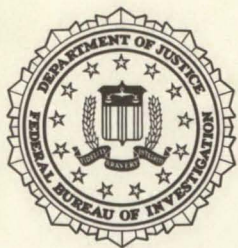


MAY 1973



# FBI

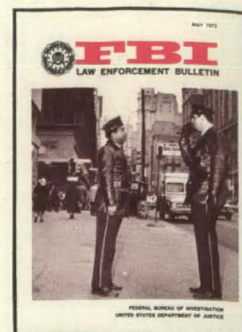
## LAW ENFORCEMENT BULLETIN



FEDERAL BUREAU OF INVESTIGATION  
UNITED STATES DEPARTMENT OF JUSTICE



**MAY 1973**  
**VOL. 42 NO. 5**



**THE COVER**—Philadelphia, Pa., police officers work inner-city patrol assignments while awaiting call to court where they have been subpoenaed to testify. See article beginning on page 3.

# FBI

**LAW ENFORCEMENT BULLETIN**

Published by the  
**FEDERAL BUREAU OF INVESTIGATION**  
**UNITED STATES DEPARTMENT OF JUSTICE**  
 Washington, D.C. 20535

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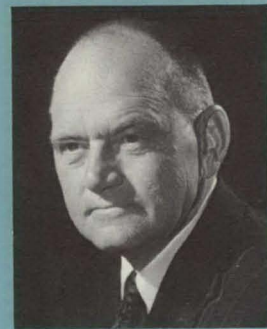
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"Help Your Courts—Assure Justice" is the theme of Law Day this May 1. Also celebrated during the month is Peace Officers Memorial Day (May 15) and National Police Week (May 14–20). Law enforcement officers can commemorate these occasions in no better way than by rededicating themselves to the highest professional standards. See inside back cover.



# MESSAGE FROM THE ACTING DIRECTOR . . .

. . . To All Law Enforcement Officials



FEAR BREEDS TERROR. And with terror comes destruction of the human spirit and a loss of determination to oppose the sources of terror.

Terrorists the world over know this. They are spreading fear with increasingly frequent acts of maniacal cunning. Perverse individuals and groups are threatening unconscionable acts of violence unless their demands are met.

These threats are often carried out. Many innocent hostages have lost their lives. Far too many of our fellow law enforcement officers have been murdered in sneak attacks by terrorists or while courageously attempting to save others from these frenzied killers.

As law enforcement officers we have a special obligation to combat terrorists. The public properly looks to us for protection from organized attempts at intimidation. Hostages pray that our efforts will bring their safe release. Society as a whole expects that we will not compromise their interests by capitulating to terrorist intimidations and demands. We must meet this obligation.

While widely publicized terrorist acts have recently occurred abroad, we can take no comfort

in the notion that terrorism is foreign bred. We have our own ugly brand of terrorists. They have taken a tragic toll of lives from among our own ranks. In recent years, terrorist snipers, self-styled guerrillas, and ambush assassins have murdered law enforcement officers in growing numbers. The duties and visibility of uniformed officers, in particular, make them special targets.

With the rising threat of terrorism, the law enforcement profession should take a fresh look at its capability to combat it. Those of us with leadership responsibilities must insure that our investigations, training, and equipment are more than adequate to meet this challenge. Special expertise, best suited to deal with terrorist situations, must be developed among our personnel. The terrorist threat has many faces. Versatility is required to meet it on many fronts and in many different circumstances.

The FBI is marshaling its resources. Earlier this year a symposium of law enforcement leaders across the country was convened at the FBI Academy to spur new approaches to the grave threat of terrorism. More will be held. Nationwide law

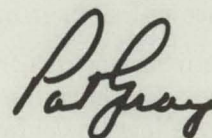
## MESSAGE

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enforcement conferences on terrorism and related topics are being sponsored by the FBI this spring.

I have recently instructed our staff to research thoroughly all FBI jurisdictional responsibilities which could be affected by terrorist acts. Hypothetical situations have been realistically acted out to enable us to assess and critique our capabilities.

Complacency is a formidable enemy of the law enforcement profession. The English statesman Edmund Burke once observed: "The only thing necessary for the triumph of evil is for good men to do nothing." I am confident that his statement will never characterize our profession. The question is not whether we combat the evil of terrorism, but whether what we do is enough.

A handwritten signature in dark ink, appearing to read "Pat Gray", with a stylized, cursive script.

L. PATRICK GRAY, III  
*Acting Director*

MAY 1, 1973



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*"Philadelphia, as is the case in most large cities, was finding the problem of lost police man-hours due to court appearances growing with each passing month."*

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# THE COURT RECALL PLAN IN PHILADELPHIA

By  
**HON. JOSEPH F. O'NEILL**  
Police Commissioner,  
Philadelphia, Pa.

**O**n a blustery day in late March, just after noon, a woman shopper was standing at a busy midtown Philadelphia intersection waiting for a bus to arrive. A 27-year-old man rushed by and grabbed the woman's purse and began his attempted escape among the many shoppers and pedestrians who were in midcity that day.

The culprit was apprehended and placed under arrest by a police officer within a half block of the occurrence.

Similar quick arrests of street crime offenders have occurred over and over since the inception of the Court Recall

Plan by the Philadelphia Police Department in November 1971. The plan has greatly aided inner-city police patrol strength.

Philadelphia, as is the case in most large cities, was finding the problem of lost police man-hours due to court appearances growing with each passing month. About 500 policemen a day were being subpoenaed into the court system as witnesses and arresting officers. Since the city has been paying its police officers for overtime hours at the rate of time and a half for the past several years, this court attend-





ance problem raised havoc with the carefully prepared budget. In addition to the costs in dollars, the appearance in court of so many police officers was depleting the number of men available on the streets to actively combat proliferating crimes and criminals.

## Review

Since the department's largest expenditure is for salaries of police personnel, the command staff was continually exploring ways in which it could economize on manpower costs and at the same time protect the people of Philadelphia better.

In reviewing the areas of greatest expenditure, the "court appearance problem" kept recurring. The large numbers of policemen called into court as witnesses and arresting officers kept presenting us with what at the time seemed to be an insurmountable problem. In addition to the overtime costs and the depletion of the available patrol forces, the irony of the situation was that many officers spent hours and sometimes days waiting for the trial to reach the point where their testimony was needed. In many cases, their testimony became unnecessary. In other cases, only a minute fraction of the officers' time spent waiting was ever used in actual testimony. Meanwhile, the policemen waited in court anterooms, while overtime payments soared and other police personnel had to be reassigned to provide adequate manpower for the patrol force.

My staff and I continued to take many steps to stem this tide of manpower loss.

## Schedule

Every case was thoroughly reviewed. All officers and detectives not absolutely necessary for prosecution were eliminated from the case tran-

***"The Court Recall Plan is a system whereby each policeman subpoenaed into municipal court is assigned a beat to patrol while awaiting his call to testify."***

script. A schedule was worked out with the court administrator to ensure that the majority of policemen would be called into court while working the day watch. This helped with the overtime problem but did little for the loss of patrol manpower.

The court was prevailed upon to make more realistic schedules to ensure, as best as it could, that only those cases that could be heard in one day would be scheduled.

We finally decided upon the Court Recall Plan, and we moved forward with plans to implement this system in the Philadelphia municipal courts.

## The Plan

The Court Recall Plan is a system whereby each policeman subpoenaed into municipal court is assigned a beat to patrol while awaiting his call to testify.

Many of these beats are located in center city Philadelphia. However, others are located in various sections of the city which are not more than one-half hour's traveling time from the city hall courthouse. The key to making such a system as this work successfully is that the assignments per-

mit the police officer to contribute to needed patrol coverage while, at the same time, having him readily available for his court appearance.

In addition, these officers are also assigned to stakeout duties in banks and robbery-prone businesses. Detectives are utilized in their divisional headquarters, interviewing witnesses, preparing reports, and in some special cases, questioning suspects. Patrolmen and detectives alike are readily on call for court appearances by means of a portable radio network or a phone call from the court attendance clerk.

The actual recall is administered through units that were already in existence prior to the establishment of the Court Recall Plan.

The court attendance clerk is a civilian-operated function of the police department which administers the subpoenas issued by the courts to police officers. The court attendance clerk receives from the court administrator the data necessary for each day's court sessions. The staff of this unit ensures that each officer is identified and is properly notified of his appearance in court with all the necessary information the officer may need to identify, in his personal records, the case about to be tried.

A policeman assigned to court beat is issued a portable radio.





