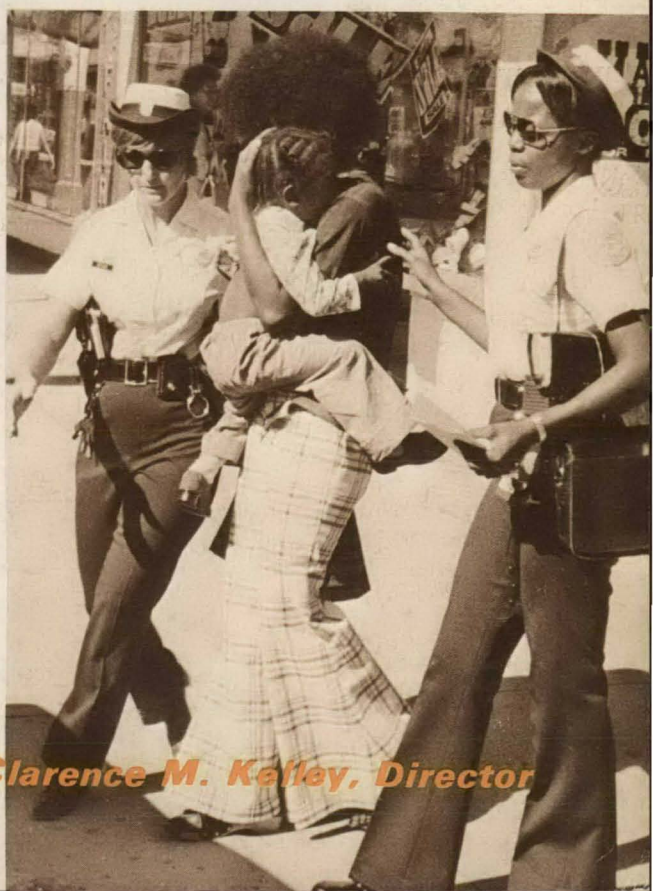
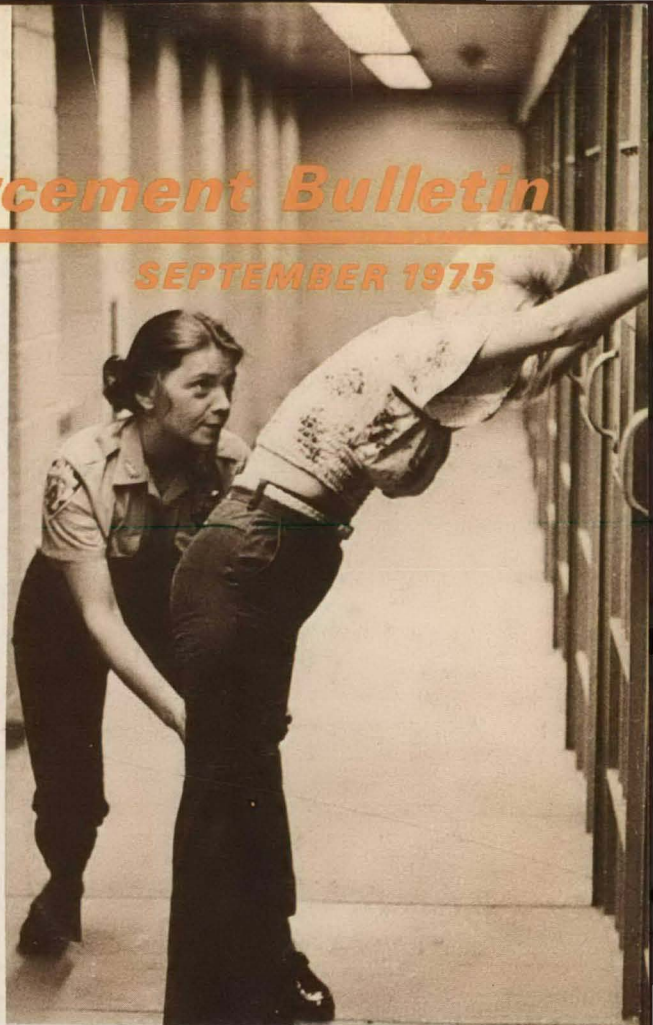


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Clarence M. Kelley, Director

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THE COVER

This month's cover photo pictures female police officers from widely separate areas of the country performing various duties found in law enforcement responsibilities. For an evaluation of women officers in New York City, see article beginning page 2. Photos (clockwise, beginning at upper left) courtesy of Metropolitan Police Department, Washington, D.C.; New York City Police Department, N.Y.; Richard W. Johnson, Miami, Fla.; and Dallas Police Department, Tex.



Message from the Director . . .



"WHY HAVE WE BEEN UNABLE TO CONTROL CRIME?" Many persons are asking this question, and countless others, I suspect, hold it unspoken in their minds and on their lips. Given the massive efforts to reduce crime over the greater part of the past decade, the question demands a straightforward answer—particularly in view of nationwide levels of lawlessness that have reached record heights.

Crime has continued to grow beyond our worst expectations because, in my opinion and that of many other lawmen with whom I talk, the rewards from criminal offenses have become much larger than the risks.

One sober projection of the chances of a burglar, for example, going to jail for his crime has placed the risks substantially below those which any citizen encounters in becoming a victim of a serious crime! Even the most liberal estimates of the number of offenders found guilty and imprisoned for burglary and other serious crimes amount to only a small fraction of the aggregate of these offenses. By comparison, the loot from burglary crimes, which had an average value of \$337 for each reported offense in 1973 (the last full year for which such figures have been compiled), looms disproportionately large in relation to the small risks incurred in obtaining it.

Admittedly, the relationship of gains from crime versus its risks has not been a popular explanation for the continued rise in criminal activity. As a result, it has, in recent years, been given scant attention by many persons outside the law enforcement profession. Instead, there

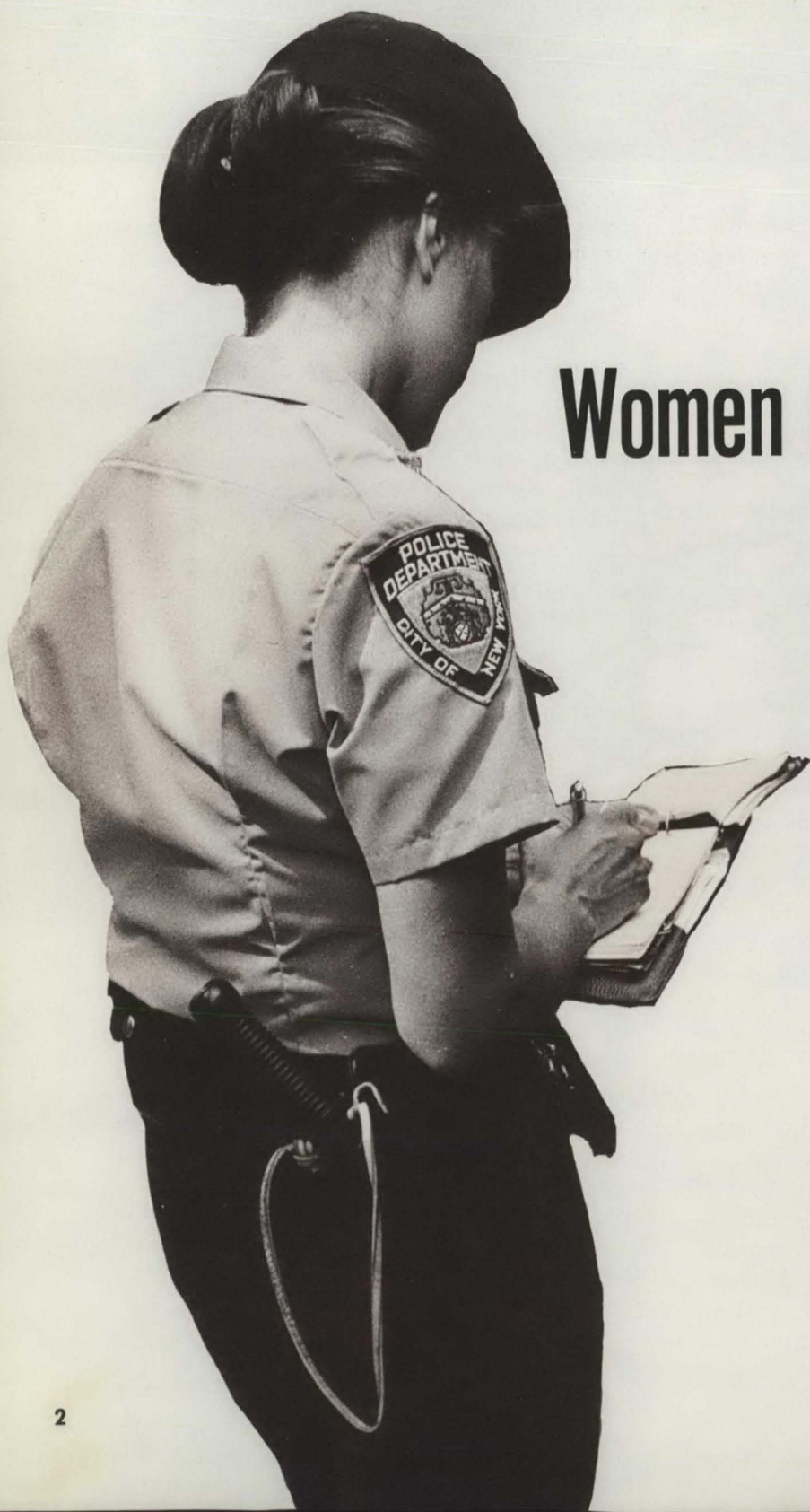
has been a preoccupation with viewing too many offenders sympathetically as themselves innocent victims of sociological injustices which have led or forced them irresistibly into criminal pursuits. This admirably humanistic perspective of the crime problem has, as many authorities are increasingly inclined to acknowledge, seriously discounted the possibility that criminal offenders are mainly rational—albeit unprincipled—individuals who see crime as an easier means than lawful industry of gaining what they want.

While it is no doubt true that a significant number of offenders have grown up gravely deprived through a host of social inequities, so also is it a fact that for each of them there are thousands of other persons who have suffered the same misfortunes without succumbing to the temptations of crime. Indeed, our Nation is rich with examples of persons who have struggled honestly from the most abject circumstances to respected positions of lawful accomplishment.

This is not an appeal for Draconian measures to combat crime. Nor is it a repudiation of many worthwhile attempts—to which I have been outspokenly committed over the years—to comprehend the complex psychological and sociological factors that subtly but surely contribute to crime.

Rather, this is an endorsement of an urgent need for meaningful penalties as the certain consequence for those found guilty of crime, whatever their motivation. Enlightened criminal justice programs will never mature if unleashed criminal activity is permitted to run where it threatens many persons with becoming either its silent partner or its victim.


CLARENCE M. KELLEY
Director



"Women on patrol is an idea whose time has come."

Women in Policing

Early History

The role of women in the New York City Police Department (NYCPD) underwent many changes between the employment of the first full-time matron in 1888—probably just in time to help out with the Great Blizzard—and the emergence of the female patrol officer of 1975.

Over what has been almost a century of existence within the ranks, women have participated in, or led the way into, what can only be described as a revolutionary social transformation.

Their entrance into police ranks was slow—somewhat accelerated by the rising waywardness of youth during and after World War I, and the department's meeting this challenge through the use of women. And the assimilation process was unsteady. In 1920, women police officers were divided into two employee classes: matrons, the custodians of female prisoners; and policewomen, the



By

ASSISTANT CHIEF ANTHONY V. BOUZA

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youth-clerical specialists. By 1937, these were merged into one title, policewomen.

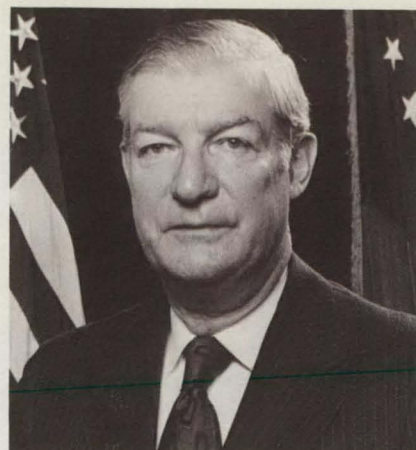
Entrance into this elite women's corps wasn't easy. The pay was good—equal to the male's—and the benefits shared by all were generous. The number was kept at about 300 and the competition was very keen. There were separate tests and separate eligibility lists. While a male might take the police entrance test with many thousands of candidates, he still had excellent odds going for him since it could be expected that many of the male candidates were not seriously interested in police work, yet there would be many hundreds appointed from among all the candidates.

The women, realizing that their competition would be razor sharp, and that the numbers appointed would be very small (about 50 over a 4-year period), didn't bother to vie for the jobs unless they were extraordinarily confident and well enhanced intellectually. Typically, 1,000 or more well-prepared women took these separate tests, and the winnow-

ing process produced a very superior cadre of employees.

Two models of women officers developed: the compliant model and the competitive model. The compliant were placed on a pedestal, relegated to specialized tasks or clerical functions and decidedly compartmentalized. They occupied the youth and detective units, staff and headquarters posts, and the policewomen's bureau. A system of rewards existed that contained such recognition for a few policewomen as the detective's gold shield (which carried with it pay increases that could reach as high as a lieutenant's salary, appointments as director of the policewomen's bureau, and even as a deputy commissioner). The unstated conditions for women required acceptance of their limited police role—with the department contributing occupational security, and a not inconsiderable reward system.

