taylor v. Taintor*.<sup>27</sup> In this case, which will be discussed below, the Court said:<sup>28</sup>

“When bail is given, the principal is regarded as delivered to the custody of his sureties. Their dominion is a continuance of the original imprisonment. Whenever they choose to do so, they may seize him and deliver him up in their discharge, and if that cannot be done at once, they may

imprison him until it can be done. *They may exercise their rights in person or by agent. They may pursue him into another state; may arrest him on the Sabbath; and if necessary, may break and enter his house for that purpose. The seizure is not made by virtue of new process. None is needed. It is likened to the rearrest, by the sheriff, of an escaping prisoner.*” (Emphasis added.)

As to the above-mentioned right of a surety to arrest by means of an agent, it has been held<sup>29</sup> that the surety, in the absence of statutory limitations, may deputize others of suitable age and discretion to take the prisoner into custody, but the latter authority may not be delegated. Where a statute provides the manner in which the power of arrest may be delegated by the bail bondsman, that provision must be followed or the rearrest is invalid. In some jurisdictions, a statute provides for an arrest by the sheriff on a direction of the bail endorsed on a certified copy of the recognizance. Where the surety on a bail bond procures the rearrest of his principal by a sheriff, or other peace officer, it is the general rule that the officer is empowered to make the arrest as an agent of the surety and not as an officer “per se.” Where a statute prescribes the formalities to be followed before an arrest may be made by a peace officer as agent of a surety, compliance with the statute is necessary for a lawful arrest.

As to the above-mentioned right of a surety to pursue his principal into another State, it has been held<sup>30</sup> that, just as the surety can arrest and surrender the principal without resort to



legal process when the latter remains within the jurisdiction, he can pursue him into another State to arrest him, detain him, and return him to the State whence he fled and where the bail bond was executed, and his presence is required. A surety has the right at any time to discharge himself from liability by surrendering the principal before the bail bond is forfeited and can arrest him for that purpose. His right to seize and surrender the principal is an original right, not a right derived through the State, which arises from the undertaking in the bail bond and the relationship between the principal and bail. It is a private right and not a matter of criminal procedure; jurisdiction does not enter into the question; and there is no obstacle to its exercise wherever the surety finds the principal. The surety's right in such a case differs from that of a State which desires to reclaim a fugitive from its justice in another jurisdiction. In default of a voluntary return, the State can remove a defendant from another State only by the process of extradition and must proceed by way of extradition which can only be exercised by a government at the request of a government.

The case of *Taylor v. Taintor*,<sup>31</sup> noted above, which was decided by the Court in 1873, dealt with the problems raised by the interstate travel of the principal on a bail bond and the liabilities of the surety in that regard. The holding of the Court was that where a principal was allowed by his bail to go into another State, and while there, was delivered upon a requisition from a third State upon a criminal charge committed in that State, such proceedings did not exonerate the bail.

The case arose in the following manner: A man named McGuire was charged, by information, with the crime of grand larceny in Connecticut and arrested upon a bench warrant. The court fixed the amount of bail to be given at \$8,000. McGuire was released from custody on a bail bond in that sum, with two sureties, conditioned that he appear before the court on a set day the following month. After his release on bond, McGuire went to New York where he lived. While he was there, however, he was seized by New York officers upon the strength of a requisition made upon the Governor of New York by the Governor of Maine charging McGuire with a burglary, alleged to have been committed by him in the latter State before the Connecticut bail bond was taken. Subsequently, McGuire was delivered to Maine officers who removed him against his will to that State where he was later tried and convicted on the burglary charge.

When, due to the New York arrest and removal, McGuire failed to appear before the Connecticut court on the appointed day, his bail bond was forfeited. Neither of his sureties knew when they entered on the bond that there was any criminal charge against McGuire other than the Connecticut grand larceny. The treasurer of the State of Connecticut successfully sued to recover the amount of the obligation of the bail bond and the State high court, and ultimately the Supreme Court of the United States, affirmed the judgment.

In their effort to resist the forfeiture, the sureties contended that it was impossible for them to produce McGuire before the Connecticut court pursuant to the condition of the bail bond since he had been arrested in

New York and removed to Maine by force of the Constitution of the United States and the interstate rendition laws enacted by Congress. To this contention the Supreme Court replied that the failure of McGuire to appear was caused by the supineness and neglect of the sureties, not the Constitution and laws of the United States, and held, accordingly, that they were not entitled to exoneration.

In reaching this conclusion, the Court declared at the outset that according to settled law the sureties will be exonerated when the performance of the condition of a bail bond is rendered impossible by the act of God, the act of the obligee, or the act of the law. On the other hand, it is equally settled that if the impossibility is created by the sureties, the rights of the State are in no way affected.

As to exoneration by "the act of the law," the Court explained, the sureties will be exonerated if the principal is arrested in the State where the obligation is given and is sent out of that State by the Governor upon the requisition of the Governor of another State. In so doing, the Governor represents the sovereignty of the State; the State can no longer require the principal's appearance before the court; and the obligation it has taken to secure his appearance loses its binding effect. But if the principal is imprisoned in another State for the violation of a criminal law of that State, the principal and his sureties will not be protected. The law which renders the performance impossible, and therefore excuses failure, must be a law operative in the State where the obligation was assumed and which is obligatory in its effect upon her authorities. The Court stated that where a demand is properly made by the

*"[A surety's] right to seize and surrender the principal is an original right [and] a private right and not a matter of criminal procedure; jurisdiction does not enter into the question. . . ."*



Governor of one State upon the Governor of another, the duty to surrender a fugitive is not absolute and unqualified. It depends upon the circumstances of the case. If the laws of the latter State have been put in force against the fugitive, and he is imprisoned there, the demands of those laws may first be satisfied. The Court noted that bail may doubtless permit the principal to go beyond the limits of the State within which he is to answer. But it is unwise and imprudent to do so because if any evil ensues, the bail must bear the burden of the consequences and cannot cast them upon the State.

After laying out the foregoing principles, the Court declared that the sureties in this case were not entitled to be exonerated because:

1. When the Connecticut bail bond was forfeited for the non-appearance of McGuire, the action of the Governor of New York, pursuant to the requisition of the Governor of Maine, had spent its force and had come to an end. McGuire was then held in custody under the law of Maine to answer to a criminal charge pending there against him, a fact which, as explained above, cannot avail the sureties.

2. If McGuire had remained in Connecticut, he would probably not have been delivered over to the Maine authorities, and would not have been disabled to fulfill the condition of his obligation. If the demand had been made upon the Governor of Connecticut, he might properly have declined to comply until the criminal justice of his own State had been satisfied. It is not to be doubted that he would have exercised this right, but had he failed to do so, the obligation of the bail bond would have been released. But here, the sureties were at fault for McGuire's de-

parture from Connecticut, and they must take the consequences. Indeed, their fault reached further for, having permitted McGuire to go to New York, it was their duty to be aware of his arrest when it occurred, and to interpose their claim to his custody.

3. When McGuire was arrested in New York the original imprisonment under the Connecticut information was continued. The bail had a right to seize him wherever they could find him. The prosecution in Connecticut was still pending and its court's jurisdiction could not be suspended by any other tribunal. Though he was beyond the jurisdiction of Connecticut, McGuire was still, through his bail, in the hands of the law of that State and held to answer for the offense with which he was charged. Had the facts been made known to the Governor of New York by the sureties at the proper time, it is to be presumed that he would have ordered McGuire to be delivered to them and not to the authorities of Maine.

4. The act of the Governor of New York in making the surrender was not "the act of the law" within the legal meaning of those terms. In the view of the law, it was the act of McGuire himself. He violated the law of Maine, and thus put in motion the machinery provided to bring him within the reach of the punishment for his offense. But for this, such machinery, so far as he was concerned, would have remained dormant. McGuire cannot be allowed to avail himself of an impossibility of performance thus created. What will not avail him cannot avail his sureties. His contract is identical with theirs. They undertook for him what he undertook for himself.

5. The constitutional provision and the law of Congress, under which the arrest and delivery of McGuire to Maine were made, are obligatory upon every State and are a part of the law of every State. Every Governor, however, acts separately and independently for himself. In the event of refusal, the State making the demand must submit. There is no alternative. But in McGuire's case no impediment appeared to the Governor of New York, and he properly yielded obedience. The Governor of Connecticut, if applied to, might have rightfully postponed compliance. If advised in season he might have intervened and by a requisition have asserted the claim of Connecticut. It would then have been for the Governor of New York to decide between the conflicting demands.