## Attendance

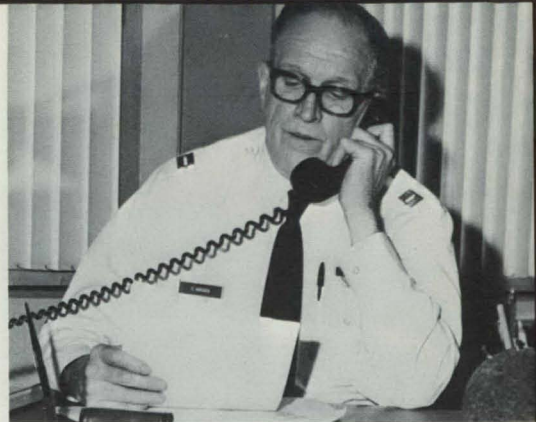
All police personnel reporting to court must register at the court attendance clerk's office prior to reporting to testify. When his court appearance is completed, the officer checks out with the court attendance clerk. The actual records of all police appearances in court are maintained and transmitted to the agencies involved by the court attendance clerk.

The court liaison unit maintains constant communication between the courts, the prosecutor, and the police department. Personnel from this unit cull the police reports eliminating unneeded officers from the court subpoena lists. A constant review is made of all witnesses needed in each case. In the event a key witness is not available, the case can be rescheduled to a more appropriate time. This saves the courts, the prosecutor, civilian witnesses, and the police needless and expensive trips to court in cases that will only result in postponement.

Court liaison men are present in every courtroom keeping a constant check on the progress of each case so the police and witnesses for the succeeding case can be alerted and directed to appear at the scheduled courtroom in time. These liaison men also ensure that police officers report to the proper courtroom prepared for the specific case in which they have been subpoenaed.

Both of these key units, the court attendance clerk and the court liaison unit, were functioning prior to our decision to install the Court Recall Plan. With their added coordinating duties under the recall plan, they have proved to be of invaluable assistance to its success.

Policemen required to appear in municipal court report as usual to the



Capt. Charles J. Marsden is in command of all the participating units involved in the administration of the Court Recall Plan.

court attendance clerk. The court liaison unit supervises the assignment of these policemen to the special beats determined by recorded patterns of criminal activity and the availability they provide for the officer to be quickly recalled.

*"Court liaison men are present in every courtroom keeping a constant check on the progress of each case so the police and witnesses for the succeeding case can be alerted and directed to appear. . . ."*

A sergeant reviews special orders with a policeman on court beat.



## Radio Contact

The officers are assigned in pairs with one of them carrying a portable police radio tuned to a special frequency with direct access to the court liaison unit. The portable radio units used in this situation are produced by prominent manufacturers, and they range in price from \$650 to \$1,100, depending on the model desired. These radios do not receive the general police radio broadcasts but are on a separate frequency utilized by their base transmitter located in the court liaison headquarters. General messages from the regular police broadcasts (monitored by the court liaison unit) that are particularly pertinent to personnel on the court recall assignments are rebroadcast over their portable radio network. The use of portable radios tuned to





Motorized court beat officer receives notification to report for testimony.

normal police frequencies was contemplated at the outset of the plan. This plan was rejected, however, due to the high volume of broadcasts, which, it was feared, would interfere with radio messages directed to regularly assigned police personnel and those operating under the recall program.

Armed with this sophisticated radio equipment, the subpoenaed officer is subject to almost instant recall to the courtroom whenever his appearance is necessary. Detectives on inside assignments are summoned by telephone, and they too are required to report within the one-half hour time period. To date, the department has received no complaints about the operation of the Court Recall Plan from the courts, the district attorney, or defense lawyers.

Civil service regulations in Philadelphia require the police department to pay an officer a minimum of 2 hours of overtime pay at time and a half the normal rates when he is called to court to testify at a time other than during the period of his normal watch assignment.

Similarly, an officer required to appear in court on his regular day off receives the same overtime pay rate for an 8-hour tour. Prior to the inception of the plan, these pay rate requirements were costing the department huge sums, while the officer's absence from normal assignments had to be offset, in many instances, by additional manpower. The Court Recall Plan has now changed this situation by utilizing the frequent waiting periods imposed on subpoenaed police officers. While the actual costs in dollars have remained with us, we are now receiving productive patrol support from large numbers of policemen in court each day.

### **Benefits**

The Court Recall Plan has given the department the capability of an added 40,000 man-hours to the patrol effort of the department. Based on a normal 8-hour workday, this in effect has given us the same benefit as an additional 5,000 policemen working in these selected areas over the past year.

We have experienced very good results in the areas in which we have deployed these men. For the year 1972, statistics revealed an overall 14-percent crime reduction on those patrol beats selected for special coverage. Implementation of this plan in the center city has unquestionably aided in the 15-percent reduction experienced in major crimes during the period it has been in operation.

In addition to the reduction of crime, which we feel to be a major accomplishment, officer morale has benefited from the program. For example, the monotony of sitting in a courtroom for hours waiting to be called to testify has been eliminated in most cases. Active patrol has been increased in the areas affected and is giving policemen additional experience on assignments other than their normal routine.

The overall crime experience in Philadelphia last year showed a decrease of 1.2 percent for the first 9 months. How much of this reversal, of what previously was an upward trend, can be attributed to the Court Recall Plan cannot be documented at this time. However, most commanders well grounded in field experience feel, as I do, that it has had a significant effect on this improved crime picture.

Manpower and its deployment is the most significant resource to be used by the police administrator in attempting to cope with ever-increasing crime problems in our large cities.

***"The Court Recall Plan has given the department the capability of an added 40,000 man-hours to the patrol effort of the department."***

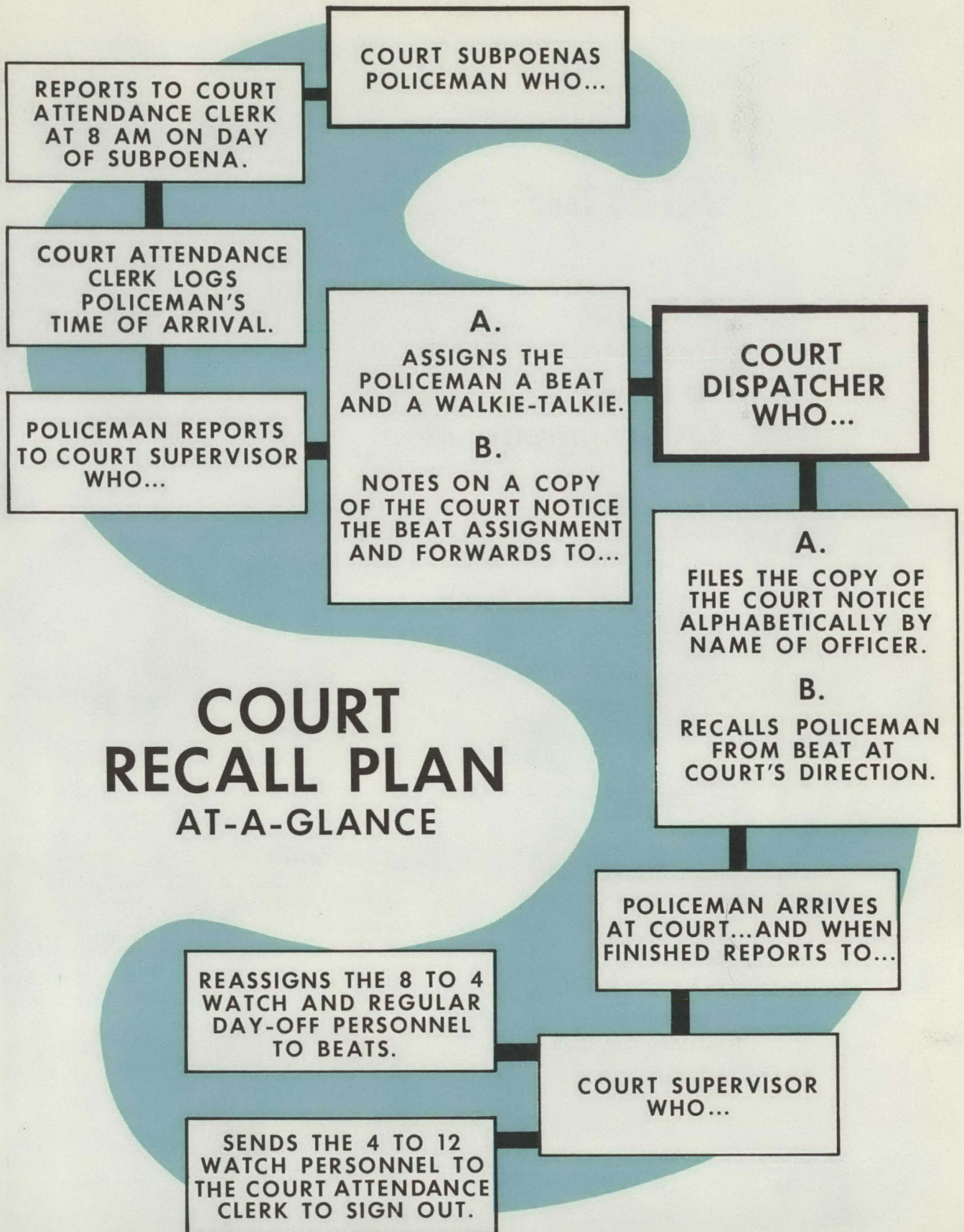
### **Related Programs**

The Court Recall Plan is not put forth as a panacea to the crime prob-

*(Text continued on page 26)*



# COURT RECALL PLAN AT-A-GLANCE





# **False Alarms—**

**A Major  
Problem  
to Law  
Enforcement**

**DAY & NITE**  
BURGLAR ALARM

**By  
JOSEPH L. SMITH**

**Assistant Chief of Police,  
Salt Lake City, Utah**





Assistant Chief Smith.