The strength of this arrangement could be appreciated from the perspective of experience. Its power was such that all but two policewomen were compliant enough to accept the conditions. Felicia Shpritzer and Gertrude Schimmel were anything but willing to surrender to the charms of such an alluring situation. They were the competitive model. They fought for the right to be occupationally fulfilled, to develop to the limits of their capacities, to assume as much responsibility as their talents could encompass, and to enjoy the exercise of as much power as their abilities could garner. They would not be content with a perch on a pedestal—they insisted on descending into the arena and participating competitively in the struggle. Theirs was an instinctive and unself-conscious rebellion that arose from their sense of fairplay and need to perform, and which surfaced a full decade before the feminine consciousness was to be aroused, organized, and shaped into what is today called Women's Lib.



Commissioner Michael J. Codd

Shpritzer and Schimmel's actions, although seen then as the vaulting ambitions of a disaffected duo, were to flower into a blessing for the department. As a result, the department was dragged into early compliance with what later became the law and into a position of reluctant leadership of what also became a widespread and militant social issue. Their pioneering fight for job equality had, by the early seventies, created an environment and a realization in the New York City Police Department which prepared it for the sudden application of the Civil Rights Act to police departments.

Legal Framework

Title VII of the Civil Rights Act of 1964 prohibits discrimination on the basis of race, creed, color, sex, or national origin with respect to compensation, terms and conditions, or privileges of employment. It was amended by the Equal Opportunity Act of 1972 to include public employees, including police departments. Employers were permitted to discriminate on the basis of sex only if that characteristic was a bona fide occupational qualification for the job, and this pointedly excluded subjective assumptions or stereotypes relating to "the weaker sex."

If the hiring involved sex appeal or if community standards of morality or propriety required it (such as restroom attendants), sexual distinctions could be made in employment. Women could also be excluded if they simply couldn't perform the job (play a position on a male professional football team, for example), but this had to be demonstrated.

The law anticipated the resistance by excluding stereotype assumptions relating to sex (such as the "weaker sex" syndrome associated with women); preferences of coworkers; job tradition; inadequate travel and comfort facilities available to accommodate both sexes; or other obvious excuses devised to circumvent compliance.

Police administrators were left with the choice of hiring women or proving that a bona fide occupational qualification existed that precluded the use of women. The dilemma for those opposed to hiring women was to find and describe police work in which it could be demonstrated that women could not perform.

Service Model

The commonplace view that police are service agencies is supported by the Bronx experience. In 1974, there were 447,060 radio patrol car runs in that borough, and the total number of FBI Index Crimes was 70,521. Even allowing for the existence of a wide range of other crimes, we can see that the commonly used formula that police agencies are 80 percent service agencies (and that the rest involve enforcement and other factors) holds up on inspection.

National Experience

Under the impetus of the Equal Opportunity Act of 1972 amendment to the Civil Rights Act of 1964, a few police departments created hospitable environments for female employees. The Washington, D.C., police began

"Two models of women [police] officers developed: the compliant model and the competitive model."

to employ them in large numbers and, more importantly, in frontline patrol situations. A followup study comparing the performance of 86 women with 86 men showed "generally similar" results.

In Miami, Chief of Police Bernard L. Garmire openly recruited females and wrote a highly favorable article on their performance in the June 1974 issue of the FBI Law Enforcement Bulletin.

New York City, impelled by a confluence of forces that included the man (then Police Commissioner Patrick V. Murphy), the historical backdrop, and the law moved vigorously into the full adoption of the principle that women could be used interchangeably with men in police work.

While this was going on, a court decided, in April 1975, that the Chicago Police Department had to undertake broader minority employment and compelled the hiring of 200 additional officers, mostly blacks and women, in order to achieve consonance with the law. That a court order like this could come at a time of budget problems and possible layoffs of full-duty officers simply illustrates the hardship that a policy of resistance can create. Clearly, other departments would be put to the test.

Two stories appearing in the same May 4, 1975, issue of the New York Times reflected the dilemma of police priorities. In one, the priorities of the Los Angeles Police Department were called into question after 511 youngsters were arrested for smoking marijuana at a rock concert. The other reported the successful assimilation of 35,000 women into the U.S. Army, in every position but frontline combat. The Army was not resisting an idea whose time had come.

New York City

By the spring of 1972, the New York City Police Department had undertaken a study, with the Police Foundation, of the effectiveness of women on patrol—with focus on their participation in neighborhood police teams. The policewoman's traditionally unique gold and blue shield was replaced with the male officer's white shield and the androgynous term "Police Officer" was adopted for all. Height requirements were ended for all and a ladies' list was "unfrozen" and hundreds were quickly appointed. The ranks of the females more than doubled, in a very brief time, to over 700.

The physical training was made relevant to on-the-job performance, stressing self-defense and search and seizure situations, and a career path that required heavy doses of patrol experience in high activity precincts was inaugurated for all. This also served to equalize the risks among the men since, before its adoption, one could be stuck in a busy precinct for 20 years while a brother officer would spend his career in a slow and safe command. Thus, persistent efforts required to grapple with issues of social justice were having radial effects that benefited employees beyond the target population. The obverse of this lies in the limiting effects on the freedoms of all when the rights of the few are trampled.

Although the females had all entered under the old understanding, having taken the test while the flower of compliancy for security was still in bloom, they enthusiastically accepted the new understanding and assumed their new roles of police officers with elan and verve. They donned their uniforms, shed their typewriters and steno pads, and took to the streets.

The impetus lent by the battles waged and won by Schimmel and Shpritzer gave the department a head-

start. In 1963, they won the right to take promotional exams, and they were both promoted to sergeant in 1965. By 1975, a decade later, we had 23 female superiors—1 inspector (Schimmel), 1 captain, 5 lieutenants (Shpritzer being 1), and 16 sergeants. The fear that the elite corps of women would overwhelm the upper ranks, as they applied their talents to departmentwide competitive exams for sergeant, lieutenant, and captain, never materialized. The fear foundered on the shoals of the woman's family role, cultural tradition, mores, and the distractions of the home that the males did not have to face with such immediacy.

Many persons fear that opening the police rolls to women will inevitably lead to an overwhelming flood. The actual experience belies this expectation. Twenty-seven percent of all comers to a test given with no height requirements on December 15, 1973, were female. Of the first 6,000 names on the list (the realistically viable candidates), only 677, or 11 percent, had typically feminine first names. Military preference, we found, had created this distortion. Despite a heavy minority recruitment effort, the fears of some officers (mirroring the concern about women monopolizing the upper police ranks) again failed to materialize. The specter of an all (or even half) female force could be put to rest, for a time anyway.

The Bronx Experience

By the midseventies, the New York City Police Department had 725 women on the rolls, of which 400 were on patrol. Eighty had been sent to my command, the Bronx, in 1973, and they were assigned among all of the 11 precincts there. Almost a third were concentrated in one precinct, the 46th, to promote equal treatment, generate peer pressure, avoid privilege, encourage reinforcement, establish iden-

tity, and to study the impact of such a large group on a formerly all male work environment.

This group, although consisting of less than 3 percent of the 3,000 police officers in the Bronx, had, by 1975, amassed 64 medals for heroism or exceptional performance among them. They worked around the clock in the worst ghettos of the city and received their assignments on the basis of a color-blind and sex-blind policy.

Although, at first, they wore short skirts, they were permitted (actually encouraged) to wear trousers. The key to uniform policy became functionality. Guns (they can carry the standard 6-shot, 4-inch barrel model if they can demonstrate control or, alternatively and more frequently, the 5-shot, 3-inch barrel model) are carried on the hip. Hair is off the collar for both sexes and neither can wear earrings.

Car driving failures have occurred more frequently with women than men, and it is vital to the process of successful integration that all failures, whatever their form, be meticulously recorded and frankly faced. A female superior was reduced in rank on the basis of her failure to perform to

"By the midseventies, the New York City Police Department had 725 women on the rolls, of which 400 were on patrol."

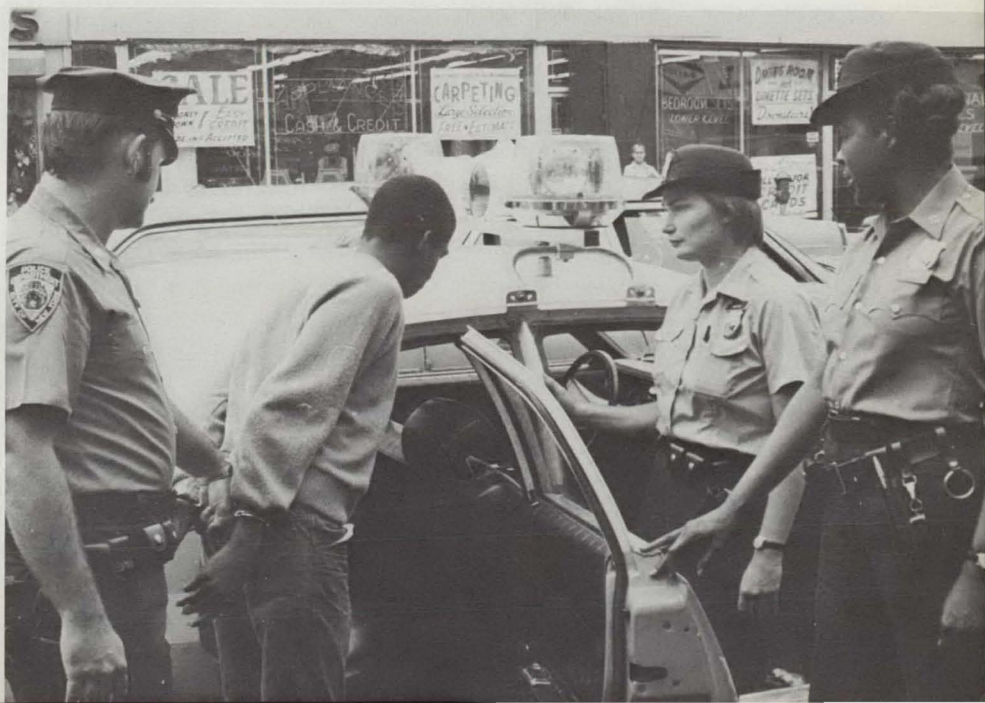
standards. The credibility of the agency would be lost if the experiment were "made to succeed."

The existence of a legally mandated position of matron has proved troublesome. Women have been notably reluctant to seek inside jobs that would take them from patrol. The result has been that they have been forced to accept this assignment on a rotating basis.

The training needs of new female recruits are, together with the needs of the rest, very large and very real. Extensional training that carried female recruits beyond the classroom and which supports them in the field situation is critical to the development of the necessary confidence.

By the middle of 1975, the presence of women in police ranks had become commonplace, despite a substantial amount of resistance from men. The appearance of feminine first names on department reports or in news accounts of arrests or rescues was no

Officers usher prisoner into police patrol car.



"A recent survey of females on patrol revealed that they were confident of their ability to perform all aspects of the patrol function"

longer a curiosity. They were performing, and they were gaining a grudging, and very hard won, acceptance.

Problem Areas

The employment of women on patrol raises many problems, real and fancied. Some administrators subvert, undermine, or defeat the process of successful assimilation in a hundred subtle ways. They "understand" that women can't be used in plainclothes work or assigned with men as steady partners, or assigned together, or not given certain posts. They interject problems of restroom or sleeping facilities or otherwise overreact to minor obstacles in accommodating mixed personnel.

The existence of the female stereotype as the weaker sex—emotional, unaggressive, and indecisive—is as fatal to her progress as certain Negro character myths were to the raising of black consciousness and pride. Male protectiveness is another of the ostensibly well intentioned but counterproductive practices.

The police stereotype that features a tough masculine image, and which focuses on physical strength, is another barrier to equality. Males bring a whole baggage of unfavorable myths, images, and symbols to the issue of female equality. Too many civilian review boards have sprouted from the soil of complaints produced by the proclivity of male police for physical domination over a situation. Had the possibilities of conflict management, issue resolution, and negotiation been fully and professionally explored earlier, many police confrontations that ended in violence may have taken a different turn. Some persons feel women have unique con-

tributions to make in police encounters charged with emotion.

But, women create many nagging questions in the minds of many of their fellow male officers: Can we curse? Should we open doors for her? Should we initiate friendliness or wait? What limits are there on friendship? Is there a double standard—one for men and one for women? Who drives the patrol car? What about the female boss? Will women overwhelm us with their numbers? How do command officers handle a refusal of a male officer to patrol with a female? (An absolute refusal to tolerate generalized prejudice of any type—whether reflected in refusal to patrol with a white, a black, an Italian, or a Jew—is essential. Specific problems can be addressed, but generalized prejudice cannot be accepted.) What about pregnancy? (In New York, a woman officer can work up to the day she delivers a baby—a rare case—but she is taken off patrol on announcing her condition. She gets leave without pay during her absence, up to a limit of 18 months.) What about police wives? (This is a media-created issue exploiting the news value of a few demonstrations and a few colorful outbursts. Despite the disclaimer of wives that safety for their officer husbands is their principal concern, it is thought likely that the romantic possibilities with female officers are an underlying cause of their unrest.) How do you cope with tendencies to provide excessive back-up personnel for women officers? (The need wastes away with time as women prove themselves.) What about male resistance and resentment? (It, too, subsides as the ladies demonstrate their ability to handle all assignments.)

It is one of the most apparent tru-

isms of police work that male police officers develop strong personal bonds as partners on assignment. A platonic, but terrifically intense, relationship is forged on the crucible of shared danger, as well as long hours and soul-revealing moments spent together. With the propensity of this relationship, the intrusion of sex—as represented by a female partner—is likely to have amorous possibilities.