The Court concluded by noting that the State of Connecticut was not in any sense a party to what was done in New York and that if McGuire had been held in custody in New York at the time fixed for his appearance in Connecticut, it would not in any way have affected the obligation of the bail bond.

### *Statutes Declaratory of Common Law Right*

Modern statutes provide for the right of a surety to arrest an accused released on a bail bond, thus preserving by legislation the authority first granted by the medieval common law. Under the Federal statute declaratory of this right,<sup>32</sup> any accused charged with a criminal offense who is released on a bail bond with sureties may be arrested by the surety, delivered to the U.S. marshal, and brought before any judge or officer empowered to commit for such offense. At the re-



quest of the surety, such judicial officers may recommit the accused to the custody of the marshal and indorse on the bond the discharge and exoneration of the surety. Thereafter the accused may be held in custody until discharged in due course of law.

In regard to the bondsman's ancient right to arrest, it is noted that when the State of Illinois enacted new bail statutes in 1963, aimed at rectifying abuses of the professional bail bondsman system and reducing the cost of liberty to accused persons awaiting trial, the primary argument advanced in favor of retaining the system was that the bondsman would, at his own expense, track down and recapture a defendant who jumped bail. The Illinois Legislature, however, found that this argument had only tenuous support as its "Committee Comments" included the following statement:<sup>33</sup>

"As to the value of bondsmen being responsible for the appearance of accused and tracking him down and returning him at the bondsman's expense—the facts do not support this as an important factor. While such is accomplished occasionally without expense to the county, the great majority of bail jumpers are apprehended by the police of this and other states . . . ."

### Bail Jumping Statutes

The penalties of the common law designed to insure the appearance in court of an accused out on bail and to deter him from absconding were limited to forfeiture of the bail bond and contempt of court.<sup>34</sup> These tradi-

tional sanctions, however, have been supplemented and bolstered in some jurisdictions through the power of the criminal law by legislative enactment of so-called bail jumping statutes.<sup>35</sup> Under these laws the accused is subjected to the criminal punishments of fine and imprisonment for breaching the conditions of his release by willful failure to appear. Such statutes are of comparatively recent vintage. For example, the New York law, said to be the first in the country, was passed in 1928; and the Federal statute was enacted in 1954.<sup>36</sup> The purpose of these penal laws is to improve the administration of justice by creating a personal deterrent to the flight of those who may prefer to forfeit bail; for example, those who desire to purchase their freedom for the price of the bail bond, or those who feel no financial deterrent as they expect the ultimate loss to fall on impersonal sureties.

Under these statutes aimed at the bail jumper the general elements are: That a person has been admitted to bail; that he willfully failed to appear as required; that the forfeiture of his bail has been incurred by reason of his failure to appear; and that he did not appear and surrender himself within the specified period after the forfeiture. The offense may be a felony or misdemeanor in grade depending upon that of the original offense for which the bail was given. Thus, the Federal statute provides that anyone released on bond who willfully fails to appear as required shall incur a forfeiture of any security given or pledged for his release. In addition, if he was released in connection with a charge of felony, he shall be fined not more than \$5,000 or imprisoned not

more than 5 years or both. If he was released in connection with a charge of misdemeanor, he shall be fined not more than the maximum provided for such misdemeanor or imprisoned for not more than 1 year, or both.

### Conclusion

Since the flight of the accused condemned by the bail jumping statutes is a criminal offense, the offender is subject to arrest by the professional law enforcement officer just like any other person who violates the penal code of the jurisdiction. But whether the arrest of a person released on bail, who willfully fails to appear in court when required, is made by an officer of the law pursuant to the provisions of the foregoing type of criminal statute, or under the traditional command of the court, or is effected by a bondsman under his ancient right of arrest at common law, the apprehension of the absconder serves the same vital end. Like any proper arrest, it is the initial essential step in the administration of justice ultimately "intended to vindicate society's interest in having its laws obeyed."<sup>37</sup> (FBI)

### FOOTNOTES

<sup>18</sup> Pollock & M., *supra*, 587.

<sup>19</sup> *Reese v. United States*, 9 Wall. (U.S.) 13, 21 (1870).

<sup>20</sup> See *Taylor v. Taintor*, 16 Wall. (U.S.) 366, 372, (1873), quoting old English decision.

<sup>21</sup> Holmes, *supra*, 249-250.

<sup>22</sup> 2 Pollock & M., *supra*, 587.

<sup>23</sup> Holmes, *supra*, 249-250.

<sup>24</sup> *Roberts v. State*, 32 Ga. App. 339, 341 (1924).

<sup>25</sup> *Reese v. United States*, *supra*, 21.

<sup>26</sup> 2 Pollock & M., *supra*, 587-588.

<sup>27</sup> *Taylor v. Taintor*, 16 Wall. (U.S.) 366 (1873).

<sup>28</sup> *Id.*, 371-372.

<sup>29</sup> See 8 Am. Jur. 2d, Bail and Recognizance, 115; Anno: 3 A.L.R. 186; 8 C.J.S., Bail, 87 c.

<sup>30</sup> *Fitzpatrick v. Williams*, 46 F. 2d 40 (1931).

<sup>31</sup> See *supra*, footnote 20.

<sup>32</sup> 18 U.S.C. 3142.

<sup>33</sup> See Note No. 3 to dissenting opinion of Mr. Justice Douglas in *Schilb v. Kuebel*, 30 L. Ed. 2d 502, (1971).

<sup>34</sup> See 18 U.S.C. 3151; *Brown v. United States*, 410 F. 2d 212 (1969); *United States v. Green*, 241 F. 2d 631 (1957).

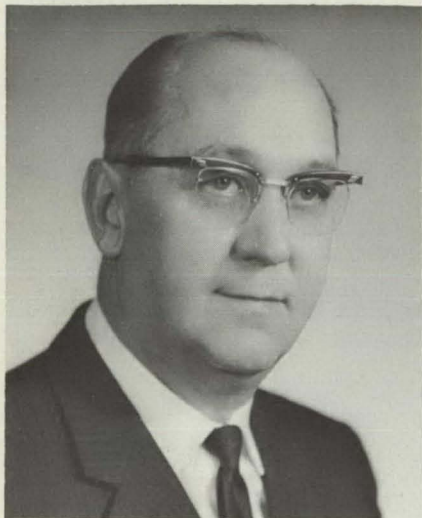
<sup>35</sup> See Orfield, *supra*; 8 C.J.S., Bail, 51(2).

<sup>36</sup> See 18 U.S.C. 3150; 18 U.S.C. 3146.

<sup>37</sup> *Terry v. Ohio*, 392 U.S. 1, 26 (1968).

*" . . . the Federal statute provides that anyone released on bond who willfully fails to appear as required shall incur a forfeiture of any security given or pledged for his release."*





By  
**ADOLPH S. OLSEN**  
Sheriff of Clay County,  
Moorhead, Minn.

## Clay County Regional Juvenile Detention Center

### Help for Juveniles in Trouble—

Community concern for juveniles in trouble has been translated into positive action in Clay County, Minn.

Through the efforts of Clay County officials and the cooperation of law enforcement agencies in at least 10 counties in northern and western Minnesota, a vital program is functioning to provide adequate facilities and training for juveniles requiring detention.

The program was initiated after extensive work and study by Charles Copenhaver, executive director of the family court of Clay County; Conn Bjerke, Clay County treasurer; and

Adolph S. Olsen, Clay County sheriff.

Representatives of each participating county sit on an advisory council which formulates policy, plans funding and purchasing, and carries out other responsibilities.

The overall goal of the council is to provide the best program possible for juveniles in trouble with the law.

The participating counties have a combined population of well over 270,000 people.

In this geographic area there had been no adequate detention facility for juveniles. Previously, these were the unsatisfactory alternatives court

*"The Regional Juvenile Detention Center is giving State and county administrators new insights into the correction of juvenile problems."*



and law enforcement officials faced when a juvenile was taken into custody and required detention:

1. Release the youngster to his parents and thereby often return him to a deplorable home environment which was, at least in part, responsible for the juvenile's plight.
2. Place the juvenile in an antiquated, inadequate detention facility, which seriously impaired efforts to rehabilitate the youth.
3. Transport the youngster to a distant facility—in some cases as far as 300 miles—which took experienced law enforcement personnel away from other more urgent duties.

Clay County officials set about remedying the situation.

The Clay County Law Enforcement Center, constructed in 1965 at Moorhead, Minn., had available excess space that was easily remodeled into the new Regional Juvenile Detention Center.

Aside from physical detention, the center provides complete psychological and psychiatric evaluation and training of juveniles. Such evaluations often make commitment of juveniles to a State institution unnecessary.