**T**he continued rise in crime in the United States over many years has brought with it a significant increase in the installation of intrusion alarms in business, industry, and private homes.

Overall, the results of the increased number of alarms have been good. Locations which have increased their protection with alarms have generally experienced significant reductions in loss from criminal attacks. An added incentive for businesses to install alarms has been more favorable insurance rates. Because of the alarms, many more criminals have been apprehended than would otherwise be the case.

However, not all of the consequences of the increased security of alarm systems have been happy ones. A problem which has developed in direct proportion with the alarm installations is the problem of false alarms.

Most companies manufacture, install, and service very reliable systems. However, some seem more concerned with making sales than with the service and reliability of their equipment. There is no doubt that reputable man-

ufacturers are as concerned as the police with the false alarm problem; perhaps even more because their continued existence depends upon the reliable performance of their product. False alarms due to poorly designed equipment or faulty installation are costly to manufacturers because they alienate customers and the police. Customers of alarm companies resent getting out of bed at 3 a.m. and driving to their place of business in response to a false alarm. Law enforcement officers and administrators are reluctant to tie up one or more units at a probable false alarm when their services may be badly needed elsewhere.

### **Alarm Systems**

To understand the problem of false alarms, it is necessary to understand a little bit about how alarms work. There are many kinds and variations, but alarm systems are in two basic parts—the detector and the alarm.

The detector element of an alarm system is the more complicated and there are many kinds. Breaking an electrical contact can trigger an alarm, and so can a pressure pad or pressure release mechanisms. There are sound sensors, light beams, heat detectors, temperature change detectors, humidity detectors, motion detectors, and so on.

An alarm is triggered by the detector and can be a loud ringing bell, a flashing light, or whatever the designer wants it to be. It can call the police via a recorded message, or alert an alarm servicing agency to the presence of a burglar. Basically, an intrusion alarm is designed either to scare the intruder and summon help by means of loud noises and/or flashing lights or to summon the po-

lice without alarming the intruder—the silent alarm.

Alarm detectors or sensors cannot distinguish between human and non-human causation. Electrical contact triggers will activate an alarm if a burglar breaks the door or window, but they may also activate it if the wind shakes the door or breaks a window. A light beam can be interrupted by a burglar, but it can also be interrupted by a careless employee or a watchdog. A motion detector cannot differentiate between a burglar and a venetian blind set in motion by an air conditioner or heater fan.

Because of these causal factors, well-planned detector installations are especially important. Installers must make an effort to anticipate every possible circumstance. There will always be some false alarms because of human error. Those caused by chance, however, can be held to the barest minimum. They can be further reduced by careful training of employees and occupants of premises which have alarm system installations.

### **Response to Alarms**

What do false alarms mean to the police and ultimately to the citizens who need police protection? Let's look at the problem in a little more depth.

That question can best be answered by describing a hypothetical situation. Let's assume that a police dispatcher is notified of a silent alarm at a supermarket. Several units may respond, if they are available, but at least two are usually desired—one for the front entrance and one for the rear.

After their arrival, the police officers check the building. They do not locate any point of forcible entry, and all doors and windows are secure.

*"Locations which have increased their protection with alarms have generally experienced significant reductions in loss from criminal attacks."*





Chief J. Earl Jones.

They cannot resume normal patrol because the burglars, if there are any, could have circumvented obvious forced entry by going in through the roof or hiding inside at closing time. At this point, the police cannot afford to assume that the alarm is false.

However, if the alarm terminates at an answering service, the police may have a problem. The answering service, upon receipt of the alarm, notifies first the police and then the customer. The customer may live from 5 to 50 miles from the supermarket. If that is the case, it may take from 20 minutes to 2 hours for the store manager to come to the place of business and open it so that the police can check it out.

*"... it may take from 20 minutes to 2 hours for the store manager to come to the place of business and open it so that the police can check it out."*

This circumstance results in a dilemma for the police. Should they wait? If they do, they may tie up two units for an hour or more and de-

prive the community of needed police service. If they do not, there may be a burglar hiding inside, and he will get away. Worse yet, he may remain inside and endanger the owner or manager of the supermarket when he finally arrives to check the building.

What is being done about the problem? Responsible manufacturers are trying to build the most reliable product possible. Knowledgeable installers are doing the best job possible. They are planning each installation carefully, taking all circumstances into account that can possibly be anticipated, and they are maintaining the integrity of the alarms by frequent service checks. Unfortunately, there are many customers who will buy the cheapest product possible to satisfy insurance requirements, and these systems are often inadequate. Neither the customer nor the company in such instances seems to worry much about maintenance. False alarms from poorly designed, maintained, and installed equipment continue to be a major problem.

### **Laws and Ordinances**

What can law enforcement do about faulty alarm equipment and ineffective intrusion alert systems? It is possible to encourage ordinances which could hold alarm companies responsible for carefully planned, well-maintained installations. For example, if false alarms are repeatedly received from one particular location and the company failed to take corrective action, ordinances could empower the city to send its own technicians to inspect the alarm installation and correct the problem. The alarm company or the business having the installation could then be

billed for the service. In addition, a fine could be levied in aggravated cases.

Several departments have asked their city fathers to pass ordinances which would prohibit telephonic alarms from terminating at a police telephone switchboard. There are at least two good reasons why they have requested this action. First, in the event of bad weather, earthquake, or disaster, the false alarms could be numerous enough to tie up most of the police telephone circuits at a time when they would be sorely needed. Second, the police would have no ready access to information identifying persons from the firm maintaining or servicing the alarm system who have the responsibility to assist in checking the premises. Many of these telephonic alarms were sold because the salesman assured the customer that a recorded telephone message would go directly into the police department switchboard.

*"Another major reason for false alarms is the carelessness of alarm customers and their employees."*

Another major reason for false alarms is the carelessness of alarm customers and their employees. They may activate an alarm by entering or leaving their building without notifying the alarm company in advance. Naturally, the servicing agency cannot distinguish between an employee and a burglar when they receive the alarm. Here again, laws may be enacted imposing some type of penalty for repeated carelessness or indifference.

It might also be well to consider laws pertaining to the security aspect of new business construction. Build-

*"... well-planned detector installations are especially important. Installers must make an effort to anticipate every possible circumstance."*



*"It is suggested that the police and their legal counsel would do well to meet with and discuss any proposed ordinances with alarm company representatives prior to supporting such action."*

ing codes which would require specific intrusion detection systems in certain commercial structures could be a major step in assisting law enforcement in the control of many crimes against property.

*"There are many kinds and variations, but alarm systems are in two basic parts—the detector and the alarm."*

It is not the purpose of this article to weigh the merits of various methods of obtaining cooperation but merely to suggest possible solutions to the problem of false alarms. Each law enforcement agency will have to make its own judgments and, of course, its legal department and governing officials will have to be consulted.

It is suggested that the police and their legal counsel would do well to meet with and discuss any proposed ordinances with alarm company representatives prior to supporting such action. The input from the industry could be valuable and possibly even make regulation by ordinance unnecessary.

### **Departmental Policy**

Aside from the passage of laws and ordinances, what else can a law enforcement agency do to insure proper response to intrusion alarms and still provide services which may, at the same time, be needed elsewhere? The best answer to this question is probably the drafting of clear departmental policy. Again, it would be a good idea to meet with the alarm companies, not only for their ideas but to

put them on notice that your department is taking a positive action which will affect them.

After the policy has been adopted, all officers of the department must be fully informed so that there will be no question as to exactly what the policy is and how it will be carried out. Next, written copies of the policy should be mailed to the alarm companies so that they, too, will know precisely what to expect from the police department. Finally, it might be a good idea to inform the business community by some means so that they will understand what they can expect from their police department and what is expected of them. Such notification to business people will also reduce the possibility of misleading representations by "fly-by-night" alarm salesmen peddling inferior products.

What should a burglar alarm response policy include? Probably the best way to answer that question is by an actual example. Any agency interested in the following summary of the Salt Lake City Police Department's burglar alarm response policy may then add to the policy or take away from it in accordance with their own needs. It is simple, but it informs police officers and radio dispatchers exactly what is expected of them.