Participant's Positions

A recent survey of females on patrol revealed that they were confident of their ability to perform all aspects of the patrol function, that they'd rather work on the street than in the station house, that they acknowledged their physical limitations but were confident of their ability to cope—either through persuasion or through the display of superior force—that the initial male resistance was subsiding and that acceptance was growing, that they felt accepted and respected by the public, and that they can drive automobiles as well as males.

A simultaneous survey of male officers reflected an overwhelming rejection of using women on patrol, a sense that female physical limitation was the key issue—with safety the primary factor—a belief that women lack aggressiveness, initiative, and "street savvy," that the public sees them as novelties and objects of curiosity and that this will soon wear off—with dangerous consequences—that women have a role in specialized cases (sex crimes, family disputes, children, clerical tasks, etc.), that women are poor drivers, and that men are willing to accept her as an equal only when she has proven herself capable in a physical confrontation.

The chasm is clearly discernible. It is being spanned, but the bridge

is still composed of many tentative and fragile strands.

Evaluative Studies

The New York City Police Department has undertaken two formal studies of female officer performance, in addition to the ongoing, real-life, day-to-day evaluation and observation that these officers, together with their male counterparts, experience.

In the first, a cohort of 165 males and 165 females, who were recently assigned to patrol, was examined. No great effort was made to match these employees carefully, and the period October 1973 to March 1974 was chosen as the most convenient period for examination. The results demonstrated no statistically significant difference between the sexes in the usual measures of police performance: ar-

rests, summonses, radio runs, sick time, evaluations, etc.

The second cohort, 80 males and 80 females, involved pairs that were matched on the basis of ethnicity, age, marital status, education, appointment date, and prior employment. The only variables remaining were sex and physical size. This group graduated from the Police Academy in March 1974, and the study was undertaken by an independent agency under a Law Enforcement Assistance Administration grant of \$150,000.

The data gathered to date reveal no significant differences between the sexes in summons or arrest activity or in disciplinary or sick records. Five thousand five hundred hours of observation of personnel in the cohort have been scheduled but not yet made. This lengthy scrutiny will allow on-the-job analysis of performance.

Conclusion

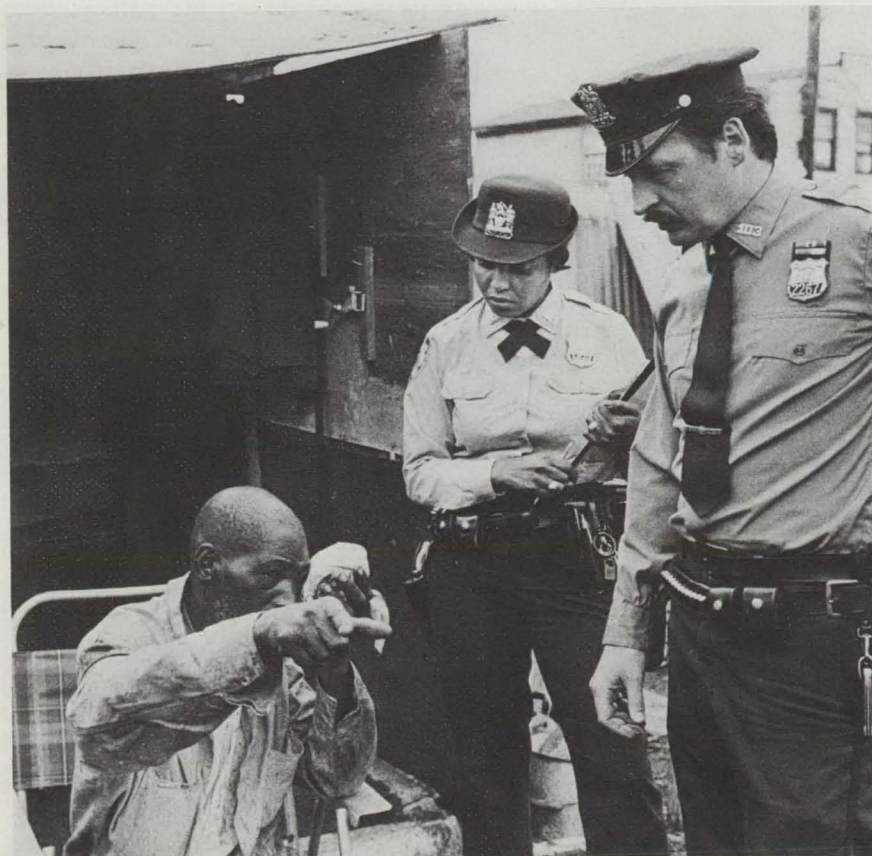
The successful integration of women into police work will require the firm commitment of police leaders. The desire to give the process a fair chance must be clearly and universally visible to all police personnel. Objectivity is critical and failures must be recorded as meticulously as successes. We must acknowledge that males fail too—but that this is not a compelling argument for discontinuing their use.

In any given 100 cases, males may fail in 10. That females will fail in a different set of 10 cases is not a very compelling argument for discontinuing their use either.

This has been a very personal account, flowing from my experience, predisposition, and convictions. My feeling, after 2 years of watching a large number of women in police work, is that they can be used interchangeably with men. They have worked out extraordinarily well in the Bronx. Part of this may be due to the women seeing themselves as pioneers in a momentous social struggle and taking extra pains to succeed. There have been problems and even failures, but the successes have been overwhelming; not that they occurred, but that they were so sweeping and convincing.

I have heard no compelling argument against the use of women on patrol after 2 years of heated and constant debate. Women add another dimension to police operations. Because of generally less physical prowess than men, they are more likely to rely on their tact and ingenuity in confrontations. They can cool, defuse, and de-escalate many heated situations. While the controversy rages over the ability of women in police work, the final results are still not in. I believe, however, that women are doing the job. Women on patrol is an idea whose time has come.

A patrol listens to a citizen's complaint.



TESTIFYING IN COURT

By
JOHN J. BURKE

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

"Law enforcement officers make terrible witnesses." I always believed Judge Fare leaned a bit heavily on the dramatic when he introduced a topic for discussion. Today was to be no exception.

Judge Fare had called me that afternoon and asked me to drop by his chambers. It was not an unusual or surprising invitation. The judge and I are longtime friends sharing many interests—boyhood reminiscences of Brooklyn and the Brooklyn Dodgers, Irish history, and the topic of today—the problems of law enforcement. However, today on the telephone the judge seemed a bit anxious and obviously not in a happy mood.

I had learned years ago of the judge's habit of beginning conversations as an author identifies his work—he starts with a title. Just as predictable was his habit of overstating an observation for the purpose of emphasis and then riddling it with exceptions. Again, I was not disappointed. Today, the topic would be the law enforcement officer on the witness stand.

"Too often, officers believe that if they just tell the truth they will make a good witness. It's not that simple. Truth must be delivered in a manner that is convincing."

Judge Fare's day had been rough. Breakfast was editorials in the two local newspapers; one accusing him of being a "jellyfish" for failing to sentence a defendant to life imprisonment; the other attacking him as a "revenge-seeking hawk" for imposing a sentence deemed much too severe. But it was his workday on the bench that prompted his call for me to come and speak with him.

In the morning session of a widely publicized trial of a murder case, a young police officer during a lively cross-examination had responded to

the defense attorney, "Counselor, that question is irrelevant, ask me another." The judge's reddened neck and raised voice made it clear he was reliving the morning incident.

The judge wanted to know the training law enforcement officers received to help make them effective testifying witnesses. I told him that there is a great variance in the amount of time spent on such training and in the techniques used by the various law enforcement agencies and departments in such training and outlined the programs with which I was famil-



iar or in which I had participated. He was not impressed.

I took advantage of Judge Fare's friendship. If he was dissatisfied with the training offered to officers to assist them in becoming effective witnesses, he obviously had some ideas for improvement. He did. They are repeated here because I believe they are candid, constructive observations by a man who has over the years shown himself to be a friend of the law enforcement officer. Hopefully, we shall find them useful in making ourselves better witnesses.

Honesty

Judge, you said, "Law enforcement officers make terrible witnesses." You don't mean they are dishonest?

Of course not. In fact, during my long service on the bench and during several years as a prosecutor, I have never encountered a single police officer lying under oath in order to convict a defendant or claiming that he had found evidence that in truth did not exist.

But, I have seen honesty working to the *disadvantage* of the prosecution and the testifying officer. Let me explain.

Too often, officers believe that if they just tell the truth they will make a good witness. It's not that simple. Truth must be delivered in a manner that is convincing. Certainly the officer's testimony must be honest, but how often have you seen a truthful officer flounder so badly while testifying or speak with such indifference that no person in the courtroom is convinced of the truth. Even the prosecutor is left in shock.

Fear

Why Are Many Officers Ineffective Witnesses?

They are afraid of the witness stand. I have seen experienced officers,

many of whom I personally know have been cited many times for heroic acts involving great danger to themselves, walk to the witness stand with fear.

The fear in most cases is no single one, but a bag of fears. For some, there is the dread of facing a courtroom full of people, others are frightened by the reputation of the judge for bad temper, others harbor the hot indignation since their last testifying experience when they were tripped up on cross-examination.

Of course, officers won't admit these fears. However, I have seen too many officers testifying with jangled nerves and sweating palms for the denials to stand up.

Confidence

Can You Really Train An Officer To Be An Effective Witness?

Certainly. Teach him that cases are won or lost by the presence or absence of confidence. By this, I mean the confidence that accompanies him to the witness stand and that which he leaves in the mind of the trier-of-fact—be it judge or a panel of jurors—when he walks out of the courtroom after testifying.

Cases that go to trial, just like most boxing matches, don't end with a single punch or a knockout. In most instances, you must be satisfied with outpointing your opponent. While the prosecution in a criminal case must win by a wide margin—beyond a reasonable doubt—it still means outpointing the defense. You must convince the trier-of-fact that the person on trial committed the crime for which he is being tried.

The only means available to the prosecution to convince the trier-of-fact of a defendant's guilt is by evidence introduced by witnesses. Often, the officer is an important witness—he must be convincing. He will be if he is prepared and observes the rules

necessary for being an effective witness.

I am certain that cases are lost and men guilty in fact go free because officers in possession of information vital to a case have failed dismally on the witness stand. That is too high a price to pay.

Rules

What Guidelines Can You Suggest To Make An Officer A Better Witness?

I shall categorize them as: Rules Before Trial, Rules on the Day of Trial, Rules on the Stand, and Rules After Testifying.

Rules Before Trial

Rule 1. Investigate Each Case With an Eye on the Witness Stand

In many cases, the officer who investigated a case may not be called as a witness at all because of the hearsay rule of evidence which requires, with important exceptions to be sure, that only persons with firsthand knowledge of the facts and circumstances relevant to the commission of the crime be summoned to the stand. But, while this is true, it must be clear that in many cases the officer may be an important witness. For instance, he may testify to a confession or admission made to him by the defendant after his arrest; to a search and seizure made by him in which he found physical evidence of the crime in issue in the possession or under the control of the accused shortly after the commission of the offense; to the finding of physical evidence at a crime scene; to an occurrence observed on a surveillance or at a stakeout; to varying circumstances such as an attempt to resist arrest, an offer of a bribe, an attempt to escape, a destruction of evidence, and the like—all going to show a consciousness of guilt on the defendant's part.

But the observation of evidence is just the beginning. Memory unfor-

tunately, unlike many fine wines, does not improve with the passage of time. Don't rely on it. By the time the trial date comes, the occurrence often is going to be blurred. Preserve the memory, preserve the evidence. This means effective note taking and recording without delay. Above all, don't be stingy with the details. It is amazing how yesterday's clever shorthand notes become today's meaningless jottings.

Rule 2. Prepare Yourself

Self-preparation is essential for the effective officer-witness. More is expected of him than the average witness. Ignorance or faulty apprehension of facts he reasonably should know is inexcusable. While jurors might excuse the average lay witness or themselves for giving rough estimates of times, dates, distances, and measurements, they expect law enforcement officers to be accurate and knowledgeable about such things.

"Review the entire case folder. Don't limit your review to the part you played in the investigation of the case."

Review the entire case folder. Don't limit your review to the part you played in the investigation of the case. How can you be interested in and convincing about a case you don't understand?



Review with special care that part of the investigation in which you participated. This, of course, includes your investigative notes and all documents and physical objects that may become exhibits at the trial. Study them and note the manner in which they were marked by you for identification.

Rule 3. Confer With the Prosecutor

An effective trial is a cooperative affair. The cooperation with the prosecutor begins before trial. What the officer knows must be passed on to him so that both of them can review the testimony expected of the officer at trial. This is also the time to go over expected difficulties if they exist, such as the identity of informants, facts surrounding the obtaining of a confession, and details of a search and seizure. The existence of signed statements, arrest logs, and the like should also be discussed to anticipate any defense efforts to exclude evidence.

Conferences with the prosecutor are necessary, ethical, and legal. Therefore, a testifying officer when asked on cross-examination by defense counsel if he has discussed the case with the prosecutor should unhesitatingly say, "Yes." Any hesitation or exhibited reluctance to answer this question is unpardonable. A juror seeing it may very well sense a less-than-candid reply and discount the officer's testimony. Here we have another example of presenting truth in a manner that works to the disadvantage of the prosecution.

Rules on the Day of Trial

(Looking Right in Addition to Being Right)

Rule 1. Watch the Intangibles

Carrying the burden of proof beyond a reasonable doubt does not assure conviction in a criminal case. In addition, there are intangible factors that play a part in the success or failure of a case. They may very well begin on your way to the courtroom. The man or woman who asks directions to the criminal part of the court may very well be a member of a new jury panel. The person who is following and observing you and the prosecutor in the hall of the courthouse may be a prospective juror. The message should be clear. The courthouse as well as the courtroom is the setting for a very serious and solemn affair. Today, a man's life, liberty, and reputation are at stake.