The Minnesota Department of Corrections has expressed an interest in this operation as a pilot program to assist in establishing similar programs on a statewide basis.

It also seems logical that the juvenile issues could and should be dealt with on a community level, and this program makes this possible.

This regional juvenile detention

facility is capable of allowing a broad range of remedial services for its youngsters in addition to the conventional detention services. Among these services are education, hobby craft, recreation, diagnostic service, counseling with parents and child, and the like. In addition, the detention center staff coordinates prevention and rehabilitation programs for the communities within the counties involved.

Statistics from the Minnesota Department of Corrections indicate that there is an average of four juveniles in detention daily in west-central Minnesota. Juvenile courts of the area indicate there would be an increased utilization of detention if adequate facilities and transportation were available. The detention center at Moorhead provides this adequate facility.

The primary recipients of benefits from this program are juveniles with serious difficulties.

In addition, juvenile courts of the area are benefited in that more avenues of action, such as 24-hour supervision, counseling with parents, continuing education, and earlier exposure to rehabilitation programs, are open to them. Others benefiting from this program are college students, including graduate and work-study program students, who are interested in doing work in the social fields.

Also, selected members of a volunteer community services group are

utilized in various ways to help implement the program. These are community-minded persons volunteering their time and talents to work with the unfortunate of the community, including juveniles in detention, the elderly, the sick, and the mentally retarded.

This detention project places the troubled juvenile in surroundings conducive to showing him that society does care about his welfare and future. It demonstrates the ability and desire of the communities to cope with their own problems. It alleviates the problem of law enforcement personnel being needlessly away from their primary and demanding responsibilities. It demonstrates that it is more economical and effective to maintain a juvenile in a local rather than in a State institution.

Above all, we hope that by starting a rehabilitation program prior to a juvenile's court hearing he will have an improved attitude toward any decisions made in his case and be more receptive to subsequent treatment.

It is believed that this program is in line with the growing nationwide trend of making communities become more responsible for their problems and establishing regional facilities throughout the State for more effectiveness and economy.

More than one-third of the Clay County Law Enforcement Center has been remodeled and utilized for this program, providing the capacity to house from 10 to 14 juveniles. Construction and operating costs were divided proportionately between Clay County and Federal funds.

In addition to providing the supportive features needed for a 14-bed detention unit, the remodeling made facilities available for recreation, hobby

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*"This regional juvenile detention facility is capable of allowing a broad range of remedial services for its youngsters in addition to the conventional detention services."*

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(Continued on page 29)



# ***Sky Harbor Security Program***



*"The primary thrust of the teamwork developed in the Phoenix program is to promote the protection of airline passengers and employees in addition to the well-being of this Nation's vital air-commerce industry."*



By

**SGT. ROBERT S. McCANN**

**Police Department,  
Phoenix, Ariz.**

**T**he attractive young secretary at Sky Harbor International Airport in Phoenix answered the telephone with a friendly, "Good morning, Airport Director's Office." A threatening voice replied, "There's a bomb on the big plane leaving today!"

She alerted another secretary nearby to the call by displaying a flash card kept at her telephone. "Say that again?" she asked the caller as the second secretary began recording his voice. "I said there is a bomb on the big airplane," came his harsh response. "Sir, can you give us any idea where we might locate the bomb?" she appealed. After an obvious hesitation, the caller hissed, "You won't find it!" He then terminated the call.



The girl who took the call began filling out a bomb threat form while the secretary, who activated the recorder, started making telephone calls. She notified the airlines, the Phoenix police detail assigned to Sky Harbor, and the local office of the Federal Bureau of Investigation (FBI) of the threat.

### **Team Effort**

This was a routine rehearsal in Sky Harbor's security effort which includes a team forged by the Federal Aviation Administration (FAA). This team is composed of representatives of the airport, the FBI, the Phoenix Police Department, the airlines, and the FAA. The team combats criminal schemes directed against the airport, the traveling public, and the airlines.

Bomb threats, in particular, cause special problems for airport security teams. Many are senseless threats made by persons who have no intention of carrying them out. Those that are not hoaxes are deadly dangerous to many lives. All are expensive in terms of time and manpower to investigate.

At the outset of these investigations, one of the most immediate concerns was how an explosive device could be, should one be found, transported safely for defusing or destruction?

### **Bomb Threats**

In Phoenix, this problem was solved when Western Airlines contributed the use of one of their baggage carts. Phoenix police explosive experts and others designed modifications which converted it into a bomb cart, and the airport maintenance shop fabri-

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*Phoenix police and explosive experts designed and fabricated a bomb cart at a cost of \$30.*

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cated it at a cost of \$30. The bomb cart is parked at the airport's aircraft isolation area where the big "birds" and their baggage may be searched without threat to surrounding machines or structures. If a suspicious item is found, it can be placed in the cart and removed from the search area by a police tow car.

Originally the baggage cart had one open side. This was covered by a steel plate, welded into position. A rectangular hole, 21 by 44 inches, was cut through the steel floor toward the rear of the cart. A layer of sandbags was placed on the floor surrounding the hole. Perforated plywood resting on the layer of sandbags formed a false bottom over the hole. A plywood box without top or bottom was positioned on the false floor directly above the opening. The interior of the box easily accepts a large piece of luggage. Space between the outside of the box and the sides of the cart was filled with 85 sandbags layered to the top of the cart.

Space between the box, which will accept a large piece of luggage, and the sides of the bomb cart is filled with sandbags.



Chief Lawrence M. Wetzel.

Should an explosion occur inside the plywood box, the force will be directed up and down due to the cart's design. Underneath the trailer, two pieces of heavy rubber taken from the tread of a conveyor belt were fastened laterally across the bottom, forward of and behind the hole in the bottom. The rubber pieces hang in front of the rear wheels and behind the front ones to afford protection for the wheels from the detonation force directed down through the opening.

Suspended from hooks on the side of the cart is a removable chute. Its top can be attached to the top side of

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*"Bomb threats, in particular, cause special problems for airport security teams."*

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the cart and its bottom can be placed on the ground about 4 feet from the cart. Flanges 3 inches high are on each side of the chute. When in place for use, it resembles a playground slide.

### **Handling Suspect Luggage**

This chute enables explosive experts to attach a 150-foot line to suspect items and draw them up the chute and into the cart. On the opposite side they may retire to a position 100-foot or more distant. From there they can pull the package or luggage up the chute into the plywood bunker, with the trailer providing a barrier between them and any suspect luggage possibly containing explosives.

Many experts choose to place the suspect luggage in the cart by hand. This is risky, however, particularly if the explosive device is triggered by any movement or jostling.

A hitch matching the trailer's towing yoke was installed on a police car parked at an emergency station at the

airport. The vehicle can quickly move dangerous or suspect items in the cart to a remote location where demolition experts can dispose of them.

The police office at the airport maintains a fiberglass basket mounted on wheels in which a suspect explosive item can also be placed. The bomb basket can then be towed out of a building at the end of a long line. Once outside, the basket can, for additional safety, be placed in the bomb cart for transportation. Body armor, a helmet with visor, and a shield are also available at this office.

The airport security team also has devoted considerable planning to combating aircraft hijacking.

### **Command Post**

A command post has been designated in the Airport Director's Office because it affords good visibility of the facilities and runways. It is located on the mezzanine floor of one of the terminals. Access to this command post is restricted to authorized per-

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*"... [the explosive] ... force will be directed up and down due to the cart's design."*

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sonnel by a police guard posted at the only stairway leading to the office.

The post is equipped with telephone and radio communication facilities to serve a number of agencies having responsibility during an emergency. In a skyjacking it is manned by the FAA, FBI, Phoenix police, the airport director, and the air carrier representative. The command post provides adequate seating and work areas.

Adjacent to the command post are several rooms with additional work and storage space. One of these, the airport conference room, is equipped with a telephone, blackboard, conference table, three bulletin boards, and seating for 41 men.

A hijack plan developed jointly by the Phoenix police, the FBI, and the

The bomb cart is equipped to be towed by a police car parked at an emergency station at the airport.







If a suspicious item is found in the search of the plane and its baggage, it can be placed in the cart and removed from the area.

FAA is stored in the command post. The plan includes maps of the airport and layouts for each type of large aircraft using Sky Harbor, including boarding procedures to be used for each plane. These procedures have been rehearsed by the FBI and Phoenix police for both civilian and military-type aircraft which use the airport. They are designed to surprise and apprehend any hijacker aboard.

Other useful information appearing on the aircraft layouts includes each airplane's range, cruising speed, its overwater flight capability, and whether a parachutist can jump from the aircraft in flight.

### Safety and Security

The overall intent of the skyjacking plan is to apprehend the criminal without compromising the safety of the passengers, crew, or plane.