*Policy that "... informs police officers and radio dispatchers exactly what is expected of them ..." is desirable.*

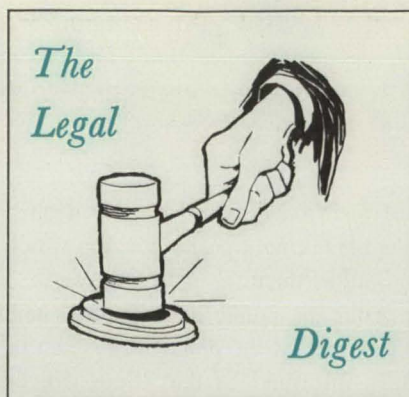
- The department responds to all burglar or intrusion alarms, and if units are not available at the time the alarm

is received, they will be dispatched as soon thereafter as possible. If the units which respond to the alarm are unable to locate a point of entry into the premises and there exists no particular reason to believe that a burglar may be inside, they may immediately resume normal patrol.

- However, if the dispatcher has been informed by the alarm company or answering service that an alarm service man or other persons responsible for the premises will go to the location of the alarm, one police unit will be assigned to hold at the location for no more than 15 minutes. After the expiration of 15 minutes, the unit may resume patrol if no one has appeared to assist in checking the premises.
- In the event someone arrives to check the premises after the assigned unit has resumed patrol, the police dispatcher will send another unit to the scene. Also, if an emergency occurs during the 15 minutes that a unit is holding at the location of an alarm, the police dispatcher is authorized to reassign the unit to respond to the emergency.

With the enactment of ordinances and the adoption of meaningful, practical police policies, the results achieved from well planned and maintained alarm systems should be worthwhile. False alarms can be significantly reduced while more burglary arrests can be experienced by the increased assistance to police efforts. (R)





# INVENTORY SEARCHES— The California View

By

JAMES L. WILLIAMSON

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

In *Mozzetti v. Superior Court of Sacramento County*,<sup>1</sup> the California Supreme Court limited the scope of the "common police practice"<sup>2</sup> of routinely preparing a complete inventory of the contents of a motor vehicle before placing it in storage. This decision overruled a long line of authority in the California Courts of Appeal dating back to 1956, approving inventory searches whenever law enforcement officers were authorized to remove and store an automobile.

Although *Mozzetti* is a decidedly minority view, its impact has already been felt in other jurisdictions. At issue in this case was the admissibility of marihuana discovered in a suit-

case on the rear seat of an automobile. After an accident, the driver had been taken to a hospital and the vehicle impounded for blocking the roadway. Before it was towed away, an officer inventoried the contents of the car. While doing so, an unlocked suitcase on the back seat was opened, apparently to determine if it contained valuables, and marihuana was found.

One of the few cases to come before the U.S. Supreme Court involving an inventory examination was *Harris v. United States*.<sup>3</sup> There, a car seen leaving the scene of a robbery was traced and its owner arrested. The vehicle was impounded and its contents inventoried, pursuant to police

regulations. Before locking the car, the arresting officer opened one of the doors to roll up the window, and in so doing, a registration card for the robbery victim's automobile was exposed to view. The Court concluded that the card could be seized and used as evidence since it was discovered not from a search but as a result of a proper action undertaken to protect a vehicle in police custody.<sup>4</sup>

Since the evidence was not located during the inventory, the Court was not required to decide if such a warrantless seizure was permissible.

*Mozzetti's* reliance on *Harris* was only for its language which the court felt "points" toward rejection of the



*“ . . . the California Supreme Court [has] limited the scope of the ‘common police practice’ of routinely preparing a complete inventory of the contents of a motor vehicle before placing it in storage.”*

notion that an inventory is not to be judged on fourth amendment standards.

“[A] routine police inventory of the contents of an automobile,” the court said, “involves a substantial invasion into the privacy of the vehicle owner. . . . [m]erely because the police are not searching with the express purpose of finding evidence of crime, they are not exempt from the requirements of reasonableness set down in the Fourth Amendment.”<sup>5</sup>

As an alternative, the prosecution argued that even if an inventory examination is a “search” under the fourth amendment, it is not unreasonable. Such examinations are necessary both to safeguard the property in the car from loss and to protect the police from unfounded tort claims.

The court pointed out that while the owner has an interest in the protection of his personal property, he also has an “. . . interest in maintaining the privacy of his personal effects and preventing anyone, including the police, from searching suitcases, and other closed containers and areas in his automobile at the time the police lawfully remove it to storage.”<sup>6</sup> Weighing the countervailing interest of the right of privacy against the necessity of an inventory search to protect the owner’s property rights, the court observed that valuable items “. . . may be adequately protected merely by rolling up the windows, locking the vehicle doors and returning the keys to the owner. The owner

himself, if required to leave his car temporarily, could do no more to protect his property.”<sup>7</sup>

The court was even less convinced that an inventory search was necessary to protect the police against unfounded tort claims. When the police are required to take possession of a motor vehicle for removal and storage, they become only involuntary bailees, and the object of the bailment need be afforded only “slight care.” This duty, in the opinion of the court, is discharged if the windows are closed and the car locked.

While the inventory search leading to the discovery of the evidence in *Mozzetti*’s suitcase was held to be an unreasonable search and seizure in violation of the fourth amendment, the decision does not preclude the seizure of items of evidence located in plain sight within an automobile being taken into custody.<sup>8</sup>

Since it was handed down, *Mozzetti* has received a mixed reception in the jurisdictions outside California which have considered it. Arizona stands alone in adopting the *Mozzetti* rule completely.<sup>9</sup> Oregon has specifically refused to follow *Mozzetti*, upholding an inventory search which resulted in the seizure of narcotics which were in a closed fishing tackle box located on the floor of the back seat.<sup>10</sup> Over the dissent of the chief judge, the New York Court of Appeals rejected the California rule and upheld as reasonable the seizure of a pistol from a briefcase located in an

impounded vehicle in *People v. Sullivan*.<sup>11</sup> At the Federal level, in *United States v. Mitchell*,<sup>12</sup> the Ninth Circuit chose to stay with the majority view and, over a strong dissent, expressed agreement with the holding in *Sullivan*.<sup>13</sup>

Whether or not one agrees with *Mozzetti*, all will admit the truth of a statement by Judge Mann in *Urquhart v. State*<sup>14</sup> in which he said: “The inventory search is much discussed at the present time, and I am confident that the Supreme Court of the United States has not had its final say on the subject.”<sup>15</sup>

We must wait and see.

#### FOOTNOTES

<sup>1</sup> 4 Cal. 3d 699, 94 Cal. Rptr. 412, 484 P. 2d 84 (1971).

<sup>2</sup> Id. at 702.

<sup>3</sup> 390 U.S. 234 (1968).

<sup>4</sup> The Court relied on *Ker v. California*, 374 U.S. 23 (1963); *United States v. Lee*, 274 U.S. 559 (1927); and *Hester v. United States*, 265 U.S. 57 (1924) to justify the seizure of an object in the “plain view” by an officer rightfully present.

<sup>5</sup> *Mozzetti*, *supra* at 705-6. It was argued that an inventory should not be considered a “search” in the constitutional sense as its purpose was not to discover evidence of crime. The court viewed any such circumscribed, semantic approach in refining the scope of the fourth amendment as having been rejected in *Terry v. Ohio*, 392 U.S. 1 (1968), and *Camara v. Municipal Court*, 387 U.S. 523 (1967).

(Continued on page 26)

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

*“[The court’s decision] has received a mixed reception in the jurisdictions outside California which have considered it.”*



The city of Inglewood, Calif., has a population of approximately 90,000 and covers an area of 91½ square miles. It is situated close to Los Angeles International Airport and is the location of two major sports arenas.

Until 1960, Inglewood had few of the problems that had plagued other growing communities. However, in the midsixties, accelerated changes took place in the socioeconomic pattern of its population. Since then, crimes of violence and crime against property reached new heights. In the first 7 months of 1972, crimes of violence increased 56.5 percent, residential burglaries 36 percent, and auto thefts 20 percent. However, the chief anxiety was not restricted to these losses, even though they represented a serious problem. Violence and property losses reached levels that severely strained the confidence and trust upon which this city's government was founded, menacing its prosperity and strength.

In the fall of 1971, it became quite apparent that aggressive measures had to be taken to combat the rising crime

rate and the fears it generated throughout the community. These fears involved all members of the community and were not limited to any one group.

Compounding this problem has been the traditional feeling of law enforcement that they alone are responsible for and capable of suppressing crime. On the other hand, a prevailing community feeling is that law enforcement is not responsive enough to the increase in crime. Historically, a myth has persisted that police have the sole responsibility for order in the community. This generalization has been accepted by many law enforcement personnel as well as by the community itself.

There is no clearly defined procedure or process to amalgamate law enforcement and community segments into an effective crime-fighting tool. In the past, there has often been a duplicity of effort on the part of law enforcement agencies and community groups. There has also existed among law enforcement agencies and private and community segments a tendency to run alone and many times at cross purposes. Many citizens' and service

*"... it became quite apparent that aggressive measures had to be taken to combat the rising crime rate and the fears it generated throughout the community."*

A Difference

## Crime Prevention Community



Community meetings are held and programs on such topics as burglary prevention and home security are presented.