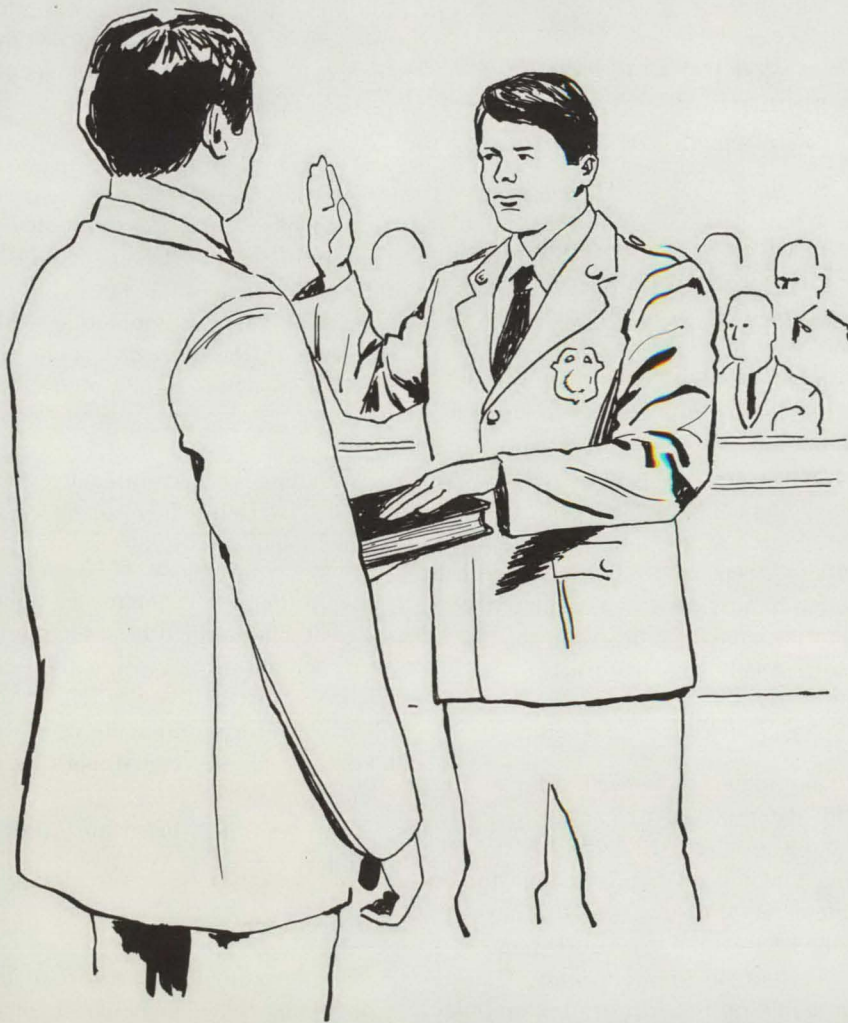
The way an officer dresses is generally the first thing observed by the triers-of-fact. It is here that a juror begins to determine the credibility and weight to attach to the testimony of the officer. There is little time for a person on the witness stand to indicate to the jurors what a fine upstanding person he really is. They will judge him by the outward signs given to them by his physical appearance and his manner in testifying.

Most officers I have encountered in the courtroom have used excellent judgment in their physical preparation for appearing at trial. They are cleanly shaved and well groomed, with shoes shined and suit or uniform cleaned and pressed. But there are exceptions. Here, I include the officer who bursts into the court with gun in holster, black pants and motorcycle boots, black leather jacket, and enough jangling equipment and keys to frighten all in sight or hearing. A pocketful of cigars or a dozen assorted color ballpoint pens sticking out of an officer's breast pocket may be as annoying or distracting to one juror as fraternal pins, or machinegun- and handcuff-design tie clasps are to an-

other. In short, there should be nothing in the physical appearance of the officer that will distract the attention of the triers-of-fact from his oral testimony. Let me emphasize that a gun should not be worn on the witness stand.

Rule 2. Be Available

It should be obvious that the officer should get to the courthouse early. If the "rule" is called, in which case witnesses are excluded from the courtroom, he should await summons to the stand outside the courtroom, or in a witness room set aside for that purpose. He must be available. If he is not excluded from the courtroom, he should position himself so that he can move quickly to the witness chair.



Rules on the Stand

As I mentioned earlier, the success of a trial consists in great part on the confidence the witness imparts to the trier-of-fact. In this regard, I have compiled some rules which may be helpful to officers who are called upon to testify in court.

Rule 1. Avoid a "Traveling Oath"

When the officer gets the call to testify, he should approach the stand in a serious, businesslike way. When taking the oath, he should stand erect, with his hand raised proudly, with his eyes on the court officer administering the oath, and with the seriousness that shows all in the courtroom that the importance of the oath is recognized.

He should never take the oath while moving toward the witness stand, a so-called traveling oath.

Rule 2. Don't Fidget

On being requested to take your seat, sit in the chair comfortably. Don't slouch, sit erect with both feet on the floor. It may seem incredible to go into such detail, but I am speaking with the experience of several years in the courtroom. Fold your hands naturally on your lap, or let them rest on the arms of the chair. Once this position is assumed, you will not squirm on the chair to the distraction of all in the courtroom.

Rule 3. Say It With Feeling

Somewhere along the line, officers have come to the mistaken belief that they must testify in a colorless monotone or the jury will be disappointed. In fact, such testimony will irritate most jurors. Testify in a conversational tone of voice. Of course, it must be loud enough to be heard by all in the courtroom.

The consequences of not being heard by a trier-of-fact or of being misunderstood can be severe. A juror may be left to speculate what was said by the witness. A court reporter who is transcribing the testimony cannot obtain a satisfactory record.

Officers should punctuate their speech. This is accomplished by pronouncing each word distinctly, avoiding contractions, such as couldn't, wasn't, can't, etc.

An unclear, rushed, or inaudible voice not only detracts from the value of your testimony, but it also tends to make the trier-of-fact think you are uncertain of your testimony.

Don't interrupt the interrogator during his questioning. The result of an interruption is often a jumble of words that means little to the reporter transcribing the testimony and will mean just as little to any person re-

viewing the court record at a later time.

An officer-witness should never use his hands or arms in describing the size of an object or the location of a person in the courtroom or to indicate a part of his body by pointing. He must articulate in words what he is tempted to describe by his motions. A court reporter cannot record your movements, only your words.

Rule 4. Avoid Using Police Lingo

If the officer knows the name of the victim of a crime, it should be used. If he arrested someone, he should say so rather than he "pinched" or "col-lared" someone. He should also avoid the police-military terms for time, such as 1500 hours, and confusing abbreviated terms like "APB," "DWI," etc. Also, an officer discovers particularly described items and not "fruits of the crime."

Rule 5. Remember the Rules of Evidence

Neither a judge nor the members of the jury look upon the law enforcement officer as an ordinary witness. He is expected to know the traditional rules of evidence, particularly the Hearsay Rule, the Opinion Rule, and the Rule on Other Crimes.

The officer who by ignorance or carelessness "volunteers" irrelevant testimony disservices himself, the prosecution, and his profession. A fact stated unnecessarily, inadequately, or otherwise improperly may lay a basis for appeal, reversal, or criticism which would not exist had the testimony been given correctly.

Rule 6. Practice Courtroom Courtesy

Defense counsel and the judge are entitled to the same responsive, unbiased, and respectful conduct as the prosecutor. Refer to the judge as "Your Honor," and to both the pros-

ecutor and defense counsel as "Sir" or "Ma'am."

Profanity should never be used by an officer before advising the judge that his testimony involves repeating profane or indecent language. This shows the respect the officer recognizes for the court and the persons present in the courtroom.

When asked a question by counsel, look at him. After a short pause, the answer should be directed to the jury. I suggest pausing to permit either the prosecutor or defense counsel to interpose an objection.

When being questioned by defense counsel, the testifying officer should not look to the prosecutor before responding to the jury, it may appear that he is looking for an "eye signal" or guidance.

"[A]ny attempt to memorize . . . testimony is often catastrophic."

Rule 7. Don't Memorize

As I have said, thorough preparation is essential for the effective witness. However, any attempt to memorize your testimony is often catastrophic. In addition to the difficulty in predicting questions on cross-examination, paralysis frequently sets in. When asked an unexpected question—one not expected and for which a response was not memorized—many witnesses become unhinged. It is much better to prepare the main parts of your testimony, your ideas; the words will normally flow naturally.

Rule 8. Don't Argue

Too often, an officer who argues with defense counsel antagonizes the jury. They are left with the impression that the officer is hostile to the defendant. Most defense attorneys are well aware that a rattled witness means an ineffective one. Officers must rely on the prosecutor or judge

to control the unfair questioning tactics of defense counsel.

Rules After Testifying

An effective witness can reduce his effectiveness even after testifying. The eyes of the judge and jury will follow him to the doors of the courtroom. I would therefore make the following suggestions.

Rule 1. Don't Wait for Congratulations

When an officer completes his testimony and has been excused, he should leave the courtroom. Pausing at the prosecutor's table and exchanging cordialities with him is improper and could be resented by members of the jury. If an officer believes he has misspoken or inadvertently testified incorrectly, he should speak with the prosecutor during recess.

Rule 2. Don't Whoop or Wail

If an officer has been requested to remain in the courtroom and hears the verdict of the jury, he should not show approval or disappointment. The reaction of the trier-of-fact to the officer's reaction is properly unfavorable.

What Should a Training Program Include To Help Make an Officer a More Effective Witness?

Again, the key is confidence building. The officer when he walks to the stand should do so with the self-assurance that he is ready. He knows his case and can anticipate what will take place in the courtroom. There should be few surprises.

Your training programs should include:

Practice Court

The purpose of a practice court (sometimes called model trial, moot

court, or mock trial) is to help bridge the gap between legal theory and practice. By means of it, the officer-student becomes familiar with the law in action. But, the practice court should be particularly designed for the officer. He is interested in many of the technical details of trial procedure in only a secondary manner; his prime consideration in moot-court training is how he may become a better witness in court.

An effective practice court will introduce the officer-student to the specialized court personnel, such as the bailiff, the clerk of court, and the court reporter.

Exceptional value also lies in the fact practice court creates a situation as close to actual trial as your ingenuity can achieve. In this regard, it is apparent that the most important consideration in putting on a practice court is to make it realistic.

There should be realism in the areas of (1) properties used; (2) persons used; and (3) fact situations used.

If possible, obtain the use of an actual courtroom. In the event this is

impractical, a room with tables and chairs arranged in traditional positions to simulate the bench and counsel tables will give a certain degree of realism.

Student-officers can play the roles of witnesses and also effectively play the roles of the minor court personnel. However, it is important that the judge and counsel be other than a staff instructor. You will find many judges, prosecutors, and civic-minded lawyers willing to assist you.

Your "case" should properly result from a practical problem worked and investigated by the students immediately before a practice court.

If he testifies to pure fiction or merely reads sentences from a "canned" case, it will be too easy for the student to shift his testimony by calling upon his imagination. The result in either case is ineffective and theatrical rather than sought-after realism.

Court Visits

The student-officer can also gain realistic training by sitting in on an

actual trial. Again he becomes familiar with court personnel and can observe witnesses under fire. You will find the judges, lawyers, and support personnel happy to speak with you before or after the court proceedings.

Conclusion

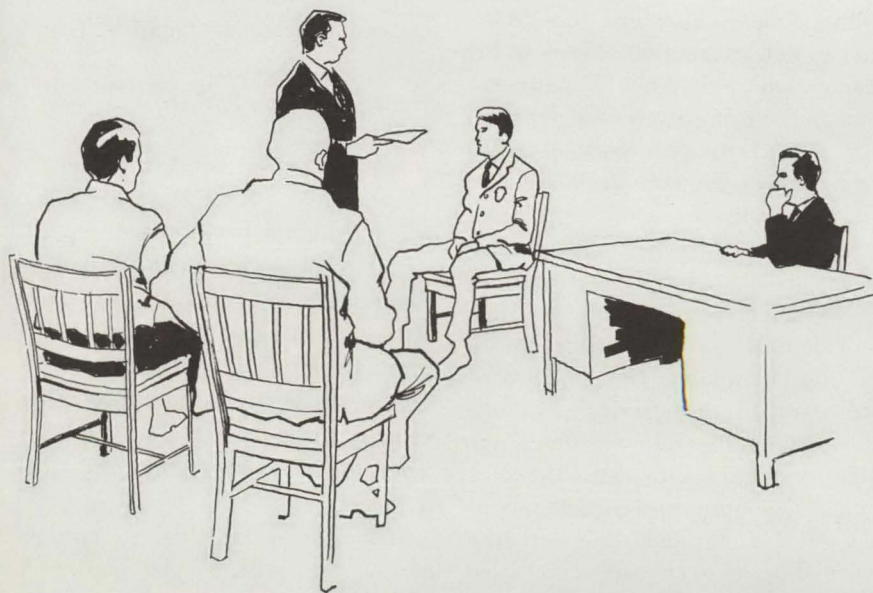
Judge Fare in truth does not exist. Rather than any one person, he is a sum of judges, attorneys, and fellow law enforcement officers that have generously given me their observations for improving the law enforcement officer as a witness. In the main, they were highly complimentary of the testifying ability of the vast majority of law enforcement officers. However, it was also obvious that the human frailty of remembering the few dismal performances by the officer-witness are most clearly remembered. The purposes of this article are to remind the majority of officers of reasons why they are effective witnesses and to encourage others to be better witnesses by identifying some common failings of the testifying officer.