Additional planning has been devoted to the possibility of group or mob attempts to shut down the airport.

Out of this has developed a group intrusion plan for Phoenix police commanders. It complements the police department's riot control plan and is stored in the airport command post in addition to the watch commander's car.

To reduce the possibility of hijacking, the FAA now requires airports served by scheduled airlines to designate all areas where aircraft land, take off, and maneuver as restricted areas. The airport is responsible for excluding all unauthorized persons from these restricted areas.

An identification badge is worn on the outer garment of persons who are authorized to be in the restricted areas. A number of people have been arrested and prosecuted for entering the restricted area under a city ordinance which makes such intrusion a misdemeanor. One intruder was carrying a loaded .38 caliber revolver in a shoulder holster. He entered guilty pleas to charges of carrying a concealed weapon and entering a restricted area.

The FAA's control tower ably lends valuable help in keeping unauthorized people out of the restricted areas. They report intruders to the police when they observe them from their vantage point in the tower.

The effort to promote safety in air commerce at the airport includes cooperative enforcement of Federal law by the police and the FBI. One such case involved a man who told an airline employee he was going to hijack an airplane. He was arrested by the Phoenix police and later interviewed by a Special Agent of the FBI, to whom he admitted his intent to hijack an aircraft. As a result, he was charged with a violation of Federal law.

### Preventive Measures

Security measures of the airport and the airlines have been greatly improved by the Sky Harbor program. In screening passengers before they enplane, electronic detection devices

(Continued on page 32)



# CRIME PREVENTION—

## Before or After the Fact

By  
**JOHN FABBRI**  
Chief of Police,  
Fremont, Calif.



**L**aw enforcement reaction to public outcry over crime is usually self-directed. We tend to assume the lion's share of responsibility for the rise and fall of crime rates, perhaps rightly so. But let's not overlook the role played by business, community, and industrial planners, whose judgments literally become cast in concrete, brick, and asphalt, and whose decisions may result in massive population shifts. How will their actions affect crime? What can we in the law enforcement profession do about it?



What this article seeks to suggest is, where a need for police services will exist, police should participate in planning decisions, whether the project is a new industrial complex, a cluster of high-rise apartments, a shopping center, an urban renewal project, or a suburban residential development.

A hypothetical example may serve to illustrate the point.

A trio of safe burglars at work in a suburban bank are interrupted by an approaching police car. They quickly



*"Whether we define the problem as 'crime prevention,' 'environmental safety,' or 'environmental security, services, and risk management,' the need for consultation between police and [community] planners is obvious."*

exit through a jimmied door, dart behind decorative hedges, and race through an unlighted parking lot to their car, parked in an alley shrouded in darkness. They have fled unseen. The patrol car moves on.

It could have been worse. The burglars might have chosen to shoot their way out of the situation, using the cover of the hedges and the darkness. The police unit was exposed. The burglars were not.

Had police participated in planning "before the fact," while plans for the bank were still on the drawing board, these burglars may not have escaped with such ease.

A different landscaping scheme could have eliminated cover for the burglars and left the police officers' view of the area around the bank unobstructed. Adequate lighting of the parking lot and alley certainly would have helped. Intrusion detection devices and high-security door locks and hinges might have discouraged the burglars from even trying entry.

The impact of community, industrial, and business planning decisions on criminal activity is difficult to assess. But it seems obvious that the cause of crime prevention can be aided by thoughtful planning and regulation of such aspects as building setbacks, parking facilities, location of office safes, lighting, and loading docks, to list a few.

### **Stating the Problem**

Whether we define the problem as "crime prevention," "environmental safety," or "environmental security, services, and risk management," the need for consultation between police and planners is obvious.

For example, we in the law enforcement profession should not hesitate to suggest to planners that flooding main streets with light and leaving back and sidestreets mantled in darkness is not going to help keep down crime.

Responsible community leaders, given a nudge in the right direction, will respond. Consider the case of Miami, Fla. Concerned citizens there took an appraising look at their street lighting in 1970, when a more than 30 percent upsurge in murders, a substantial rise in rapes, and accompanying jumps in aggravated assaults and burglaries were reported during the first 6 months of that year. (Figures like these were by no means unique to Miami.)

A member of the Greater Miami Crime Commission reportedly observed: "One of the most important things we can do (in crime prevention) is to look to the police. We have them to protect us, and we, in turn, have a responsibility to help them. What better way to do this than to give them better light?" This commission member served on a special committee that sought police advice on installation of additional lights in areas of high-crime incidence.

Along with the basic concept of crime prevention, there are other considerations to be kept in mind by the police official approaching the conference table with governmental or private planners. From success in shrinking areas of high-crime risk and bolstering environmental security comes:

Reduction of police workloads (police services as well as investigation of crime).

Gaining better insight regard-

ing environmental causes of crime.

Development of closer working relationships with agencies of local government and representatives of the business community.

All of which should equip the police executive to make better decisions and help clear "official channels" for innovative, effective, and productive operation of his agency.

### **Costs**

Putting a price tag on crime in the United States is difficult. The direct cost of crime is capable of assessment, and experts say it runs into billions of dollars. More difficult to assess are the indirect costs, costs such as police salaries, purchase of equipment, training, construction of police buildings, and the expense of providing police services related to crime. Nor should we overlook the terrible price paid in human misery by victims of crime.

Traditionally, one of our society's key considerations in evaluating new projects has been the cost involved. We may predict that the legislator who sponsors a bill to impose specific security measures for burglary prevention will be asked by his colleagues: "But how does the added burden of cost to the persons affected compare with the dollar value of the average burglary loss?" This measure of practicality, of course, is too narrow. Besides ignoring human anguish and

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*"The direct cost of crime . . . runs into billions of dollars."*

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inconvenience, it fails to consider the cost of the resultant demand on police.

Investments in specific measures to reduce or prevent crime are money well spent. Target hardening, that is, the imposition of specific measures to reduce crime in a given area, can result in social as well as economic benefits.

Because the police department is one of the few government agencies available on a 24-hour basis, many public service functions have been delegated to it by default. We arbitrate family disputes. We hospitalize alcoholics and dope addicts. In some cases, we counsel youths and promote recreational activities in areas of high-population density and low income.

What I am pointing out is the need to focus on the concept of environmental security which will require law enforcement responsibilities to be defined in their broadest sense. With this emphasis on expanded police participation in community concerns, police budgets will grow. Intelligent and systematic planning to reduce the likelihood of crime through appropriate controls can, however, tend to offset this trend by reducing the cost of police protection programs.

### **Objectives**

By providing both crime-related and public service assistance to our citizens, law enforcement agencies contribute to the quality of life. If environmental factors adversely affect the police executive's efforts, it behooves him to try to control them. Participation in physical planning is one means of controlling such environmental factors.

It seems regrettable to me that members of our profession sometimes are responsible for the inertia now existing regarding this topic. Some police officials say planning environmental safety is not within the scope of police work. On the other hand, a

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***"Nor should we overlook the terrible price paid in human misery by victims of crime."***

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planner may cast aside a police recommendation for greater security with the declaration: "We can't turn our community into a fortress."

Crime prevention planning, to increase safety for members of our communities, is an appropriate function of law enforcement. There is a broad area of planning which is of mutual interest to both community leaders and police officials. An effective partnership can deal constructively with the general problem of creating safer cities.

To achieve objectives of an environmental safety or risk management program, it is necessary to consider all possible means of reducing or eliminating criminal depredations. Technical equipment such as high-security locks and intrusion detection devices certainly are things that must be considered. Sales of such hardware are booming. But the overall picture must be appraised. In what ways, we must ask ourselves, can we control environmental factors affecting crime? And we must also ask ourselves, by what means can we enlist community support to accomplish this objective?

We live in an era of accelerated change and, generally speaking, police agencies are making sincere efforts to meet its changing responsibilities. Increased police and community interest in control of environmental factors previously considered outside our scope of interest gives evidence of this.

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***"If environmental factors adversely affect the police executive's efforts, it behooves him to try to control them."***

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### **Control Measures**

With burglaries being one of the most frequently committed crimes, a number of communities have developed ordinances aimed at target hardening, making commercial buildings and private residences more resistant to burglaries.

One such ordinance has been in effect since 1964 in Oakland, Calif. It requires installation of security and intrusion detection devices in commercial buildings. The ordinance also describes minimum standards for locking devices, tempered glass doors, grates, hinges for doors and windows, roof openings, air ducts and vents, skylights, and transoms.

The ordinance details that hinge pins must be nonremovable, and may be welded, flanged, or secured by screws.