An agent is shown discussing security





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to combat the rising  
generated throughout

pproach

## ion Through Relations

By

**LT. LAWRENCE C. ROGER**

**Commander,  
Community Service Section,  
Police Department,  
Inglewood, Calif.**

clubs have offered their help but were not aware to whom it should be offered or how to focus their efforts.

It was toward this problem of insufficient coordinating capability between criminal justice agencies and private and community resources that the Inglewood Police Department addressed itself.

With the need for coordination in mind, Chief of Police Jay R. Stroh made application to the California Council on Criminal Justice (CCCJ) for assistance under the Federal Safe Streets Act of 1968. Chief Stroh recognized that while crime is continuing to escalate nationwide the amount of police funding is close to the limit, and there is a positive need for the utilization of private and community resources to combat it.

Chief Stroh proposed the formation of an Agent Program within the structure of the Inglewood Police Department; the program to be funded jointly by the CCCJ and the city of Inglewood on a 60-40 percent basis, respectively.

The program called for the assignment of seven agents to the Community Service Section. These agents

would be selected by departmental process and would wear, when in uniform, insignia similar to corporal rank. (It should be noted here, that the Inglewood Police Department has an "Agent" classification through the agency. This classification of agent would act as a first-line supervisor and wear the same rank insignia—corporal chevrons.)

In November 1971, the department received word that CCCJ would fund the Agent Program. The program became operational on January 24, 1972, with the initial assignment of two agents to the Community Service Section. Due to a manpower shortage, the remaining five agents were not assigned to the unit until the latter part of April. A great portion of this intervening time was spent in researching and developing guidelines for a program to benefit the community and the police department alike.

One of the goals of the Agent Program is to improve the responsiveness of the local law enforcement system to community affairs such as: improve the officer's understanding of the various segments of the community and its problems as a whole;

measures with a local businessman.



Kindergarten students enjoy a question and answer period with one of the agents.



May 1973

15





Chief Jay R. Stroh.

utilize the law enforcement officers as a resource source for youth programs and as counselors for youths, students, teachers, and school administrators in matters pertaining to law enforcement; develop a continuous three-way communication between the community, the police department, and the agent; instill in the minds of all department personnel the need for community-relations mindedness in their day-to-day police activities; and to coordinate community activities involving the department and the community.

Another goal of the program is to improve the employment of available private and community resources such as: crime reduction through community action and support; develop self-protection ability in the community; and strengthen the law enforcement function through mobilizing the community in its objectives.

Still another goal of the Agent Program is to enhance the awareness of

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*"One of the goals of the Agent Program is to improve the responsiveness of the local law enforcement system to community affairs. . . ."*

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police policy and operations for community development such as those that: improve the citizen's understanding of the policemen's role in the community; facilitate the exchange of information between the community and the police; break down polarities and open up communications channels; educate the community in self-help and protection techniques; instill in the community the realization that it bears a partial responsibility for maintaining order; and alert the individual, the community, and the police to inaccurate or incomplete information about areas of mutual concern.

The federally funded Agent Program was made a unit of the department's Community Service Section, which is comprised of 18 Community Service Officers, aged 18 to 23, and three Police Cadets, aged 18 to 21. The Community Service Officer Program is also a federally funded project and is in its third year of operation. The Community Service Section is commanded by a lieutenant, and supervisory support is given by a sergeant.

Inservice training was provided to all agents with two agents completing a 6-week seminar on police-community relations at San Jose State College, while one agent completed a similar course at the University of California at Los Angeles. Present plans are that all agents will eventually be involved in one of these academic programs.

The Planning and Research Section of the department is utilized as a resource base to effect affirmative action in assessing the value of various community-relations programs developed by the agents. This section also measures the effectiveness of programs that allow for the flow of attitudes and feelings from private and community segments to the Inglewood Police Department.

A director of the Administration of Justice Department at San Jose State College was employed as the project consultant. He developed quantitative evaluations for all projects undertaken by the agents. This program evaluation is an on-going endeavor with a final overall evaluation to be completed at the end of the grant period.

During the planning and development stage, individual tasks were defined and assignments made. The city was divided into four areas and an agent assigned to each area. The Beat Agent's responsibilities include: maintaining liaison between the department and the community; developing and implementing programs tailored to the needs of his area; developing an understanding between the public and the line officer in order to bring both closer together in pursuit of the prevention of crime; and finally mobilizing the community at the street level to the realization that it bears partial responsibility for neighborhood law enforcement efforts.

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*"Basically, each program is structured to provide an exchange of information designed to satisfy the needs of area residents."*

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Each Beat or Area Agent conducts community or smaller block meetings within his area on a biweekly basis. At each meeting current and pertinent information relating to crime in the area is presented. Varied programs are discussed, including such topics as residential burglary, narcotics, and bunco operations prevention. How to utilize Operation Identification, which assists in the recovery of stolen property and the solution of many crimes, is also discussed at these meetings. Appropriate films are shown and question and answer periods are provided. Basically, each program is



structured to provide an exchange of information designed to satisfy the needs of area residents. Specialists (e.g., detective, patrol supervisor, and identification officer) are used as resource sources and participate in the meetings on an invitational basis.

Two agents are assigned as School Resource Officers (SRO), and each is responsible for one of the two high schools in the city and for the kindergarten, elementary, and junior high schools that feed students into that high school. In selecting officers to fill this position several qualities were kept in mind, such as the officer's desire to work with juveniles, his ability to work with youths and understand their problems, his job interest and enthusiasm, his work experiences and knowledge, and his self-control in potentially volatile situations.

The objectives of the SRO Program are to improve students' understanding of the role of law enforcement in society; assist the faculty in presenting pertinent curriculum as it relates to law enforcement; aim for the promotion of responsible youth behavior; develop two-way communications between the schools and the department; understand the feelings and attitudes of students toward law enforcement; and develop respect for law enforcement officers.

The School Resource Officer is responsible for contacting students, teachers, and administrators. He is in the schools as a helper, counselor, and teacher, not as an enforcer of school rules. He conducts lectures, assists the faculty in student counseling, conducts "rap" sessions with students, and attends school-sponsored activities. When necessary, the SRO handles violations of the law occurring on campus. However, in order not to compromise his position or primary purpose for being on campus, Patrol Division or other police units are normally responsible for disorders involving arrests or detentions.

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*"As a result of the Agent Program, several insights have been gained about developing workable programs in areas where relations between the police and the community are strained."*

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In the elementary and junior high schools, the SRO conducts classes on traffic safety, narcotics, history of law enforcement, bicycle safety, and other informative programs of particular interest to younger students. He also works with the school faculty and administrators in a resource capacity.

The seventh and final agent is assigned as a Youth Activities Coordinator (YAC). He coordinates the efforts of Community Service Officers, assists with their supervision and training, provides some staff assistance for the Community Service Section, and acts as relief Beat Agent or School Resource Officer when necessary.

Another major responsibility of the YAC is the department's Boy Scout Explorer Post. The Post was founded in the spring of 1972 with an initial complement of 14 boys and girls. The Explorers attended a training academy, which took place over 8 weekends. The final weekend was held at a local Army base where the scouts received realistic stress training, their final exams, and where their graduation exercises were held. This program has been so successful that our academy is presently used by several other southern California departments to train their Explorer Post Scouts.

As a result of the Agent Program, several insights have been gained

about developing workable programs in areas where relations between the police and the community are strained. Initially, community action and participation in law enforcement programs has been productive, but a continuing interest is difficult to sustain. A major portion of the agent's time must be spent encouraging citizens individually in order to combat apathy in the program. On the other hand, citizens are likely to counter these efforts with more demands for police service and protection, without committing themselves in a cooperative attempt to achieve these benefits.

The amount of citizen's lack of knowledge of the police role, its operation, and its policies is at times astonishing to the law enforcement officer. A major part of any police-community relations effort must be directed to involving the community with the police department in accomplishing law enforcement goals. These goals are vital to the health and welfare of the community. They must be understood. Only patience in this educational process will overcome mistaken notions of the police which have developed over many years.

It is believed that the Inglewood Police Department Agent Program is a positive step in that direction. Hopefully, the program will allay fears generated by misunderstanding and help unite the community as a constructive force in preventing crime.

(FBI)

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*"A major part of any police-community relations effort must be directed to involving the community with the police department in accomplishing law enforcement goals."*

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## An Israeli Traffic Program—



# *The Student Safety Patrol*

By

**YEHOShUA CASPI**  
Superintendent,  
Special Branch,  
Israel National Police  
Headquarters,  
Jerusalem, Israel

and

**YAACOV GUR**  
Chief,  
Traffic Safety Patrol,  
Ministry of Transport,  
Tel Aviv, Israel

*“... beginning in August 1971, a unique and colorful force appeared regularly on the outskirts of Tel Aviv's incoming and outgoing roads: young men, dressed in special uniforms, having partly police and partly traffic director duties for vehicular and pedestrian traffic.”*

The problem of road transportation is worldwide and is especially prominent in countries with advanced mechanization. It is caused by the global boom of motor vehicle use, while the planning and paving of roads capable of dealing with the increased traffic have lagged far behind in many countries.