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At a practice court, "it is important that the judge and counsel be other than a staff instructor."



Ways to Halt Cattle Rustling

By
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Peace Officer Standards and
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Idaho State University
Pocatello, Idaho**



Cowboys trailering their ponies down the highways and farmers taking even a single cow to market must have proper identification for the livestock in their possession. This was the key point of emphasis by Idaho brand inspectors at 11 antirustling seminars held throughout Idaho in 1973 under direction of the Idaho Peace Officer Standards and Training Academy in Pocatello. These sessions were conducted in cooperation with the Idaho State Brand Inspector's Office and the Federal Bureau of Investigation.

Certificates or proof of ownership are required for horses and cattle be-

ing transported under an Idaho stock thievery law that went into effect July 1, 1973. Since this law makes each police officer an ex officio brand inspector, presenting information and training relating to this function on a statewide basis received a high priority.

In 1973, 2.3 million cattle valued at over \$1½ billion were inspected in line with changes of ownership. This is an impressive figure, making the livestock industry Idaho's largest, even outdistancing that of the famous russet potato. An interesting note is that during 1973, 865 cattle were returned to their rightful owners, the value of each head exceeding \$160.

Seminar Attendees

The students attending these seminars were conservation officers of the Idaho Fish and Game Department, State police officers, sheriffs' deputies, city policemen, and port of entry weighmasters. Several stockmen were also in attendance.

Each seminar began with general statements regarding the magnitude of the livestock industry and the role of the brand department. A brief presentation followed, during which various ways of identifying livestock other than by brand were described. Slides were shown to assist the class members' comprehension. The importance of brand registration—that a recorded brand is the only acceptable

means of identification—was stressed by the director of the State brand department.

Brands

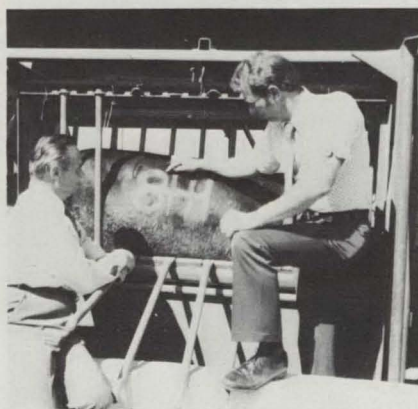
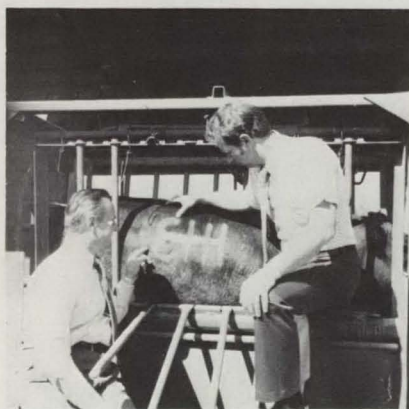
Some time was spent in demonstrating how brands should be read and the "tricks of the trade" in understanding them. This was followed by a visit to the local auction yard where brand inspectors explained in detail how to recognize the different kinds of cattle and diverse types of brands. Approximately 29,000 brands are registered in Idaho alone.

Various methods of branding or marking of cattle were discussed, including earmarks, dewlaps, and tattooing. It was brought out that brands may be replaced by hot-iron or freeze methods. The brands on the bodies of the stock not only vary in design but also in location. They may be on the hip, shoulder, or ribs of the animal, on either side of its body. In many instances, cattle thieves change or alter the existing brands and become quite artistic in the process. The simple ways of accomplishing this were discussed and demonstrated to each class.

Proof of Ownership

Much time was spent in familiarizing students with the necessary documents required for transporting and transferring ownership of livestock. If the animals are being shipped interstate, they must be accompanied by a brand inspection certificate. This indicates that a deputy brand inspector has visually inspected the stock and has listed them by description and total number.

Shipment within Idaho's borders can be done with simpler papers. A



Photographs show how brands can be successfully altered.

rancher may need only a wallet-sized brand card proving that he owns a certain brand and all the stock with him carrying that brand are legitimately his; or, in its stead, a printed form which the livestock owner fills out and gives to the trucker or cowboy who is doing the actual stock transportation. Samples of each form were made available to the officers for careful study and comment.

If a cattle owner does not have the necessary papers, he must call a State brand inspector or a sheriff to come out to inspect his stock. Thereafter, papers of inspection and ownership may be issued. These papers must be renewed annually.

It was emphasized that a certificate of sale and other such papers are now extremely important and must be obtained as proof of ownership. In the past, beef cattle have generally been branded, while dairy cows have

not. Now, there is a strong push to insure all stock are branded so as to make stealing more difficult.

Cattlemen and horsemen found transporting stock without correct papers are susceptible to issuance of citations. The law is also quite clear as to the officer's authority to confiscate the animals for a period of 10 days until proof of ownership is obtained. A seasonal permit is available for horse owners who frequently haul their steeds in trailers or trucks.

An additional problem dealt with in the seminars was the shipment of livestock from other States. Fortunately, several nearby States have stock inspection laws similar to Idaho's and cooperate in requiring proof of ownership. Stock coming from States without such laws have at times been delayed, due to lack of proper papers, until inspection was completed and ownership established.

Reward System

The Idaho Cattlemen's Association will pay up to \$1,000 reward for information leading to the arrest and conviction of any person or persons stealing or killing cattle or committing arson to property belonging to members in good standing with the association. A reward was paid in the amount of \$500 in 1972 to a citizen of Gooding County for information leading to the arrest and conviction of two individuals involved in cattle rustling in that area. Another \$500 was awarded in 1973, to a duo in Owyhee County for assistance rendered in bringing cattle rustlers to trial.

The reward system has proved quite satisfactory as an aid in identifying rustlers and deterring rustling.

Representatives of the Federal Bureau of Investigation assisted at the seminars by conducting classes on investigations at rustling-associated crime scenes. The importance of evidence such as blood, hair, footprints, tiretracks, and empty shell casings was emphasized. Each officer was given instruction in plaster casting and provided an opportunity to practice preparing a cast of a footprint or tire track.

Conclusion

Attendance at these seminars was excellent. Great interest was expressed in seeing more sessions of this type held, not only in Idaho but in several adjoining areas as well.

We feel the main accomplishments in conducting these antirustling schools around the State have been acquainting police officers with the role of the brand inspector and developing cooperation between the interested agencies. Knowledge of the job, adequate inspection, close cooperation, and a combined effort by all departments concerned will go far in halting cattle rustling.

OPERATIONS

Monterey County is situated along the central coast of California approximately 100 miles south of San Francisco. The county extends southward about 106 miles and varies from roughly 15 miles wide in the north to about 75 miles wide in the south and has an area of 3,324 square miles. On the west, the Pacific Ocean provides nearly 130 miles of coastline that offers sandy beaches and boiling surf with jagged rocks and cliffs jutting into the ocean.

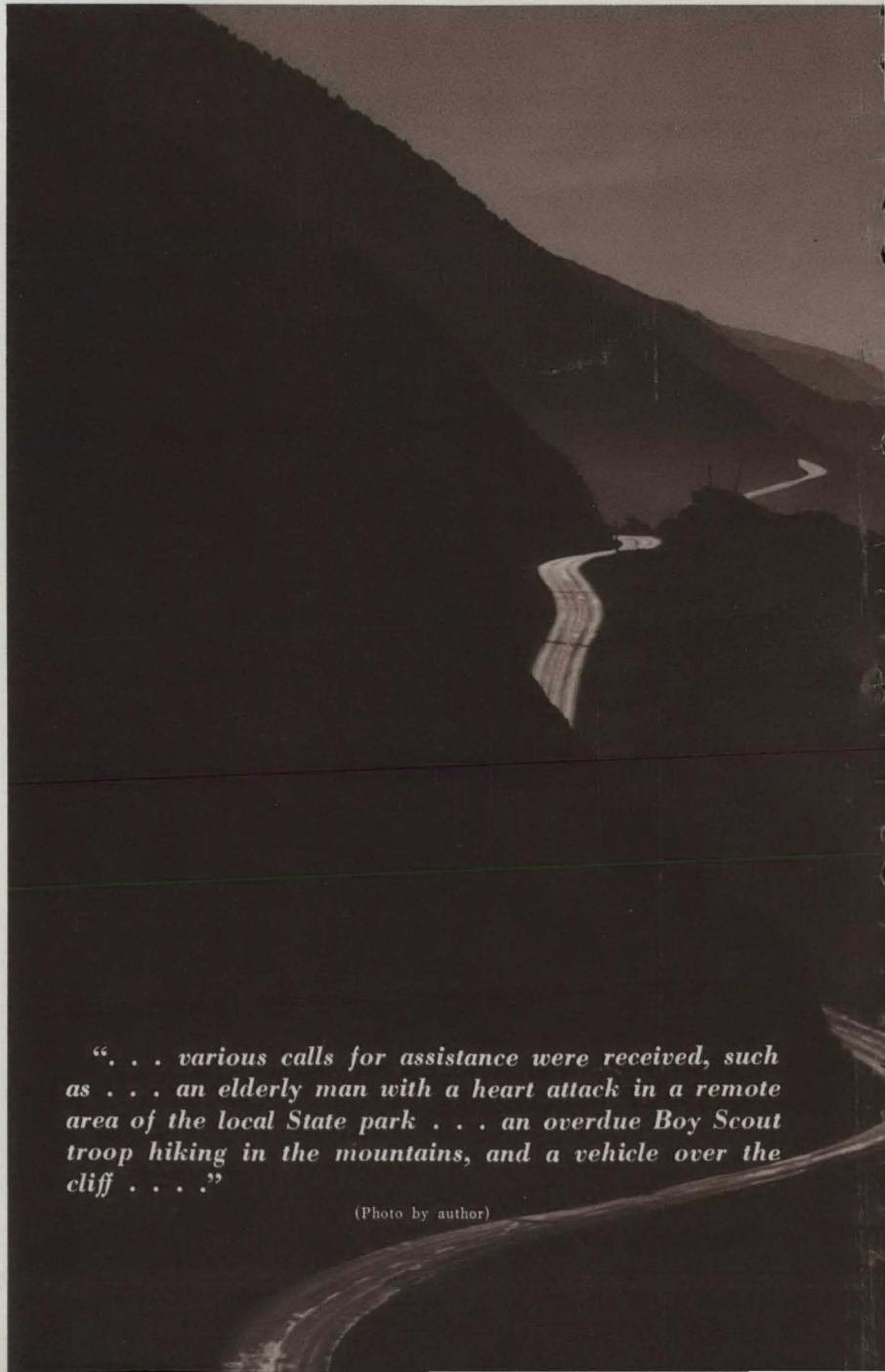
The Santa Lucia Mountains rise steeply from the ocean and form the rugged Los Padres National Forest from just south of Carmel, 80 miles to the southern Monterey County border. The range extends inland approximately 25 miles and contains mountain peaks that reach almost 6,000 feet. Numerous mountain streams flow through beautiful, deep rugged canyons into the Pacific Ocean. Heavy brush covers the mountains on the seaward side while the interior is densely covered with redwoods, oaks,

and pines. Miles of trails lace the forest providing hunters, fishermen, and hikers access to the primitive area. The main access to the mountains is along California State Highway 1, which winds along the Pacific Ocean

clinging to the steep cliffs. Its elevation ranges from a few feet to over 800 feet.

Highway 1 offers the traveler one of the most beautiful drives in the country. The rugged mountains, the

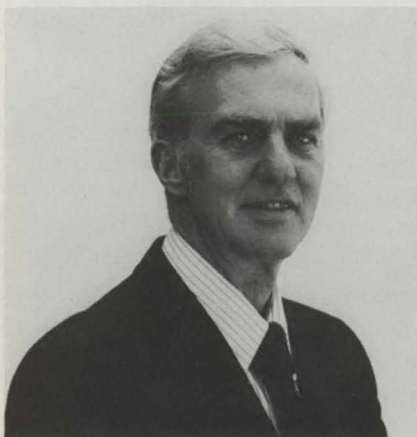
Highway 1 winds precipitously along the Pacific Ocean at elevations ranging from a few feet to over 800



By

CAPT. HENRY GILPIN

**Monterey County Sheriff's
Department
Salinas, Calif.**



"... various calls for assistance were received, such as ... an elderly man with a heart attack in a remote area of the local State park ... an overdue Boy Scout troop hiking in the mountains, and a vehicle over the cliff ..."

(Photo by author)

ocean, constantly changing clouds, fog, and sea mist offer the viewer scenes seldom seen elsewhere. The traffic along this highway has steadily increased, thereby creating problems never considered by the builders. The

road is good but requires the driver to remain alert to the constant curves and grades. On occasion a car with its passengers has missed a turn and tumbled down the cliff.