The effectiveness of such ordinances is difficult to assess. Certainly planning against crime must go beyond identification of "soft targets" and requirements of security hardware. Research may allow us to contribute to better decisionmaking regarding such things as selection of real estate to be developed, layout schemes for parks and open spaces, industrial and commercial plant designs and landscaping, street and highway concepts, suburban residential development and creation of urban high-rise dwellings, and control of areas of high-population density. Further exploration of psychological deterrents to the commission of crimes also seems in order.

Perhaps more attention should be given, also, to the security possibilities offered by closed-circuit television, not only in commercial buildings but in neighborhoods of high-crime incidence, with monitors set up at police stations.

Many police executives feel strongly that ill-advised architectural and landscaping design decisions have added to their burdens. Let's consider



*"Many police executives feel strongly that ill-advised architectural and landscaping design decisions have added to their burdens."*

the suggestions a police agency might offer to planners of an industrial park:

- Adequate setbacks of building and truck-loading areas (at least 60 feet).
- Adequate street lighting.
- Unobstructed access for police patrol and fire units (10 to 26 feet).
- Adequate off-street parking.
- Placement of loading docks in one area only.
- Means of observing employees departing for the day (television monitors?).
- A central control for locking all exit doors.
- Placement of hedges, fences, and walls so that they do not obstruct the view of passing patrol cars.
- Elimination of any in-door or out-door ladders.
- Elimination of covered walkways between loading docks and employee parking areas.

While on occasion police departments have been consulted by planners regarding specific problems of crime prevention, most police agencies have taken little part in community development. We feel we have not only a desire, but an obligation to actively participate in these decisions. After all, once a plan is implemented, the entire community, including the police, must accept the benefits or the burdens it creates.

Premeditated creation of an area of extremely high population density obviously is a matter of police interest. Planners are beginning to question the wisdom of spending millions of dollars on massive low income, high-rise dwelling complexes without adequate recreational facilities and without regard for crime risks. Per-

haps the time is right for police initiatives. Dense concentrations of humanity are bound to increase the likelihood of crime, and how much more logical it seems to consult crime prevention specialists before the fact.

Studies in a number of cities revealed social problems which might have been avoided, or at least limited, if a crime prevention specialist had participated in the original planning. City planners, industrial developers, or street and park engineers cannot be expected to possess expertise in our field.

Police agencies in Fremont, Richmond, and San Francisco have productive working relationships with their city planners. (There are, I am sure, other cities as well.) They have implemented programs for adequate street lighting, off-street parking, and setbacks in building design in addition to carrying forward other concepts having a positive effect on crime prevention and traffic safety.

In the past, we met the problem of increased crime with hard-line law enforcement exclusively. Our duty was to "enforce the law." Environmental control factors were something for discussion in college classrooms. Catching and confining criminals will always be an important function of the police officer. But more attention should be given to devising means to strengthen vulnerable targets of crime, and to reduce physically and structurally created opportunities for criminal activity.

Prevention of crime and control of environmental elements that stir up citizen unrest and breed hostility, and which drain the resources of police agencies as well, are problems of the total community. They should receive more attention from a greater spectrum of society. Part of the job of the modern police executive, then, is to interest government officials and members of the business community in these problems.

Uncontrolled development in our communities results in a conglomeration of structures which are unattractive to the eye and breed social problems as well as crime. Antisocial behavior may depend on a combination of motivation and opportunity. While we obviously are limited in what we as police officers can do to influence motivation, we can certainly take steps to curtail opportunity. Coordinated, well-thought-out planning can help accomplish this goal. A police role in this planning can help develop communities that are both beautiful and safe for their citizens.

## ADDENDUM

**To what extent are law enforcement agencies involved in community or industrial planning to reduce crime?**

The 200 members of the 90th Session of the FBI National Academy, representing a variety of police agencies from widely ranging areas of the Nation, were asked what their departments are doing in this regard.

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*"Catching and confining criminals will always be an important function of the police officer. But more attention should be given to devising means to strengthen vulnerable targets of crime, and to reduce physically and structurally created opportunities for criminal activity."*

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About 55 indicated some degree of participation, five reporting their participation is required by law. This summary was conducted at the FBI Law Enforcement Bulletin's request by the Management Science Section, Training Division.

Here are some of the ways that a few of the departments having community planning experience contribute to safer communities:

*Capt. John W. Armstrong, Kirkland Police Department, Kirkland, Wash.*—The department is consulted in formulating zoning plans and has responsibility for traffic engineering. It recently succeeded in getting wider streets for a new housing development.

*Capt. Charles C. Plummer, Berkeley Police Department, Berkeley, Calif.*—The department is consulted on all industrial and commercial buildings. It is customary for all final drawings to be approved and initialed by a division commander in the police department. Although there is no ordinance requiring this, the city manager directs this procedure be followed. The department also makes recommendations regarding types of locks for windows, proper lighting fixtures, alarms, location of parking lots, and height of trees, shrubs, and fencing.

*Capt. Loyd W. Smith, Metropolitan Police Department, Washington, D.C.*—The department, by law, sends members to the Washington Area Council of Governments, which results in metropolitan planning cooperation between Maryland, the District, and Virginia. The chief also is invited to attend Washington Board of Trade meetings and conferences of other civic groups

involved with urban planning. The department also participates through District Government meetings in planning ventures (programmed budgeting, National Capital Housing Authority, et cetera). In these meetings, the department makes suggestions for crime prevention.

*Chief James R. McMahon, Bothell Police Department, Bothell, Wash.*—The planning commission submits proposed plans for residential and industrial developments to the police department, which then makes recommendations for requirements ranging from traffic direction of streets to removal of shielding walls and baffles.

*Chief Jay R. Stroh, Inglewood Police Department, Inglewood, Calif.*—The department makes recommendations regarding lighting, building security, alarm systems, walkways, planting of trees and shrubs, means of ingress and egress of employees and delivery men.

*Chief Francis J. Croom, Vestal Police Department, Vestal, N.Y.*—The Department acts as consultant to the town planning board when consideration is given to new industry, shopping plazas, and housing projects. Recommendations have been responsible for shrubs being removed from window areas, improved lighting around industrial plants and shopping plazas, and installation of alarm systems in vulnerable buildings.

*Capt. David F. Green, Sioux Falls Police Department, Sioux Falls, S. Dak.*—Members of the department accompany building inspectors and fire department representatives on inspections of certain types of buildings; decide on the acceptability of alarm

systems; make recommendations regarding industrial security; and are consulted, along with traffic engineering specialists, on street layout, driveway exits, and the like. The department is setting up a crime prevention unit to work full time on these matters and is affording it appropriate training.

*Chief Ronald W. Cooper, Kerrville Police Department, Kerrville, Tex.*—In recent months the department has required new industrial firms to install additional lighting and to move shrubbery and other items obstructing visibility of police patrol units. The department also has held seminars for bank employees and businessmen to help curtail bad-check activity. Residential developers are encouraged to use the superior illumination provided by mercury vapor street lights.

*Capt. James J. Lima, Lexington Police Department, Lexington, Mass.*—The department has insisted on proper street lighting, provisions for proper access of police patrol units to areas in their perimeter, elimination of trees and shrubbery which might obstruct the vision of police patrol units personnel, and installation of silent burglar alarms for improved building security.

FBI

## *How to Say No Memo* **CONVICTIONS** 10-11-73

During the first quarter of the 1973 fiscal year, convictions were obtained against 96.2 percent of the persons brought to trial in FBI cases as compared with 95.3 percent for the same period in 1972. These convictions resulted in actual, suspended, and probationary sentences totaling more than 17,200 years.



"From Rags to Riches . . ."

By

JERRY L. FRIEND

Captain of Detectives,  
Galesburg Police Department,  
Galesburg, Ill.

*" . . . the finest pistol range in Illinois, didn't just happen. It came about through the determination and perseverance of many members of the Galesburg Police Department and the willing support of a community that believes in its policemen."*

Policemen are generally realists who will take a good, hard look at anyone who talks about miracles, but there are many members of the Galesburg, Ill., Police Department who will tell you that their model police pistol range is just that—a miracle.

## ON TARGET:

### Police-Community Cooperation Builds Range





*"Policemen doffed blues and badges on days and hours off to seed, dig, plant, and do all the endless tasks that would enable construction of the actual range from a basic National Rifle Association plan."*

But a miracle is something that doesn't just happen, and the 6-acre tract on the shores of Lake Storey, which is termed by many the finest pistol range in Illinois, didn't just happen. It came about through the determination and perseverance of many members of the Galesburg Police Department and the willing support of a community that believes in its policemen.