Israel does not have motor transportation experience comparable to the countries of Europe and the United States. However, by contrast with those countries, its transition from the use of primitive methods of transport, beasts of burden, and wagons to the widespread use of modern, motorized methods has been extraordinarily swift. At the time of Israel's independence in 1948, only a few thousand registered vehicles



were on the roads, while at the end of 1971, this number had skyrocketed to 300,650, with 505,000 licensed drivers. About 35 percent of these drivers had received their licenses within the 3 preceding years, and their driving experience was, therefore, meager.

### **The Israeli Transportation Problem**

This explosion in motorized traffic has had its price. In 1971, 21,108 people were injured and 658 were killed in 14,781 Israeli road accidents. The economic loss to the country has been about one-quarter of a billion dollars (one billion Israeli pounds) annually. In terms of lives, injuries, and money, the high-speed development of motor vehicle use has been costly to the country.

Besides its rapid rate of growth, there is another factor which complicates Israel's traffic problem. This State contains people who speak more than 50 languages. Besides the inherent communication problem this situation creates, each of these ethnic groups has a different cultural and behavioral response to traffic which has been conditioned by their varied experiences.

A citizen who has always walked to reach most destinations cannot be ex-

*"In 1971, 21,108 people were injured and 658 were killed in 14,781 Israeli road accidents."*

pected to understand the need for regulation of on-the-road behavior as those citizens long accustomed to the use of motor vehicles. Still, many Israeli citizens have had little experience with motorized traffic, and this is our main problem. It makes it very difficult for organized traffic efforts in Israel. Like molding speech habits into a common national language, it is most important to mold uniform road behavior through education. In short, it is important to bring together attitudes which will best help solve the problems faced on Israeli roads.

### **Road Transportation Management**

Various government and public bodies manage road transportation efforts in Israel. Primary among these are the Ministry of Transport, which is responsible for policies in the field of road transportation, and the Israel National Police.

The authority of the police to enforce traffic laws is accorded to it by the legislature. The duties of the police force under this authority generally entail supervision of traffic flow; prevention of road accidents; investigation and prosecution of those negligently responsible for road accidents, as well as other traffic offenses; public information and education activities; and coordination and cooperation with other agencies having duties involving road transportation. In the cities, supervision of traffic is done by patrols of the police Patrol Office, while the handling of traffic accidents is by specialized police traffic units. In interurban areas, the supervision is by motorized traffic patrol units.

### **Proposal of the Safety Patrol**

The Ministry of Transport brought before the national cabinet a proposal to establish a new body under its auspices whose purpose would be to give instruction in the traffic laws and aid in the implementation of their enforcement. Several compelling factors prompted this proposal:

- A serious manpower shortage in the Israel National Police due to the 6-Day War, and the country's continued national emergency requiring the assignment of officers to internal security priorities;
- The spiraling number of vehicles in the country and the parallel increase in the number of road accidents and victims;
- Dissatisfaction with the existing situation which has not effectively controlled the number of fatalities from road accidents.

As a result, beginning in August 1971, a unique and colorful force appeared regularly on the outskirts of Tel Aviv's incoming and outgoing roads: young men, dressed in special uniforms, having partly police and partly traffic director duties for vehicular and pedestrian traffic. These men belong to the new body formed

Chief Gur.



Superintendent Caspi.





*"The underlying principle of the Safety Patrol's work is emphasis on road safety by traffic law observance without having to penalize those who do not comply through minor infractions of the rules."*

from the Ministry of Transport's proposal—the Safety Patrol.

### ***Establishment of the Patrol***

While the Safety Patrol unit was established by the Ministry of Transport, it operates under the Israeli police force. The unit functions only in the Tel Aviv area.

The underlying principle of the Safety Patrol's work is emphasis on road safety by traffic law observance without having to penalize those who do not comply through minor infractions of the rules. The patrol aids the police force in directing and supervising road traffic with the aim of changing the behavior of drivers and pedestrians by instruction and guidance.

At first, the Ministries of Justice and Finance objected to the establishment of an additional policing body in a country which had but one national police force. It soon became evident, however, that additional efforts were necessary to reduce the slaughter on the roads from traffic accidents and to provide assistance to the police force whose manpower was already heavily committed.

The Ministry of Transport and the newly formed command staff of the patrol decided in early 1971 who, with existing manpower shortages, could best carry out this type of undertaking. The decision fell on university students, based on two assumptions: first, that they are well equipped to explain, teach, and advise the public, and enforce traffic rules when necessary; and second, that those in need of jobs would have time to devote to these duties and, hopefully, later on, develop a career interest in this type of work.

Now, after the experience of a year and a half, we know that this decision was right. The youth of students make them well suited to the rigors of the work yet, by the time they reach the university level, they are mature enough for job responsibility. Students work well in the patrol's duties and, what is more important, they are well accepted by the public.

### ***Size and Functions of the Patrol***

The patrol consists of 220 students working in four shifts of 4 hours each on 30 patrol sectors selected by the police force on Tel Aviv's perimeter roads.

The functions of the Safety Patrol are very simple. They pay special attention to such traffic offenses as wrong lane use, illegal turns, noncompliance with road signs and traffic lights, pedestrian offenses, and faulty car-safety precautions and registration. As a rule, the patrols do not direct traffic, but when traffic jams occur

or when the crossroads are especially overloaded, they help the police direct traffic in order to assure its safe flow.

The Safety Patrol usually issues only warnings to traffic offenders. In serious cases, however, they give traffic tickets which are transferred to the police for further processing. It was also recently decided that the patrol should issue citations against those who park vehicles in a manner which hinders the safe and orderly flow of traffic. In certain cases the Safety Patrol is activated as a unified body for such special programs as Road Safety Month, a concerted campaign against pedestrian infringements and other traffic violations.

The Safety Patrol scouts are stationed at their patrol sectors either singly or in pairs, on foot or on motor scooters. All scouts are equipped with a wireless telephone for communication with the patrol command center which keeps both radio and telephone contact with the Tel Aviv Police Traffic Department. These lines of communication give experienced direction to patrol activities at all times and, of course, make them more efficient. The police are then better able to control traffic problems which arise

A scout stands alongside one of the two types of general purpose vehicles used by the patrol.





from the abnormal flow of vehicles coming into the greater Tel Aviv area. In addition to traffic supervision and other duties, one of the objectives of the patrol is to maintain a smooth traffic flow into the city. This is especially difficult during the winter with its customary heavy rains.

### ***Coordination Between the Police and the Patrol***

While the commander of the Safety Patrol is in charge of personnel, administration, and discipline, the traffic department of the police force has the responsibility for its training and operation. Coordination between them is a necessary daily process which is aided by several veteran police sergeants who are assigned to the patrol to serve as shift commanders. These sergeants brief the patrol scouts before they go on duty, station them at their sectors, supervise them during their shifts, and guide them in their work.

The students enlisted as Safety Patrol scouts take a 2-week course in which they learn the traffic regulations from police officers as well as receive guidance in human and public relations from experts in those fields. Guidance continues after the scouts have begun their actual work in the form of briefings before going on duty, on-the-spot instruction during work, and weekly lessons in the unit's command center.

The Safety Patrol scouts wear uniforms which differentiate them clearly from policemen. They wear light khaki suits, while the police wear dark-blue uniforms. The vehicles and motor scooters of the Safety Patrol are orange colored in contrast with the

***"The Safety Patrol scouts wear uniforms which differentiate them clearly from policemen."***

May 1973



A scout uses his wireless telephone to obtain verification of registration papers presented by motorist.

blue and white ones of the police force.

### ***Enlistment and Conditions of Service***

Each candidate is interviewed by the commander of the Safety Patrol and must present credentials attesting to his good health. Upon being accepted, the candidate signs a contract

for a period of at least 1 year. Each scout works a maximum of 4 hours per day, is considered a temporary employee, and is paid by the hour. He is eligible to receive the usual work-related privileges, such as social security and health insurance.

Flexibility in work shifts for patrol personnel is one of the main points in keeping the students at work and avoiding conflicts with their academic

*(Continued on page 27)*

Chief Gur (right) discusses Safety Patrol operations with Avraham Elman, former head of Traffic Control, Israel National Police, Tel Aviv District.





# A MAJOR CASE SQUAD FOR METROPOLITAN AREAS\*



By  
**CLARENCE M. KELLEY**  
Chief of Police,  
Kansas City, Mo.

\*This article is a sequel to an article by Chief Kelley which appeared in the August 1964 issue of the Bulletin.

*"We are particularly proud that our program was the model for many others. It is hoped that this experience in closer law enforcement cooperation has been as rewarding to others as it has been to us."*

No one can know for sure what crossed his mind or the amount of terror that he felt during that few minutes he was held captive. From the liquor store to the parking lot of the church where he was finally beaten and killed was a brief distance.