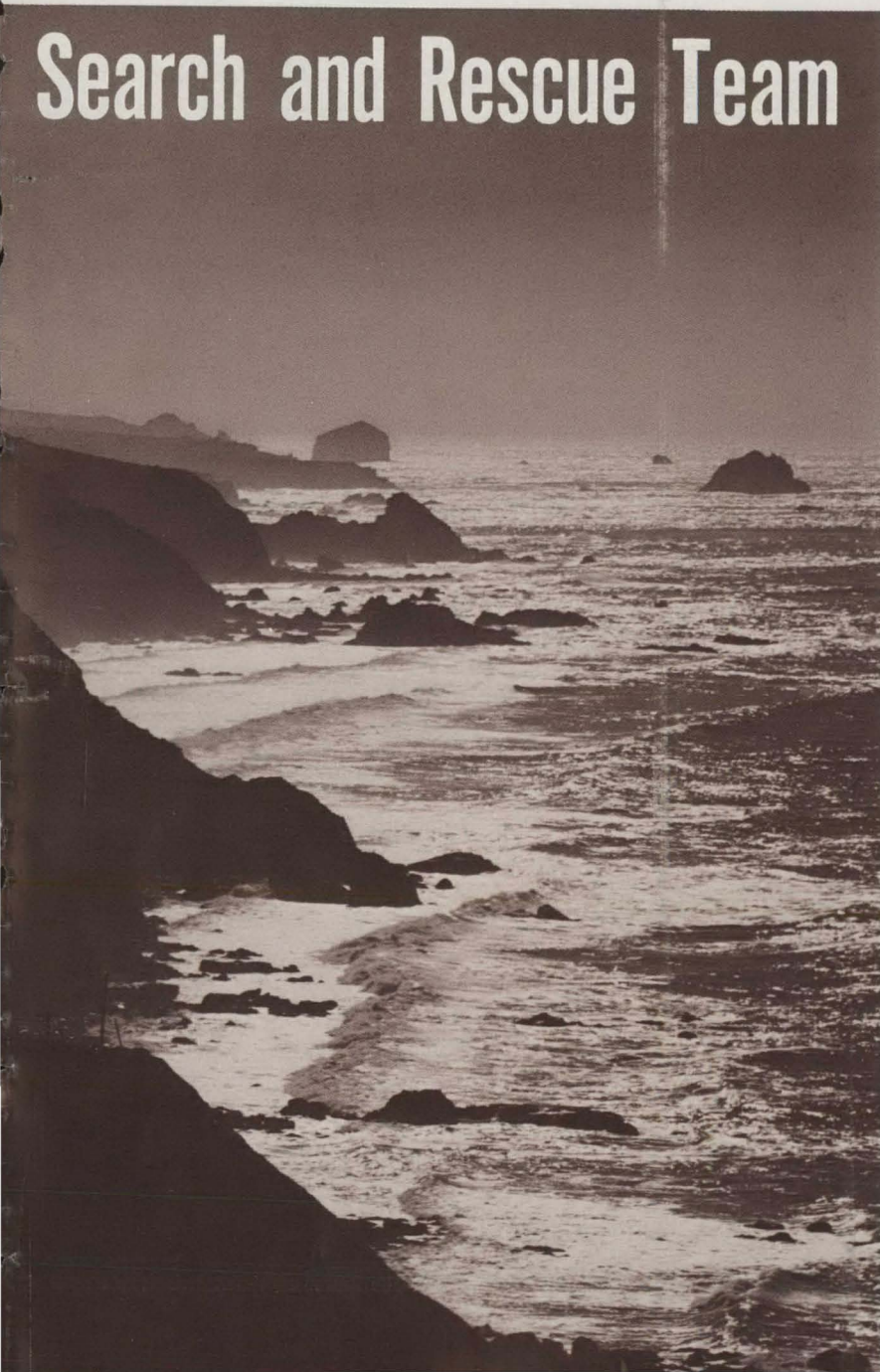
In the past, the recovery of dead

and injured was at best a haphazard affair. Unorganized, but effective, rescues were completed with the aid of the members of the California Highway Patrol, the Monterey County Sheriff's Department, California Highway Department, U.S. Forestry Rangers, and interested civilians. Specialized equipment was not available. Most patrol cars carried various lengths of different kinds of rope. A tow truck operator could attach an additional length of cable to the winch to assist the rescue climbers further down the cliffs. Many heroic deeds were performed by the men in their attempts to aid the injured and recover the dead. It is amazing that no one suffered serious injury.

The search for lost hikers or the rescue of injured persons in the Los Padres National Forest was a similar affair. Sheriff's deputies, Forest Rangers, and other interested persons worked together in an effort to assist the person in need. Equipment was nonexistent. Each man took what he thought important and as much food as he could carry. They might be gone for several days completely cut off from the outside world. The missions were completed through sheer willpower, courage, and strength.

In the early 1960's, the tourist traffic on Highway 1 was increasing at an unprecedented rate. Accidents increased in a like manner. People using the Los Padres National Forest waited in line for permits, the trails seemed to be in constant use, the campsites were crowded. To get back to nature, people left the trails, some lost their way, others were injured. It was apparent there was a need for an organization to conduct search and rescue missions.

Search and Rescue Team



Team Organized

In 1963, shortly after assuming the office, the sheriff of Monterey County directed that a Search and Rescue Team be organized, trained, equipped, and composed of volunteer sworn deputy sheriffs.

The Los Padres National Forest and Highway 1 were within the patrol jurisdiction of the sheriff's substation located in the city of Monterey. The commanding officer of the substation was directed to create and command the Search and Rescue Team. The team was charged with the responsibility of searching for lost or missing persons, rescue of the injured in unusual circumstances, and the recovery of the dead in unusual places.

The captain restricted membership on the team to those deputy sheriffs assigned to the Monterey substation so that response time of off-duty personnel would be minimal. The response to the request for volunteers was overwhelming. Nine men were chosen and a waiting list was created.

The team does not include civilian members as many missions develop on a moment's notice and may last for days. The demand for immediate response eliminates those with positions in medicine, schools, and business where replacements are not immediately available. There have been several incidents where doctors have accompanied the team on missions due to the extent and nature of the injuries. These doctors have a working arrangement with other physicians to cover for them.

Equipment

Each member of the team furnished his own personal equipment, such as canteen, knife, gloves, and extra clothing. A military surplus flying suit of international orange was the first uniform. The color was impor-

tant as it could be seen from great distances. The great disadvantage was that the material would not stand up to the attack of rocks and brush, requiring constant replacement. Climbing boots and helmets were furnished each man by the department.

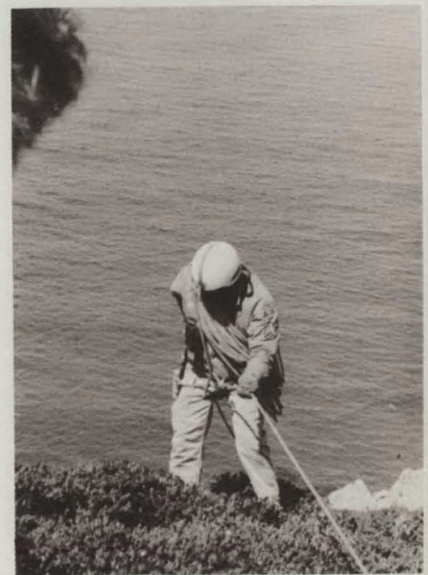
The patrol unit assigned to the captain was converted to accommodate a small electric capstan and a winch. These could be mounted in the front of the vehicle and operated off the electrical system. The winch contained a thousand feet of 1/8-inch stainless steel cable. A trailer hitch was installed on the rear, so that a cargo trailer could be attached. The trailer contained 1,500 feet of climbing line, a small gas-operated capstan, a gas-operated electric generator, lights, first aid supplies, inflatable liferaft, litters, and various tools. Through Government surplus, the department was able to obtain a fiberglass snowsled. This item was probably the most important single piece of equipment available to the team. It was used mainly on the steep cliffs along Highway 1. A person could be placed in the sled and a canvas cover secured so as to protect the occupant. A cable or climbing line was then attached, and the sled could be dragged up the cliff, over rocks, over and through brush. Small, light citizen band radios were used but did not prove to be effective due to their limited range and line of sight requirements.

Training

Training is very important to each member of the team, not only for his own safety, but for the health and safety of the victim of a serious incident. Each member received the normal first aid training required of peace officers, and in addition, members of a local medical profession contributed their time to expand the emergency medical training. People with ex-



Rappelling cliffs is not uncommon for team members while conducting rescue missions along Highway 1.



pertise in rock climbing, knot tying, map reading, mechanics, scuba diving, and mountain survival were called upon to assist.

Skill in rock climbing was mandatory, and the ability to handle ropes in climbing situations was very important. Each member of the team completed advance rock climbing courses offered by a school in the Yosemite National Park. Instructors from that school taught classes of team members in the area in which the team

operates. The rock in the coast area of Monterey County created special problems unique to that area. More recently training has been conducted to enable team members to operate in conjunction with helicopters. The training program is constantly reviewed and updated to reflect changes in procedures, equipment, and any needs of the personnel.

Calls for Assistance

Shortly after the inception of the team and during its initial training, the news media was informed of the creation of the unit and its function. Several articles were published informing people of the team and that it was able and more than willing to assist people in distress. Slowly at first, but increasing in number with time, various calls for assistance were received, such as: a young boy entangled in a home elevator, an elderly man with a heart attack in a remote area of the local State park, too far from the road for the ambulance crew to effect recovery, an overdue Boy Scout troop hiking in the mountains, and a vehicle over the cliff with injured persons still in the car.

Each call for assistance was referred to the Monterey substation, where the captain made an evaluation and a decision as to the course of action and the number of men required to accomplish the task. Depending upon the seriousness of the circumstances and the location of the incident, he had the prerogative of calling on-duty patrolmen/rescue team members from their beats or other team members from home. Off-duty patrolmen would be called in to fill any beat vacancies. Each team member was always on standby when off duty.

Any call received concerning a vehicle over the cliff along Highway 1 initiated an immediate response due to the probability of serious injury. Request for searches for missing or

overdue hikers in the mountains created some problems in the beginning. The team was eager to perform, they wanted to go on the least excuse. Many times the missing hiker would walk out to the trail head as the team arrived. He had merely underestimated the time required to hike the distance involved.

A policy was then formed directing the action to be taken under most circumstances. One of the first rules laid down, based upon previous experience, was not to conduct a search in the mountains at night when there was no information indicating an injury. An overdue hiker might be asleep just off the trail and the team members fail to see him. Should there be an injury, then the team will respond regardless of the time of day or weather. Another exception to this rule is when a small child is missing, which is a signal for immediate and maximum effort.

The county communications department and other sections of the sheriff's department were instructed to obtain the name of the reporting party and his phone number or location so that the officer in charge of the team could recontact him. Often concerned parents would call and request a search for their son who was hiking in the Los Padres and had failed to return. On many occasions, they would not know in what area of the forest their son was entering or his destination. It was important that any information as to any vehicle that he might have access to, friends with him, description of them and their clothing, type of equipment he had with him, amount of food, and his experience in the mountains, particularly the Los Padres, was necessary. It then became regular police work to locate the vehicle at a trail head and check with forestry officials for permits and with hikers leaving the forest who might have seen the missing person. Once there was a good indication as to the general location

of the missing person, the team would be called to sweep the trails and the camps.

Searches of this type often took days. Vehicles could take the team to the trail head on the outskirts of the forest and then it was all on foot. Everything had to be carried on their backs, including extra food and equipment for the lost person. Once in the forest, there was no communication with the department. The team was committed to cover the area assigned even though the missing hiker may have found his way out.

The answer to this problem was obvious, helicopters. Helicopters were available at Fort Ord just north of Monterey and also at the U.S. Naval Air Facility at the Monterey Peninsula Airport. Arrangements for the use of these aircraft were made through the U.S. Air Force Air/Sea Rescue Command. A phone call to the Air/Sea Rescue Center advising them of the circumstances, the plan of action, and a request for a helicopter was all that was required. Usually an aircraft was assigned either from Fort Ord or the Naval Air Facility at Monterey. On occasions, a Coast Guard plane from San Francisco or one from Vandenberg Air Force Base would respond. Requests were kept to a minimum. They were reserved for injury cases and serious search incidents, such as 17 Boy Scouts trapped by rising flood waters in a remote area of the forest.

Team Expansion

In the late 1960's, requests for the team increased to better than one per week. Personnel increased from the original 10 to 13, including the commanding officer. The team is now divided into two units of six men each. One unit is on call for an entire week. Each man has a radio actuated pager with him constantly so he is always available. The following week the sec-



A military helicopter is used for missions throughout Monterey County.

ond unit goes on alert allowing the first unit personnel some time to relax. However, should the situation arise requiring more men than one unit, then the off-duty unit personnel would be called.

As the reputation of the team developed with stories in the news media of their missions and some of their accomplishments, the county board of supervisors honored the team's budget requests for equipment. Gone is the patrol unit pulling the cargo trailer, and in its place is a three-quarter ton truck with a utility body. Two power takeoff winches were installed, one in the front with half-inch steel cables for heavy-duty work, and the second in the rear with 1,000 feet of $\frac{1}{8}$ -inch stainless steel cable.

An inverter was installed to produce electricity to operate searchlights at the scene. The truck has an FM radio on the sheriff's network for communications throughout the county and a second frequency for communications with handie talkies members carry on the mission. Uniform jackets and pants are now furnished to each member of the team. The team was able to obtain a portable FM base station with the two frequencies that can be used in any

aircraft to communicate with team members of the ground party. It can also be placed on mountain tops so that radio contact can be maintained with members in the canyons below and act as a relay station to the communications center.

Rescues

One Sunday afternoon a young man was strolling along the beach, so engrossed in the beauty of the cliffs and the surf that he failed to notice that the tide was coming in. He soon realized that the pounding surf had encroached on the beach to the extent that he could neither proceed nor return. The only way was up. He was at the base of a 700-foot vertical cliff. He started to climb and was able to make his way about 100 feet up when hand and footholds ran out. He was committed.

On a turnout on Highway 1 a short distance away, a tourist was looking at the coastline with binoculars and just happened to see the young man clinging to the rock face. A call was placed to the sheriff's department informing the duty officer of the situation, and a rescue team responded. The officer in charge of the team observed the man on the cliff and determined

the point on the top of the cliff from which the descent would be necessary. The truck was placed as close to that point as possible. Deadmen were driven into the ground so that a pulley system could be set up to allow the cable to go over the cliff at the predetermined point in a vertical direction.