Policemen in Galesburg, a central Illinois community of approximately 40,000, realized in the early 1950's that they needed a place to sharpen their pistol marksmanship, but there seemed to be no suitable site available and few persons interested in helping start such a facility.

George H. Fuller (retired), a graduate of the 48th Session of the FBI National Academy and then chief of the department, and his officers persisted and they finally found support from a newly elected mayor.

The Santa Fe Railroad had only recently presented Lake Storey to Galesburg as a gift for a city park and rec-



On this undeveloped, undergrowth-covered tract of land, the Galesburg Police Department range was built.

reational area. The newly elected mayor was instrumental in getting the city to lease to the police department a wooded and undeveloped site of land at the western end of the lake.

Covered with a dense tangle of underbrush, the land that was acquired for the pistol range gave little promise in 1953 that over subsequent years it would become the site of a range valued conservatively today at \$100,000. And perhaps the most amazing thing of all is that the actual expenditure in money was only about \$5,000.

The first task that faced the policemen was clearing the site and shaping the 20-foot bank that would backstop the target area for safety.

A Galesburg construction company donated the use of earthmoving ma-

chinery, and operators donated off-hours to clear and shape the land.

Policemen doffed blues and badges on days and hours off to seed, dig, plant, and do all the endless tasks that would enable construction of the actual range from a basic National Rifle Association plan.

The original plan called for stations for 33 shooters with targets at 25 and 50 yards from the firing points.

In addition to constructing the range, the policemen took every precaution to make it a safe one by fencing and posting it to keep unauthorized people out of danger areas.

A surplus World War II military barrack eventually found a permanent home at the range. Originally used to house servicemen at Camp Ellis in central Illinois, the building



Captain Friend.



later was converted to married student housing by Galesburg's Knox College.

When Knox College no longer needed the building, it was donated to the Galesburg police who moved it to the range. Again, townspeople showed their concern by donating moving equipment, and the old building made a stately trip through city streets accompanied by many off-duty policemen who made plans for its safe journey—and one or two on-duty men who helped direct traffic as the caravan lumbered on its way.

A few years ago, an Ohio brick manufacturing firm donated enough brick to give the old structure a permanent facelift, and local masons contributed their time to help policemen lay brick.

With the new exterior, policemen decided the barrack's interior needed some sprucing up, and the 75- by 25-foot building was partitioned into three general rooms and two bathrooms. Paneling and carpeting were installed, woodwork was painted, and heating and air conditioning were added to the building.

The 10- by 15-foot kitchen has cupboards, a counter-top range and regular range and oven to allow food preparation when the department hosts



Shown is the interior of the clubhouse at the police range.

officers from around the State in pistol matches and training sessions.

A room, of like dimensions, is used for scoring and compilation of statistics during firearms training and competitive matches. By adding hinges to the outer wall at midpoint, that section of the wall can swing down to open the room for registration of participants in shooting matches.

A third 25- by 45-foot room is used as a general social room, and together the three rooms can accommodate most functions planned by the department.

Furnishings in the building, too, are the result of merchant cooperation and shrewd shopping on the part of the range master and his assistants.

Merchants, with furniture they were ready to discard, were happy to give it to the department or sell it for a nominal sum. Many policemen donated hours to repair and reupholster and turn the castoffs into like-new condition. Social rooms are decorated in early American fashion and their size makes it possible to accommodate large groups comfortably.

Policemen, in addition to other skills they may have acquired during the building process, learned to be

good shoppers. When carpet, ceiling tile, equipment, or construction materials were needed, sale advertisements were perused until the purchaser was certain the best materials were being obtained with the least burden on the treasury.

Refinements have been added since the original range and building were completed. Targets on the 25-yard line are now electrically controlled from the center of the firing area by the range officer, and shooters now receive their commands via a public address system.

The firing line was expanded to accommodate 50 marksmen and is now covered to offer protection from both sun and rain. Each point is equipped with its own table for the convenience of the shooter.

Two auxiliary buildings have also been constructed on the site. A 25- by



Chief of Police James H. Frakes.

*“ . . . the department has gained a pistol range that is regularly chosen for State and area meets because of the excellence of its facilities. . . . ”*





Officers fire from a covered deck at the pistol range.

45-foot rigid-frame metal building was built to house target frames, targets, mowers, and tools. An outdoor toilet facility with modern plumbing equipment was also added.

The entire area has been landscaped to make the range an asset to the lakefront.

A range master is elected annually from the ranks of the police association, and he is in charge of the range and its activities during the time he holds the office. He organizes work and improvement parties to keep the area at its best.

While the department has gained a pistol range that is regularly chosen for State and area meets because of

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*"... the real benefit comes from the fact that [police officers] are now better equipped to protect themselves and the townspeople whom they are sworn to serve."*

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the excellence of its facilities, it has also gained much more. It has gained policemen who have the training ground to sharpen their abilities with handguns to the point where they have won State championships three times and have finished no lower than fifth since having their range.

Although hundreds of trophies now have a place in department showcases, men of the department will tell you this is only a side benefit. They feel that the real benefit comes from the fact that they are now better equipped to protect themselves and the townspeople whom they are sworn to serve.

While years of hard work have gone into the pistol range, there are no plans to rest on past laurels. Projected for the future is an electronically operated shooting gallery designed to test the shooter's judgment, as well as his ability to hit the bull's-eye.

Long-range plans call for more construction to house training areas for traffic planning; family disturbance problems; and familiarization with

and use of scientific equipment which is becoming an ever-increasing part of police work.

In short, policemen hope to expand the area to better equip themselves to fill their role as professional policemen—trained to take their place as one of society's arbiters.

There are those who said in the beginning it couldn't be done. There are those who look at today's facility and say it couldn't be done in their town.

Men of the Galesburg Police Department will testify to the fact that it can be done. On every force there are men with training or skills in varied fields. These men will be willing to put these skills to work in off-duty hours if they are convinced their talents will help enhance their professional police competence.

Every community, too, has a wealth of business and industry that can contribute equipment, expertise, and even manpower if they can be convinced it will be used by the police department for the good of the community.

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*"... [The range] is proof that the citizens of Galesburg believe in and support their police."*

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Galesburg policemen look back with pride at the steady parade of accomplishments which have grown from the pistol range project. It is with considerable gratitude that they remember the Galesburg citizens from all walks of life who gave this effort the community endorsement so necessary to its success.

They point to the Galesburg police pistol range with undisguised admiration and tell you it is evidence that hard work and determination pay off. They will also tell you it is proof that the citizens of Galesburg believe in and support their police.

And that's really being on target!



## DETENTION CENTER

(Continued from page 15)

craft, academic studies, shop, and counseling.

All these facilities are separated for use strictly as juvenile facilities.

*"This detention project places the troubled juvenile in surroundings conducive to showing him that society does care about his welfare and future."*

The director and assistant director, the only salaried personnel associated with the juvenile detention center, are responsible for the overall supervision of the unit. They utilize volunteers to maintain a 24-hour-a-day operation and receive assistance and guidance from the Clay County sheriff.

The program includes continued education for the juvenile while he or she is in detention. This is accomplished through the coordination of studies by the center's director and the juvenile's school.

Tutors are provided to assist the juvenile with school work. These tutors and counselors are available through an internship program in cooperation with two colleges located in Moorhead: Moorhead State College and Concordia College.

They furnish between two and six interns—young senior-year men and women majoring in the social sciences—per quarter or semester. The interns receive no monetary compensation for their work but are allowed to earn as many as 16 college credits under the category of field experience.

The Minnesota counties now being served by the Regional Juvenile Detention Center are Clay, Norman, Polk, Mahanomen, Becker, Wilkin, Otter Tail, Grant, Stevens, Big Stone, Traverse, Wadena, Douglas, Todd, and Pope.



Director James H. O'Neil and Assistant Director Valeris Nielsen of the Regional Juvenile Detention Center.

It is highly possible for this project to expand to assist more than 20 counties in other parts of the State where there are no suitable facilities available. However, there are no construction plans for a juvenile detention facility in these areas within the next few years.

We have demonstrated that it is practical and economical to operate a centralized facility in proximity to the communities it serves and to offer a more humanized service to the youngsters involved. It affords the courts the alternative of placing a juvenile in adequate facilities in contrast with his return to an inadequate home environment or the undesirability of transporting him to a distant State institution.

If support continues, this project will be expected to function indefinitely. Continued funding will be proposed on the basis of usage and, possibly, on a county share basis determined by county population. Funds available will determine to a great de-

gree the amount of initial success this program will enjoy and to what degree the program can be extended.

It is anticipated that all funding will eventually be assumed by the counties involved.