It was a cold, bleak February night in 1964 when the 82-year-old liquor store clerk closed up and started the short walk to his automobile. He was never to make it to the car. No stranger to robbery, he had learned never to carry sums of money. He told his assailants this, but they killed him—for a ring, watch, and 5 cents.

The killers were soon captured and readily admitted the crime. They also confessed to another murder and more than 50 burglaries, along with several



assaults and six arsons, throughout the Metropolitan Kansas City area.

This capture, of course, could be of no consolation to the liquor store clerk. It might have helped if he could have known, however, that his brutal killing would be the basis for the formation of the Metro Squad and that its successful investigation of his killing would lead to expansion and refinement of the squad to the point of worldwide recognition. Had it been possible for him to know this and the squad's potential for helping others, he might not have believed his death was in vain.

### ***Squad Formation***

Only a few months before the murder, area police officials had met with me after I expressed the belief that police should build a better "mousetrap" capability in the metropolitan area to catch criminals. There were so many jurisdictions and boundaries in the area for criminals to use in avoiding detection and capture.

What I envisioned was a metropolitan police group that could be mobilized quickly to pursue information leading to rapid solutions to major, violent crimes.

In April of 1964, 2 months after its first successful investigation, the Metro Squad was again activated when the bodies of two women were found in a rural section of the northernmost part of Kansas City. Contrary to the first case, which was well on its way to solution in 12 hours, this investigation was to consume nearly 1,000 investigative hours of 76 men assigned to the case. A man was arrested, later convicted, and eventually sentenced in connection with the two murders. To date, the Kansas City Metro Squad has worked 55 cases with an 80-percent solution rate.

It has been apparent that all of the planning, thought, and considerations given to formation of the squad have

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*"... the most important side effect of the Metro Squad . . . was the formation of other such squads throughout the State of Missouri and one in Kansas."*

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been productive. A very real adjunct to law enforcement in the Kansas City area had been found. The next thing was to make certain that the squad did not get tangled in jurisdictional disputes and that everyone, from the smallest department to the largest, had joint control of, and access to, the squad.

### ***Birth of Idea***

The idea for such a squad came about through the manifest expressions for closer cooperation among chiefs and sheriffs who were members of a local organization known as the Kansas City Metropolitan Chiefs and Sheriffs Association. This group met monthly and was a revival of a similar group which, through inactivity, was disbanded several years earlier.

After its revival, attendance grew and it became evident that this was a dynamic group of administrators

who could work well together without dissension or jealousy.

The Kansas City, Mo., Police Department earlier had formed what was known as a Major Case Squad to combat a rise in unsolved murders during 1963. Viewing the work of the squad, it was decided that possibly the idea could be expanded to involve the entire metropolitan area with its nearly one and one-quarter million inhabitants, its myriad law enforcement agencies in two States and at least six counties, and its nearly 2,000 policemen, including nearly 1,000 from Kansas City proper.

With the need recognized, the members of the association were requested to review their ranks and recommend any officers they thought would work well in such an undertaking. From this humble beginning has come a specialized investigative force that now boasts 152 active, highly skilled, and expertly trained members from

Major Case Squad detectives (background) search for clues in ransacked home of murder victim.





41 law enforcement agencies in the six-county metropolitan area of Kansas City.

### **Outgrowths**

Perhaps the most important side effect of the Metro Squad, aside from the cooperation that it engendered, was the formation of other such squads throughout the State of Missouri and one in Kansas. Thoroughly trained under the supervision of Maj. Elza Hatfield, night commander of investigations for the Kansas City, Mo., Police Department, four separate Metro Squads now exist and a fifth is being trained.

The four existing squads outside of Kansas City serve regions and carry regionalized names, rather than specific titles. In Topeka, Kans., the capital of the State, the squad carries the name Capitol Area Major Case Squad. The squad serving the area of Columbia, Mo., calls itself the Mid-America Major Case Squad and the Warrensburg, Mo., area is served by the Missouri Rural Crime Squad which just recently concluded a successful investigation into the brutal murder of an elderly man. In St. Louis, Mo., it is referred to as the St. Louis Major Case Squad.

The fifth squad to be formed is to serve the south-central area of the State near Osceola, Mo., and is tentatively known as the Kaysinger Basin Major Case Squad.

Major Hatfield and members of the training staff of the Kansas City Metro Squad have personally conducted the class work for the newer squads, and they function almost identically with the parent squad.

### **Membership and Training**

Membership on any of the squads is limited to full-time law enforcement officers, normally of the rank of detec-

tive or higher. In Kansas City and elsewhere there are no members from the Federal Bureau of Investigation. This is in keeping with FBI policy and the squad's rule that anytime it is determined that there is a Federal violation the case is immediately turned over to the appropriate agency along with whatever investigative information may have been compiled. However, the Special Agent in Charge of the FBI office usually assigns an Agent to act as liaison between the Bureau and the squad during an investigation. The Agent helps in any way possible, including forwarding material to the FBI Laboratory for the squad.

Training, after the initial session, is on an annual basis and is conducted by the FBI during a 1-week period. The class work covers a wide range of subjects, but primarily consists of investigative technique aimed at Part I crimes of violence.

### **Squad Activation**

At this point it might be well to take a brief look at how the squad becomes operational and what occurs during an investigation.

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*“. . . the squad is not a full-time operation and . . . must be assembled.”*

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It must be remembered that the squad is not a full-time operation and, therefore, must be assembled. This is accomplished upon the request of the head of the law enforcement agency in whose jurisdiction the crime (a murder, for instance) occurs. Unless a request for assistance is made within 8 hours from the time the crime is discovered, the squad will not be activated.

Once the decision has been made to ask for the squad, the officer in charge (OIC) is contacted by the requesting

agency. The OIC then discusses the case, determines the number of men necessary, and notifies one of four directors of the squad of the situation and receives formal approval to move ahead.

Interestingly, the OIC for the Kansas City squad is Major Hatfield who has held the position since its beginning in 1964, when the murder of the liquor store clerk became the first Metro Squad case.

After confirming activation, the OIC notifies the personnel officer who in turn assembles a squad from a roster.

When the squad comes together in the jurisdiction in question, a briefing is held. This is followed by a crime scene search and investigation of any leads already developed by local authorities. An evidence supervisor is designated, and he coordinates squad efforts in compiling physical evidence.

### **Assignments**

An important aspect of the squad is its cooperation with the news media. Because public relations is an important function, a press officer is named for the squad and it is he who dis-

seminates all information. After advising the media of the squad's activation, the squad press officer keeps it briefed periodically. He is available for questions and to help set up photographs or whatever else might be requested by the media.

After the investigation officially begins, investigative teams are formed and assigned leads. During investigation, other leads developed are reported back to a supervisor for assignment. After returning from investigation of a lead, each team must submit



a written report even if no positive information was developed. This must be accomplished before another lead can be assigned the team.

Assuming that the case is not solved immediately, the rules require that the board of directors, the host chief, the OIC, and staff members meet after 3 days to determine if the squad will stay beyond its normal 5-day limit. Evidence is weighed and the people involved discuss the merits of an extension. Considering that the squad members are borrowed from a number of agencies, it is imperative that there be a real possibility of solving the case. The absence of officers from their departments can cause personal and departmental hardships which could harm the relationship that exists

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*"An important aspect of the squad is its cooperation with the news media."*

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between various departments. This has never been the case in any of the squads thus far.

### **Performance**

The Kansas City area Metro Squad has only been activated once for anything other than a murder. In 1970, after a series of bombings in Kansas City, I asked for and received the expert assistance of the squad. Although no solution was reached by the squad during the ensuing investigation, much information was developed that was of help in later situations concern-

ing similar crimes.

The establishment of the other metro squads in Missouri and the squad in the Topeka area is testimony to the effectiveness of these joint law enforcement efforts. In other areas of the country and in Canada, metro squad approaches have been initiated, but tailored to fit the particular needs of the respective locale. We are particularly proud that our program was the model for many others. It is hoped that this experience in closer law enforcement cooperation has been as rewarding to others as it has been to us.

FBI

**Bomb explosion investigated by squad disintegrated both the victim and his car (left).**





## COURT RECALL

(Continued from page 6)

lems of every police department. From our experience during this first year of operation, however, we feel that it is a step in the right direction toward

the solution of some manpower problems.

We have reversed the process whereby police patrol strength is, more and more, being dissipated in court awaiting trials.

Our success in this innovation has

inspired us to look into many other non-crime-fighting activities required of police personnel. We hope to review all areas of police operations and, where necessary, revise them so as to concentrate police efforts against major crimes and criminals.

If other related programs can promise the same degree of success as the Court Recall Plan, I believe we have turned the corner and are on the road to increasing successes through innovations in manpower deployment.



## THE LEGAL DIGEST

(Footnotes continued from  
page 13)

<sup>6</sup> *Mozzetti*, *supra* at 707.