A team member was lowered over the cliff on a steel cable. He was lowered down the 700 feet and located the young man several feet to his left. The weight of the young man was eroding the dirt and decomposed rock from under his feet. It was important at this point to instill confidence in the person so that he would follow instructions. Should he attempt to jump for the team member, the strain might well cause the cable to rupture. It was explained that the team member would move over to him and allow him to grab the cable, and he would not be allowed to fall. After physical contact was made, a body sling was placed on him and he was then tied onto the cable by a short length of climbing line. When all was secured, the winch operator on the truck was contacted by radio, and they were pulled up the cliff. The victim was instructed to lie back in the body sling and keep his legs horizontal and merely walk up the cliff. At first, he was a little apprehensive, but during the climb up the face of the cliff, he gained confidence in the operation and himself and by the time they got to the top he was relaxed and, in fact, enjoying the experience.

On another occasion, a young man called the department and requested the assistance of the team in attempting to find his wife whom he had left in a remote canyon in the interior of the Los Padres. He explained that 4 days before he and his wife decided to leave the trail and go down a canyon to another trail they could see in the distance. The canyon was steep, the brush exceptionally dense, and even going downhill was at best diffi-

cult. That afternoon, they came to a waterfall about 50 feet high in a canyon with steep rock walls, and they felt they could neither go back up the canyon nor climb the walls. They camped in a small clearing in the rock face of the canyon wall and hoped that someone would come by and assist them over the falls. No one came.

On the fourth day, the husband decided to slide over the falls into the pool below, and then if he survived, attempt to get help for his wife. He told her that should he not return within 3 days he had not made it out and she would be on her own. She had plenty of food and a good sleeping bag. His description of their position when they left the trail and the canyon they were in suggested the location to the team members. A request for a helicopter was made to transport team members to the ridge above the canyon. They remained on the ridge overnight and early the next morning started down the canyon. It wasn't long before the wife was located. She was reading a book and very happy to know her husband was safe. While she packed her equipment, she was given instructions in the art of rappelling. A successful descent was made around the falls and a long hike to the nearest heliport began. A helicopter was awaiting the arrival of the team, and the wife was reunited with her husband.

A short time later, the team received a letter from the young wife thanking them for their efforts and indicating she enjoyed her first experience in the mountains and she intended to do more mountain hiking.

Late one summer afternoon, the Monterey substation received information that a young man had accidentally been shot in the leg and was seriously injured, and he was along a trail in a particular canyon in a remote area of the National Forest. A helicopter from Fort Ord was re-

quested, and it picked up members of the team and proceeded to the general area. Once in the canyon, the helicopter was able to land, and the team started up the canyon in search of the wounded hunter. A short time later, the airborne helicopter received information by radio that a friend who had been with the injured hunter was at a Ranger Station several miles away. The helicopter picked up one member of the team on its way to the Ranger Station. Questioning of the friend revealed that the injured man was not in the canyon that the team was searching, but rather several miles on the other side of the mountain ridge. The young man said that he had given what first aid he could to his friend and then had thrown his shirt into the brush in the area of the injured man. The helicopter flew over the general area, and a short time later, the shirt was sighted on the side of a very steep canyon. The nearest place to land was over a mile away. The friend and the team member fought their way through the dense brush and found the injured hunter. He had lost a great deal of blood and was just conscious. He had been shot through the leg just below the knee, shattering the bone and tearing away almost all of the muscle, leaving only a little skin holding the lower part of the leg. The accident occurred at about 8 a.m., and almost 8 hours had elapsed by the time he had been located. The bleeding had stopped due to the tourniquet that had been applied by his friend.

The helicopter had returned to pick up the other members of the team, and when it reappeared, the crew was informed that the boy had been found but was in a very critical condition. The team fought their way through the brush with their equipment including a litter. By the time they had arrived, the first member of the team had cleared a small opening in the

brush, and when the injured young man was secured in the litter, it was carried to the clearing. The helicopter arrived and hovered over the clearing about 30 feet above. The rotor blades cleared by inches the tall trees on one side and the canyon wall on the other. A cable was lowered and attached to the litter, and as it was being raised, air currents caused the helicopter to shift position and the rotor blades began cutting branches from the trees and hitting rocks on the canyon wall. The pilot was able to recover and maintain control until the litter was safely within the helicopter, an excellent example of the skill of the service pilots available to the team. Within 20 minutes, the injured man was in a hospital in Monterey. He lived, although the lower part of his leg was amputated.

Conclusion

Since its inception, the team has averaged over 53 missions and 1,400 man-hours per year. Many off-duty hours are spent improving their techniques and checking their equipment. They are dedicated. They receive no hazardous duty pay or other gratuity other than compensation for any overtime involved.

Subsequent to the assignment of the original members of the team, any vacancy is filled by nomination from a waiting list of volunteers and voted upon by the members of the team. There is a waiting list of deputies requesting transfer to the Monterey substation so that they can be considered for membership on the team.

On each mission someone has been assisted in a situation he was unable to work out for himself usually caused by disorientation, injury, or death.

At the conclusion of a successful mission, there is within each member of the team a feeling of satisfaction for a job well done. This feeling is often enhanced by one word—Thanks.

FBI

British Law Enforcement Perceived Through the Eyes of an American Policeman

*"The police are the people,
and the people are the police."*

Under the auspices of the School of Criminal Justice of Michigan State University and in cooperation with the university's Office of Overseas Study, I recently was privileged to live in England and study in a formal course the criminal justice system of the United Kingdom. As a police practitioner from the United States, it was interesting to compare how the two countries differed or had similarities in terms of law enforcement practices, techniques, and style. The practices and techniques do not differ so greatly as does the style of law enforcement. England has considerably more experience in policing, and long ago, formulated programs that we are just now attempting to implement. One example is the national emergency telephone number, "999," which has been in operation in England for 35 years. We are still struggling to perfect and implement our "911" system.

It would appear appropriate at this point to take a brief look at the historical development of the police in England. Historically, the English have enjoyed a law enforcement system second to none; to this day, they continue to command the respect of the people they serve while keeping the peace.

By

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*"In 1748, Henry
Fielding . . . recognized
that laws were useless
without a police force."*

In early times, Britain was a province of the Roman Empire. After a couple of centuries Britain became England, and the police changed completely from the Roman police system to the New England tribal police system. The New England police system represented several local police areas. Every male was obliged to take his turn working for police purposes in a group of 10 families, known as a tithing, headed by a tithingman. Soon groups of tithings were formed into a hundred; the head man was known as a hundred man or royal reeve who exercised administrative and judicial powers through a hundred court. At that time, the shire reeve, or sheriff, had a general responsibility under the King for keeping the peace in the shire.

The early Norman sheriffs were men of great power and little scruple. When William the Conqueror arrived in 1066, he instituted "frankpledge," the Anglo-Saxon system of responsibility for each other. In about 1285, the transition from frankpledge to the justice of the peace/constable concept came about. Probably the most significant signpost on the road to the present-day police system in England was the passing, in 1361, of the Stat-

ute of Westminster which put on a proper footing the office of justice of the peace. The statute called for one lord and "three or four of the best chosen in the county, with some persons learned in the law" to be assigned to keep the peace in each shire. The justice of the peace was a man with property, who could usually read and write. Until 1829, the justice of the peace was the administrator and the constable was his agent.

In London, the major population center of England, alcoholism was common and a principal cause of the high incidence of crimes. Citizens preferred to hire someone else to take their turn as watchman, and as a result, many unworthy people were hired for that post. Crime was so rampant that over 200 laws were passed in an attempt to curb capital offenses. Execution by hanging was commonplace, and hangings took place weekly at Marble Arch. Paradoxically, while townspeople gathered to watch the hangings, thieves would pick their pockets, the very crime for which many were being hanged.

Professional Policemen

In 1748, Henry Fielding, a lawyer as well as an accomplished writer, recognized that laws were useless without a police force. Fielding went to the government and was successful in obtaining funds with which he recruited six honest men as constables. These constables were plainclothesmen and soon became known as "Mr. Fielding's people," and later as "The Bow Street Footpatrol" and "The Bow Street Runners." Although Fielding was granted some money from government funds for the upkeep of his little force, its members still operated under the system of rewards paid personally to those who arrested criminals. This system tended to give rise to suspicions, sometimes well-founded, that thieftakers were quite capable of

inciting someone to commit a crime so that they could apprehend the criminal (entrapment) and pocket the reward. The Bow Street force was unpopular, largely for this reason; nevertheless, it now seems clear that they were generally honest men who were, so far as the times permitted, efficient in their pursuit of wrongdoers. In one winter, they cleaned up the street gangs. They were essentially detectives, not patrolmen, and as such were London's first detective force.

The beginning of police professionalism must be attributed to Henry Fielding and his half-brother, Sir John Fielding. Sir John was blind, but he was an exceptionally astute police administrator and was credited with knowing hundreds of criminals by their voices alone. Another man, Saunders Welch, became the High Constable of Holborn and is believed to have been the tutor of the Fielding people. These three men—Henry Fielding, Saunders Welch, and Sir John Fielding—are credited with organizing, developing, and implementing the most effective police force of their time.

The next major development in law enforcement occurred in 1798, when the British Government formed a separate establishment called "The River Police." A scheme for policing the River Thames was developed by Capt. John Harriott with the support of Dr. Patrick Colquhoun. Harriott had had a varied career, mainly at sea, and he worked out a detailed scheme for a police force to protect the commerce of the Thames. The police force was then developed by Dr. Colquhoun, assisted by Jeremy Bentham. The River Police became known as a most successful police force, and in 1839, was incorporated in the Metropolitan Police as the Thames Division where it still exists today.

In April 1829, Sir Robert Peel introduced "A Bill for improving the

"... the Metropolitan Police Act . . . introduced a centralized and united police system in England and constituted a revolution in traditional methods of law enforcement . . . throughout the Western World."

police in and near the Metropolis," known as the Metropolitan Police Act. The act introduced a centralized and united police system in England and constituted a revolution in traditional methods of law enforcement, not only in England but also throughout the Western World. The purpose of the bill was to establish viable alternatives to the existing fragmented police system. The bill had provided for a separation of the executive police from the judiciary, a principle which is so jealously guarded now that it seems almost incredible that it is only 146 years old.

The task of administering the new police system was given to Col. Charles Rowan and Richard Mayne, who were appointed as commissioners and given offices at the Home Office in London. The choice was a most fortunate one, for not only do they appear individually to have been the right men for the job, but they worked together in perfect harmony from the start, despite the handicap that the act laid down that they were to have equal authority.

Later, they moved to Number 4 Whitehall Place, the back of which opened on a courtyard of the residence used by the visiting King of Scotland, known as Scotland Yard, a name long to denote the nerve center of the Metropolitan Police Force. The back of 4 Whitehall was used as a police station, and because it was entered from the courtyard, the police station became identified as Scotland

Yard. Today, there is a new building known as New Scotland Yard. Situated on Broadway and Victoria Streets, near the old site, it stands 20 stories high and has a gross floor area of 489,000 square feet, spreading over 3 blocks. The primary purpose of New Scotland Yard is administrative; however, it continues to deal with considerable operational functions as well. The Metropolitan Police Force is headed by a commissioner, whose office is in the New Scotland Yard.

Returning to our historical account of the police in England, Charles Rowan and Richard Mayne recruited and selected constables from the lower class, since it was their belief that most crimes were committed by members of that class. The image of the police in England at that time was indeed humble. They were paid 1 pound per week. Rowan and Mayne maintained very strict standards for the police force and are responsible for making the police image publicly acceptable. Thousands of applications were received, despite the fact that recruits had to be able to read and write (by no means a universal accomplishment at that time). The commissioners exercised considerable tact in the selection of personnel.

Rules and Objectives

Sir Robert Peel established the rules and regulations under which the new police system operated; they are as applicable today as they were in 1829. Those rules were as follows:

1. The police must be stable, efficient, and organized along military lines.
2. The police must be under government control.
3. The absence of crime will best prove the efficiency of the police.
4. The distribution of crime news is essential.

5. The deployment of police strength both by time and area is essential.

6. No quality is more indispensable to a policeman than a perfect command of temper; a quiet, determined manner has more effect than violent action.

7. Good appearance commands respect.

8. The securing and training of proper persons is at the root of efficiency.

9. Public security demands that every police officer be given a number.

10. Police headquarters should be centrally located and easily accessible.

11. Policemen should be hired on a probationary basis.

12. Police records are necessary to the correct distribution of police strength.

The principles of the new police system, there laid down by Richard Mayne, still form the preface to the General Orders of the Metropolitan Police Force. They are as follows:

"The primary object of an efficient police is the prevention of crime; the next that of detection and punishment of offenders, if crime is committed. To these ends all the efforts of police must be directed. The protection of life and property, the preservation of public tranquillity and the absence of crime will alone prove whether those efforts have been

"A prominent difference between the English and the American police, and perhaps the most widely known, is that the English police do not carry fire-arms whereas the American police do."

successful and whether the objects for which the police were appointed have been attained."

Although it would be fascinating and tempting to continue with the historical development and growth of the police in England, that is not the intent of this paper.

Styles of Policing

Crime knows no boundaries, and we Americans share many crime problems with the English. Where we seem to differ the most is in styles of policing and in societal acceptance of the role of law in social controls. The British police constable appears to possess a higher degree of empathy, with more compassion and tolerance for his countrymen—and vice versa—than we do in America. For instance, the people in England are very concerned about and sensitive to the needs of their police. On the contrary, many people in the United States are completely apathetic toward the police, don't want to become involved, and in some cases, are downright hostile. Of course, this does not apply to all people, but to a rather sizable segment of our society.