Our first year, from June 1971 to June 1972, was funded by a Federal grant. We also charged participating counties a fee of \$15 per day per juvenile inmate.

We are still in the process of determining if this fee will be sufficient to continue operation on a self-sustaining basis. Over the past year, we held a total of 345 juveniles for a total of 1,411 days in detention. Of these, 257 were boys and 88 were girls. This gives us an approximate 3-to-1 ratio of boys to girls, which is slightly higher than the national average for such institutions.

What is a typical day at the Regional Juvenile Detention Center like?

The center opens at 8 a.m. 5 days a week. Breakfast is served between 7 a.m. and 7:30 a.m. by the Law En-

*"... we hope that by starting a rehabilitation program prior to a juvenile's court hearing he will have an improved attitude toward any decisions made in his case and be more receptive to subsequent treatment."*



forcement Center's kitchen staff. The juveniles are allowed to sleep until the detention staff comes on duty at 8 a.m.

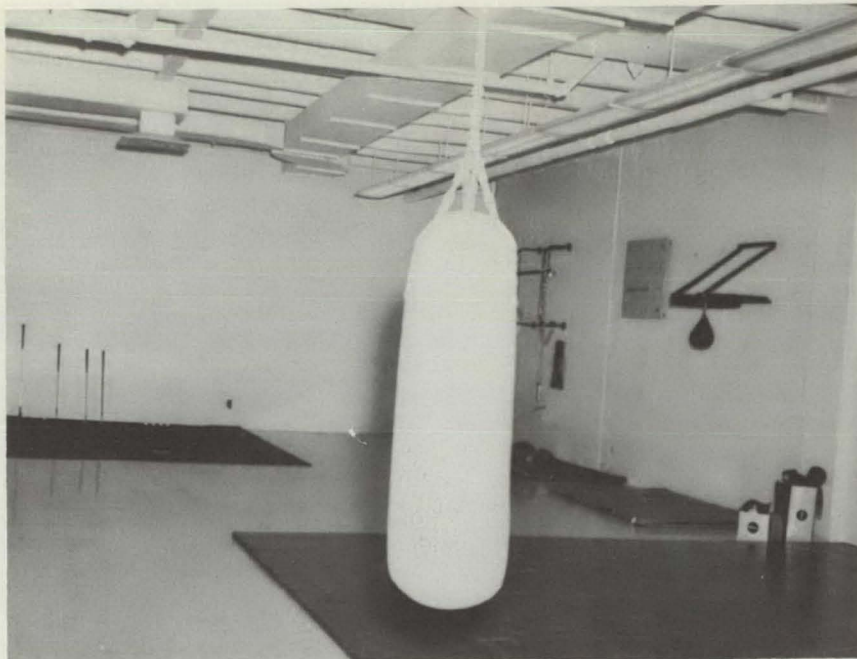
At this time the juveniles are awakened and required to make up their beds and do any necessary cleaning in these areas. This consists of sweeping and mopping floors and washing bath and toilet facilities. If it is discovered that any one of the juveniles has vandalized the premises by marking the walls or floors, he or she will be required to clean and restore the area.

After the living area is cleaned up, the juveniles go to the recreation area to straighten up and clean, dusting and vacuuming as needed. This work-time is supervised by the staff and interns of the center.

When the cleaning is completed, the youngsters move on to their studies.

Interns and volunteers stand by to assist when help is needed. If a juvenile needs help in a particular subject that none of the people present are qualified to provide, a special volunteer tutor will be called in either from the family court of Clay County or a volunteer community services group.

The idea behind the educational program for this short-term detention



The center has a well-equipped gymnasium.

center is to keep the juvenile's studies current through assignments his teachers have sent to the center. If it is possible to give the juveniles special study guidance, this also will be done.

We require that the student do his own work and rely on the tutors for only necessary direction and instruction. If the work is so far beyond the

juvenile that he cannot begin to understand it, it will be put aside, and a report sent to his home teacher.

Studies are continued daily until noon, at which time the juveniles break for lunch.

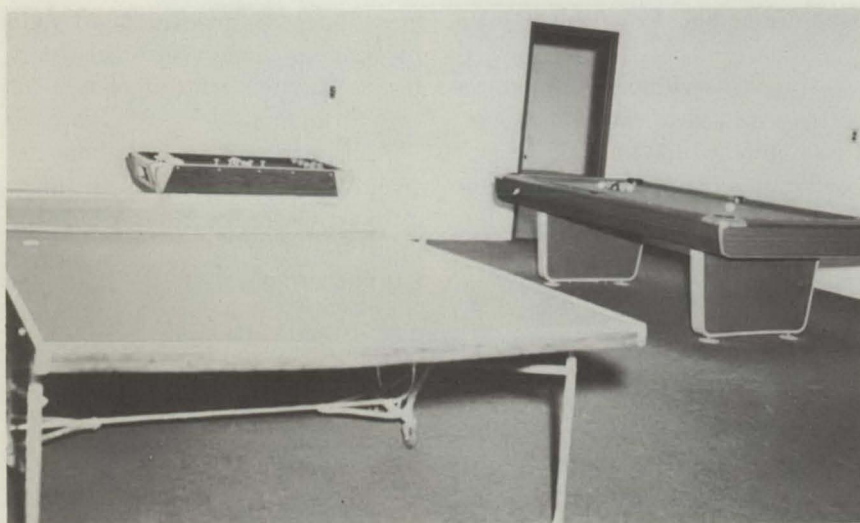
The afternoon session runs from 1 p.m. to 5 p.m. and is again supervised by detention center staff and college interns. This time is spent in recreation and counseling either outside or inside the facility.

The indoor recreation area consists of a gymnasium for sports and two smaller rooms for quieter activities. The gymnasium contains equipment for boxing, wrestling, basketball, field hockey, volleyball, and the like.

The most frequently used room contains pool tables, a ping-pong table, and stereo tape equipment. Another popular room is a lounge containing a television, literature, musical instruments, and arts and crafts materials.

Another room in the recreation area is set up as a shop with equipment for woodworking and metalworking. For safety and security reasons, this room

The furnishings of the gameroom include equipment for playing pool and table tennis.





*"It is believed that this program is in line with the growing nationwide trend of making communities become more responsible for their problems and establishing regional facilities throughout the State for more effectiveness and economy."*

is open only when the volunteer shop instructor is on duty. Use of the recreation equipment is left up to the individual youngster's desires with enough rules to guide him safely and constructively.

Outdoor recreation is offered in the warmer months of the year. The juveniles are encouraged to go outside as much as possible. There is equipment for volleyball, badminton, baseball, and softball. Also, the youngsters spend time just walking and talking—socializing. This outside recreation time is supervised closely. There are no fences or boundaries.

An important aspect of the afternoon activities is the counseling sessions. When a juvenile is admitted to the center, he is assigned a counselor who works with him throughout his stay. As our detention time is limited to 15 days, a counselor is only expected to begin the process of problem solving for the juvenile. The main purposes of our counseling program are to:

1. Make the juvenile more at ease while he is detained.
2. Aid the juvenile in discovering new alternatives to his delinquent behavior for use when he leaves the center.

The counselors are encouraged to spend as much time as they can daily with the juvenile. Their sessions may be held formally in a conference room or over a game of pool or chess depending upon where the juvenile is most at ease.

After the daily session, the counselors fill out report forms. These help the counselors to see where their discussions are heading and give hints as to what approach they should take the next session. At the end of a juvenile's stay, the counselor fills out a form summarizing his observations about the progress, or lack of it, made with the juvenile and his suggestions for further improvement.