<sup>7</sup> *Ibid.*

<sup>8</sup> The *Mozzetti* court stated that the police when securing an impounded vehicle "may take note of any personal property in plain sight within the automobile (and that) objects clearly visible without probing . . . may be listed in an inventory or other police report." *Mozzetti*, *supra* at 707. It is noted that no mention of seizing the items was made. However, since *Harris* is cited as authority for this statement, it appears doubtful that any limitation of the "plain view" rule was intended. Moreover, Justice Burke in a concurring opinion emphasized that the decision ". . . in no way interferes with or impinges upon the customary authority of the police to inspect and inventory all items of personal property left in plain sight within an automobile or other vehicle in police custody." He continued by saying that while the police cannot rummage through closed suitcases or sealed packages, they have the authority and responsibility to inspect and inventory items in plain sight and "[i]f . . . the police observe contraband or other incriminating evidence they may seize it. . . ." *Mozzetti*, *supra*, 712. (Emphasis added.)

<sup>9</sup> *Boulet v. Arizona*, 17 Ariz. App. 64, reported as *In Re One 1965 Econoline, I.D. #E16JH702043*, 495 P. 2d 504 (1972); *State v. Ruiz*, 17 Ariz. App. 76, 495 P. 2d 516 (1972); *State v. Gowans*, 18 Ariz. App. 110, 500 P. 2d 641 (1972). It is interesting to note that *Gowans* permitted seizure of two bags containing marihuana discovered in the trunk of a vehicle subjected to an inventory search since the officers were able to determine the contents of the bags without moving or opening them.


<sup>10</sup> *State v. Keller*, 497 P. 2d 868 (Or. App. 1972).

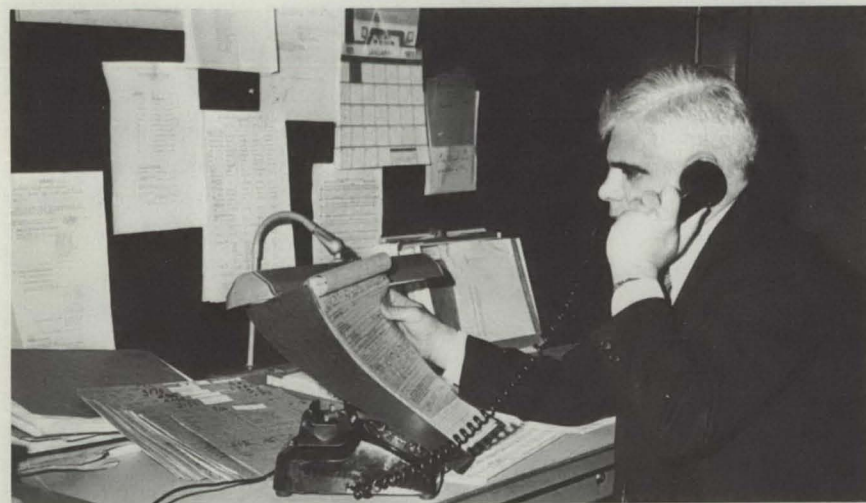
<sup>11</sup> 29 N.Y. 2d 69, 323 N.Y.S. 2d 945, 272 N.E. 2d 464 (1971).

<sup>12</sup> 458 F. 2d 960 (9th Cir. 1972).

<sup>13</sup> *People v. Sullivan*, *supra*.

<sup>14</sup> 261 So. 2d 535.

<sup>15</sup> *Id.* at 537 (concurring specially in denial of rehearing). 



Patrol officers are notified via radio transmitter to report to the courtroom.



Policemen patrol court beat in center city Philadelphia.





## SAFETY PATROL

(Continued from page 21)

schedules. More than 50 percent of those who started with us from the beginning are still at it.

### Results

The Safety Patrol has brought a new dimension to traffic safety and traffic management on the streets of Tel Aviv. In terms of intelligence and education, the Safety Patrol scouts stand above the average found in the country's populace. Their discipline and dress are not, of course, as rigidly governed as those of the Israel National Police. However, experience has shown that Safety Patrol scouts, even with long hair cascading abundantly from under their regulation hats, make congenial, well-organized, and well-spoken witnesses in court.

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*"The establishment of the Safety Patrol has added youth and vigor to the Israeli traffic safety effort."*

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The establishment of the Safety Patrol has added youth and vigor to the Israeli traffic safety effort. Their presence on the nation's roadways has already had a beneficial effect. Last year was the first in many in which the rate of traffic accidents has been slowed. The central problem, however, still remains: To bring about a change in the traffic behavior of drivers and pedestrians. Only through this essentially educational program can a lasting solution be achieved to the Israeli road transportation problem. The Safety Patrol scout program offers much hope in the realization of this goal.

FBI

May 1973

## CRIME ARSENAL

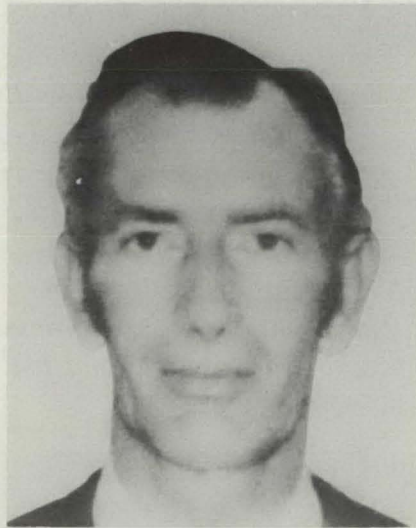
**L**aw enforcement officers throughout the country are constantly recovering weapons and tools used by criminals in their search for illegal gain. Officers in Muncie, Ind., recently uncovered an arsenal of such items during their investigation of a robbery and burglary ring involving several persons. Some of the paraphernalia, which included stolen weapons, an eight-channel scanning police radio, a battery-operated electric drill, an assortment of bits, hammers, pry bars, wedges, punches, and multiple-channel walkie-talkies, are shown below.



Submitted by Cordell H. Campbell,  
Chief of Police, Muncie Police Department  
820 East Jackson Street Muncie, Indiana 47305 (317-73)



# WANTED BY THE FBI



**BOYD LEWIS CAMPBELL**, also known as **Walter Brewer, Bruce Allan Campbell, Bruce Allen Campbell, Terry Bruce Stewart, John Freeman Swing, Terry Tremayne, Bruce Allen Upton.**  
**Bank Robbery**

Boyd Lewis Campbell is being sought by the FBI for bank robbery. A Federal warrant for his arrest was issued on May 26, 1972, at Corpus Christi, Tex.

On December 17, 1971, it is alleged that Boyd Lewis Campbell, wearing a jump suit or similar garment and a turtle neck sweater, entered the Parkdale Branch of the First Savings Association, Corpus Christi, Tex., shortly before closing time. He reportedly displayed a small caliber pistol, seized \$414 of the bank's cash assets, and escaped on foot.

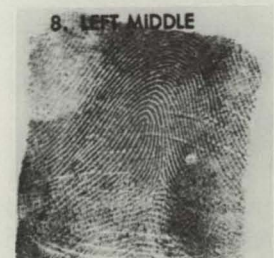
## Caution

Campbell has been armed with a revolver in the past and should be considered dangerous.

## Description

Age-----	44, born February 8, 1929, Grand Rapids, Mich.
Height-----	5 feet 11 inches.
Weight-----	135 to 145 pounds.
Build-----	Slender.
Hair-----	Brown, graying.
Eyes-----	Brown.
Complexion--	Medium.
Race-----	White.
Nationality--	American.
Occupation--	Bartender, bellboy, busboy, commercial artist, drafts- man, laborer, photostat operator, and waiter.
Remarks----	Has worn mustache and beard.
Scars-----	Small scar on left eyebrow and scar on left leg.
FBI No-----	4,530,721.
Fingerprint classifica- tion:	20 L 1 U IOI 8 M 1 U III

Ref: TUT  
TTU



## Notify the FBI

Any person having information which might assist in locating this fugitive 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.



# *Law Enforcement Officer's Pledge*

- 1- BE READY to serve the public faithfully and fearlessly 24 hours a day.
- 2- UPHOLD the rights of every individual within the law.
- 3- STRIVE diligently to secure the evidence to free the innocent as well as convict the guilty.
- 4- HONOR his badge--never tarnish it with personal misconduct, on or off duty.
- 5- BE COURTEOUS and FRIENDLY--for most citizens the only contact with law enforcement is to report or seek information.
- 6- AVOID favoritism--race, creed, and influence have no place on the scales of justice.
- 7- ACT as a model to youth--help youngsters to be good citizens.
- 8- KEEP in good physical condition. A healthy body and mind mean better work.
- 9- LEARN MORE about the law enforcement profession--acquiring knowledge is a never-ending process.
- 10- BE LOYAL to self, organization, country and God.



JAC



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

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JUS-432

THIRD CLASS

## INTERESTING PATTERN



The unusual aspect of the above pattern is the appearance of the letter "s" in the center of the impression. It is classified as a central pocket loop-type whorl with an inner tracing.