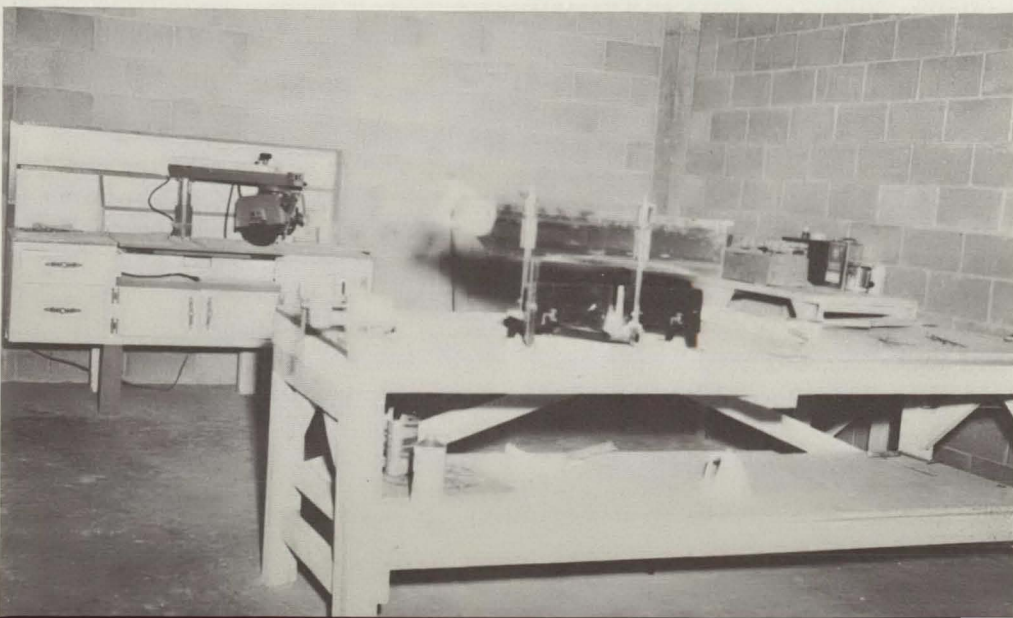
The afternoon session of activities ends at 5 p.m., when the juveniles are

returned to their living area for their evening meal.

Volunteers from the community and area colleges are assigned to supervise the evening activities of the juveniles. This time is more loosely structured than the afternoon sessions and is often spent watching television or playing pool. The supervising volunteer is there just to see that things run smoothly. No counseling is done during this time unless special problems arise that require handling immediately.

At 9:30 p.m., the youngsters are returned to their areas. Lights are turned out at 10 p.m., and the sleeping areas are closed for the night.

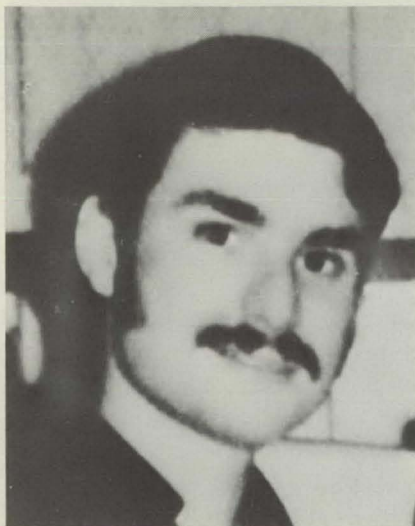
The Regional Juvenile Detention Center is giving State and county administrators new insights into the correction of juvenile problems. The experience gained from this center will, hopefully, spur a restructuring of juvenile facilities and programs among other county and community governments.



A corner of the workshop with several of the woodworking tools available to the youngsters.



# MISSING POLICE OFFICER



Anthony Raymond



Artist's conception of unknown suspect.

Two masked white males robbed a restaurant in Hillside, Ill., at approximately 10 p.m. on October 1, 1972. Prior to leaving the premises, they removed the diaphragms from the telephone which prevented the owner from immediately reporting the robbery to the police.

At approximately 10:15 p.m. on the same date, Hillside Police Officer Anthony Raymond, who was unaware of the robbery, stopped a car described as a maroon or burgundy 1970 Cadillac Coupe De Ville believed to be bearing a 1972 Illinois license plate with the prefix LL. He radioed for assistance, and about 1½ minutes later an additional squad arrived to find Officer Raymond's car abandoned. Extensive investigation by the FBI and numerous law enforcement agencies in Illinois has failed to locate Officer Raymond or to identify those who perpetrated the robbery and who are considered as suspects in his disappearance.

## Unknown Suspect

Possibly involved in this investigation is a 1967 Chevrolet which was stolen in Chicago on August 22, 1972, and recovered approximately 5 blocks from the robbery scene in Hillside on October 2, 1972. The right door lock had been pulled with a pipe wrench-type tool.

Witnesses described the individual occupying the heretofore mentioned Cadillac as being a white male; aged 32 to 37 years; 210 pounds; 5 feet 10 inches to 5 feet 11 inches; dark brown or black curly hair; and wearing an Italian knit-type shirt, dark pants and shiny shoes.

## Description of Officer

Officer Raymond is described as a white male; born June 13, 1947, at Chicago, Ill.; 5 feet 10 inches; 150 pounds; black hair and brown eyes. At the time of his disappearance, he had in his possession a police shield bearing number 114 and a five-pointed

Hillside Police Department star inset with an enameled seal of the State of Illinois which also bore number 114; a "Curb" aerosol container number 912345; a S & W 9 mm. pistol, SN A122469; a Motorola two-channel radio with crystals at frequencies 154.68 and 155.49, SN K54J8S.

## Notification

Any person having information which might assist in locating this officer or identifying the unknown suspect is requested to notify immediately the Acting Director of the Federal Bureau of Investigation, U.S. Department of Justice, 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 directories.

## SKY HARBOR

(Continued from page 19)

utilized by airline companies are frequently discovering firearms, knives, large scissors, and other weapons.

One young man, who was about to pass through a metal detection device, grabbed his suitcase and ran from the boarding area. The suspect ran into the arms of police who were patrolling the boarding gates.

Fearful the suitcase contained an explosive device, the police gingerly opened it only to discover, instead, eight neatly wrapped kilograms of marihuana.

The primary thrust of the teamwork developed in the Phoenix program is to promote the protection of airline passengers and employees in addition to the well-being of this Nation's vital air-commerce industry. At Sky Harbor the cooperative effort among law enforcement, the industry, the airport, and the FAA, is proving this can be done.

FBI



## FOR CHANGE OF ADDRESS ONLY

(Not an order form)

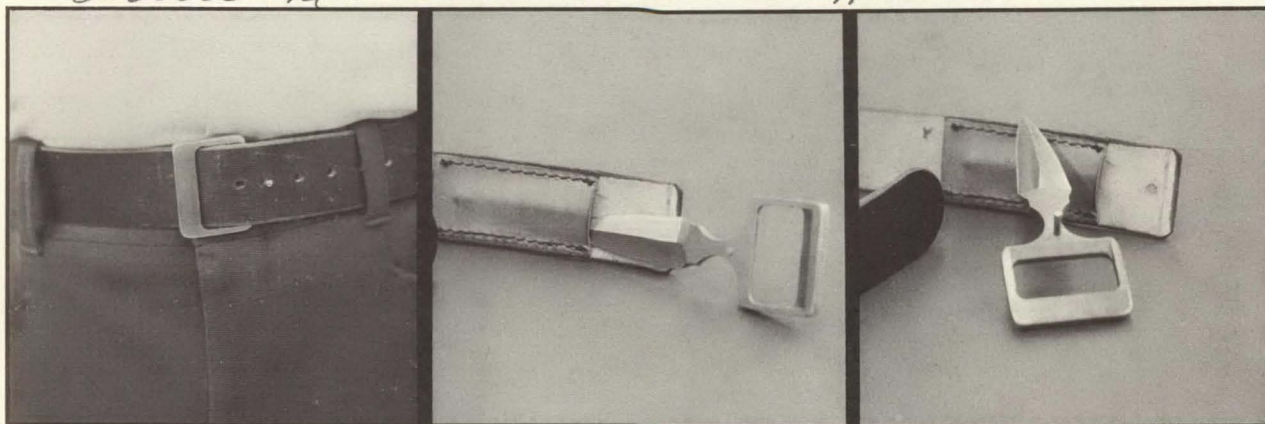
Complete this form and return to:

ACTING DIRECTOR  
FEDERAL BUREAU OF INVESTIGATION  
WASHINGTON, D.C. 20535

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_____		
(Address)		
_____	_____	_____
(City)	(State)	(Zip Code)

## KNIFE BUCKLE

*Airtel New Orleans dated 11-3-72*



Law enforcement officers throughout the country must constantly be on the alert for concealed or disguised weapons with which a prisoner could inflict serious injury and effect escape. They have discovered many ingenious ways for disguising weapons.

Recently a belt-buckle knife has come to the attention of law enforcement officers in two southern States. One of these weapons was obtained from a gun store, and indications are that they are being sold at gun shows as sportsmen's equipment. The belt buckle is actually the handle of the knife, and the blade is concealed in a case behind the belt. When worn, there is nothing unusual about the buckle; however, it can be converted into a dangerous knife at a flick of the hand.



UNITED STATES DEPARTMENT OF JUSTICE  
FEDERAL BUREAU OF INVESTIGATION  
WASHINGTON, D.C. 20535

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JUS-432

THIRD CLASS

## INTERESTING PATTERN



The pattern reproduced above presents an excellent illustration of the minimum requirements of a whorl. It possesses two deltas, with a recurving ridge in front of each. It is classified as a central pocket loop-type whorl with a meeting tracing.