One chief constable of a constabulary police force in England, when asked why his countrymen seem to support their police so well, replied they do so because "the police are the people, and the people are the police." While in theory the same concept would also be true of American society, it really isn't in practice. This illustrates an essential difference between the two societies. The English are eager to help their police by coming forward with information, clues, and assistance. They become involved. This is exemplified by the successful response of the voluntary police forces in England and Wales, as well as by the results from the television pro-

gram, "Police 5." People from all walks of life consider it an honor to serve their community by joining a special voluntary constabulary police force. They work for the sake of serving their community, resulting in several helpful ancillary services. This constitutes a principal difference between the two societies, and amplifies the caption, "the police are the people, and the people are the police."

A prominent difference between the English and the American police, and perhaps the most widely known, is that the English police do not carry firearms whereas the American police do. Some officers in the British police forces are trained to handle firearms, but the rank-and-file constable is completely unarmed. In fact, several police constables stated that if they were forced to carry firearms, they would leave the police service. Conversely, British police officers acknowledge that if they were working in the United States, they would not consider being unarmed. They recognize there is an inherent difference between the two societies in this regard, although the telecommunications medium has, without question, distorted their perception of the typical American police officer by the selection of television presentations of police-type programs depicting the "shoot-em-up bang-bang" image of the American police. Unfortunately, this has caused many English viewers to perceive an inaccurate impression of the actual American police in respect to their use of firearms.

Another noticeable difference between the two countries' police forces is the relationship the English have with their news media. The English police enjoy an excellent relationship with the press. (Their policy is to provide factual information at the line level, whenever possible.) The press also respects the need to withhold information, when publishing such news would be likely to jeopardize the fair

and successful administration of justice. This is particularly evident after an arrest has been made in a major case.

To think of an area in which the American police have surpassed the English is nearly impossible. If there is one innovation in which we have preceded the English, perhaps it would be the computerization of police data, records, and communications. We have been operational in this area, with the FBI National Crime Information Center and local teletype communications linked with the national system, since 1966. England, however, is well underway at this time with a similar system.

In the area of communications, I mentioned earlier a television program—"Police 5"—a 5-minute program televised every Sunday night during prime television viewing time. The programs are carefully and skillfully designed to inform the public of a serious crime, giving just enough details to refresh the minds of possible witnesses who, when supplied with certain facts about what actually occurred, realize that what they witnessed might be helpful in the investigation of the crime. This program has been most successful in solving investigations of a variety of criminal offenses.

Consolidation Concept

A most interesting and timely innovation in law enforcement is the recent amalgamation of police forces in the United Kingdom. England and Wales have amalgamated all of their police forces from nearly 300 forces to only 43. After many years and numerous Royal Commission Reports, compulsory amalgamation of police forces became a reality following the enactment of the Police Act of 1964. Today, a police constable has authority anywhere in the country, and may transfer from one force to another

(lateral entry) without losing any benefits. Apart from the Metropolitan Police Force, which has an authorized strength of 26,000, the smallest constabulary force in the country numbers 600 men, with the largest constabulary force employing 6,500 officers. At first, there was much opposition to the consolidation of the police forces; however, since the big change has been accomplished, almost everyone readily admits they now operate with far greater efficiency and more economically, with many advantages to the people and the police. Scotland, likewise, has consolidated its forces from 43 to 20 and has plans to consolidate its forces even further, from 20 to 8 forces by the end of 1975.

Not to be overlooked is the City of London Police Force. This force did not consolidate with the Metropolitan Police. To this day, the City of London maintains its own independent police force of approximately 1,000 constables to police the central city.

The consolidation concept is a most interesting one and perhaps should be considered in the United States, at least at the State level. England does not have a national police force nor is it a police state. By retaining local control through a commission made up of local businessmen, justices of the peace, and the police, they enjoy many of the advantages of a national police force without the disadvantages. In addition to local financial support, the Home Office also affords economic support. Notwithstanding the above-mentioned local control, the consolidated forces enjoy the advantages of greater human resources and regional support services, such as central dis-

"... the consolidated forces enjoy the advantages of greater human resources and regional support services. . . ."

patching, forensic laboratory services, central purchasing, and uniformity of police standards. Yet, they can still utilize local services where needed. It should be noted here, the Metropolitan Police Force in London is responsible only to the Home Office.

Consolidation lightens the weight of the political hammer, while it increases the accountability of the commissions in control. It is interesting that the National Advisory Commission on Criminal Justice Standards and Goals in the United States, during 1973, recommended for police standards that "at a minimum, police agencies that employ fewer than ten sworn employees should consolidate for improved efficiency and effectiveness." England's minimum standard for a police force is 500.

Some States are addressing the issue of consolidation also. The Michigan Commission on Criminal Justice has recently received proposed criminal justice goals and standards for the State of Michigan, one of which recommends an integrated and effective system for the uniform delivery of improved law enforcement services throughout the State. Considerable controversy resulted from the commission's recommendation of a standard for law enforcement agencies, whereby each department would have no fewer than 20 sworn personnel, later amended to include civilian communications and dispatch personnel. Many police chiefs and sheriffs, as well as some State police officers, vehemently oppose any form of consolidation, while others recognize the advantages of such a proposal. There was considerable opposition to amalgamations in England, too, but most of the arguments against consolidation tend to be emotional ones.

Forensic Laboratory Services in England

Forensic laboratory services are

provided by the Controller of the Forensic Science Service, which is responsible for the Central Research Establishment at Aldermaston and the several regional forensic science laboratories. The United States does not have a facility similar to the one at Aldermaston; however, the Law Enforcement Assistance Administration, through its Research Institute, does try to coordinate forensic science research conducted by different agencies.

The London Metropolitan Forensic Laboratory recently moved into new quarters and provides all types of laboratory services. This facility must be classed, with regard to both equipment and staff, on a par with or surpassing the better forensic laboratories of the world. The new FBI Laboratory will be comparable to the London Laboratory once it is fully operational.

Regional laboratories, all well staffed, deal with forensic problems outside of the greater London area. With regard to medicolegal problems, there is a close relationship among the departments of forensic medicine at various teaching hospitals and the law enforcement agencies.

Highway Traffic Safety

From a highway traffic safety point of view, England and the United States share similar traffic problems. It is safe to say that wherever there are motor vehicles, there are sure to be traffic accidents. Whereas we patrol our interstate expressway system, the English patrol their motorway system.

Drugs

Britain, like the United States, has drug problems, but they have addressed the problem in a different way than we have. They legalized certain drugs (not heroin) by requiring the drug user to obtain a prescrip-

tion from an authorized physician. These drugs are then made available through addiction centers. This method seems to have discouraged the organized crime element and has tended to consolidate the problem in a more controllable segment of society. Although England admittedly has a drug problem, it does not appear to be of the magnitude of ours.

Bombings

Bombings seem to be universal these days. The English police are experiencing an extremely sensitive and dangerous situation with the Irish Republic Army (IRA), which has been held responsible for the deaths of over 31 persons and injuries of over 750 persons in bomb incidents throughout England during the past 5 years. The IRA, an underground group that is fighting to force the British out of Northern Ireland and reunite the province with Ireland, has been held responsible for several bombings in England and Wales. The United States shares similar bombing problems—with extremist groups, labor strikes, riots, hijackings, and terrorist bombing incidents.

Women in Law Enforcement

Originally, the police forces in Britain were exclusively male organizations. The Metropolitan Police Force first introduced women into the force in 1907, but they were employed only to take statements from and attend to girls and children involved in criminal offenses. Women gained a more active role in the force in 1919, and since 1923, have taken the oath of a constable and share similar responsibilities. In February 1973, women were completely integrated into the structure of the police organization. There is no separate rank structure and women police are the responsibility of the commanders

of the divisions or branches to which they are posted. Women may hold any post, in any rank, in the force; however, it was not until September 1974 that they gained equal wages. Prior to that time, they had only received 95 percent of the men's rate of payment in all ranks.

The Metropolitan Police Cadet Corps

Several British police forces employ police cadets from ages 16 to 18. The Metropolitan Police Cadet Corps provides about one-fourth of the police officers now constituting the force. When the cadet reaches age 18, he becomes affiliated with a police station and accompanies an experienced officer to see the practical side of police work. If he is judged to be acceptable for service, the cadet is attested as a constable at age 19 and assigned to the Police Training School at Hendon for a 16-week recruit training course.

Police Training and Education

Each police force has its own training center, and most of the programs for recruit and inservice training are similar to such programs in the United States. While I do not mean to slight the many fine constabulary forces in England and Wales, I was exposed primarily to the Metropolitan Police, the City of London Police Force, and the Staffordshire and Hampshire Constabularies. The Staffordshire County and Stoke-on-Trent Constabulary, as well as the Hampshire Constabulary, have outstanding training programs. I was particularly impressed with the keen driving courses required of all traffic patrol officers. Mere attendance is not enough—one must successfully pass the course in order to be certified.

In the Metropolitan Police, all constables are trained at the training

school at Hendon, a huge complex comparable to many university campuses in the States. The National Police College of England and Wales, known as Bramshill Police College, is an outstanding police academy. The Police College exists to provide higher training for present and future police leaders. The institution consists of a reception center, library, chapels, recreation rooms, and all the necessary facilities for its educational purposes. After intensive competition, law enforcement officers are accepted to attend the programs. Four police courses are offered: the special course, the inspectors' course, the intermediate command course, and the senior command course. Police officers from many countries, including the United States, have attended courses at Bramshill. Scotland has its own staff college, which was established shortly after Bramshill Police College was founded.

Conclusion

In summary, I would have to say that my visit to England was a very moving experience for a police practitioner. I felt I was treading on the hallowed ground where much of the American system of law enforcement once started. I was struck with awe while examining the original Magna Carta. I am most grateful to the many officers at Staffordshire Constabulary, Hampshire Constabulary, the Metropolitan Police, and the City of London Police who so willingly went out of their way to extend genuine warmth and hospitality.

"The English have been exceptionally effective in dealing with police affairs, employing entirely different strategies than those used in the United States."

The English have been exceptionally effective in dealing with police affairs, employing entirely different strategies than those used in the United States. They tend to address difficult police issues in a much more relaxed manner than do the American police. It appears they seldom overreact to a crisis. Rather, they tend to wait it out to determine the true magnitude of the situation, finding that many times the incident requires little or no action at all. I sensed this characteristic throughout the police forces in England as being the most predominant difference between the English and American police.

When I was leaving England, a police official in London with whom I had become acquainted was summarizing the differences between England and the United States. He concluded by asking a most profound question: "I wonder if our society will ever become as affluent, and by a most peculiar phenomenon, as criminal?"

18

AUTO THEFT PROGRAM

Attorney General Edward H. Levi and Transportation Secretary William T. Coleman, Jr., issued a joint statement last May announcing a new nationwide program to reduce automobile thefts by 50 percent in 5 years. "Automobile theft is both a major crime and economic problem," noted the statement.

The program is directed by a new Interagency Committee on Auto Theft, headed by the U.S. Departments of Justice and Transportation and including the U.S. Departments of State, Commerce, and the Treasury, as well as the Office of Management and Budget.

CHALLENGES FACE OFFICERS

"[P]olice leadership must be composed of the best and brightest minds available. They must be intelligent and visionary as well as possess the capacity to articulate their insight and inspiration to others."

The need for all segments of the criminal justice system, as well as the public, to share in the effort, and responsibility, of reducing the rising crime rate was expounded by the speakers at the graduation program for the 101st Session of the FBI National Academy. The honored class, which graduated on June 19, 1975, at the Quantico, Va., Academy, claims among its members the 9,000th graduate of the Academy, Robert T. Paris, Chief Warrant Officer, U.S. Marine Corps.

Selected to represent his fellow officers, the class spokesman, Capt. Lawrence A. Watkins of the California Highway Patrol, remarked, "[T]he role of the police in our society is often misunderstood. We accept the principle that we, as agents of the criminal justice system, derive our powers from the public and must be held continually responsible for the use or abuse of those powers."

Mentioning the proclivity of the public to look to the police when asking for an explanation of the rising crime rate, Captain Watkins explained, "[T]he police are the criminal justice element visible to and in the closest contact with the public and, as such, we are often blamed for

inadequacies in other parts of the system." "I submit to you," concluded Captain Watkins, "that a decrease in the crime rate will only be affected by the entire system working together and, more importantly, with the cooperation of a substantial portion of our population."

Assistant to the Director-Deputy Associate Director Thomas J. Jenkins of the FBI next conveyed FBI Director Clarence M. Kelley's regrets that he could not be present at the exercises.

The featured speaker, Mr. Rocky Pomerance, Chief of Police, Miami Beach, Fla., and president of the International Association of Chiefs of Police, who was introduced by Mr. Jenkins, focused his comments on the great challenges facing the law enforcement profession. "Today, we are living in one of our Nation's most critical eras. Virtually every community in our Nation is experiencing a wave of lawlessness," he noted, continuing, "Perhaps even more distressing—even more dangerous—than the spiralling crime rate itself [are] . . . philosophical theories which tend to either excuse the criminal or condone his crime based upon some sociological or political consideration."

Chief Pomerance noted some of the

conditions which create challenges for law enforcement personnel: exaggerated and unrealistic emphasis on evidentiary procedure; public apathy toward or acceptance of highly questionable individual behavior; plea bargaining away well-developed police cases; the mere "slapping the wrist" of hardened, confirmed career criminals; an overcrowded correctional and rehabilitation system that neither corrects nor rehabilitates; massive technological, sociological, and economic changes in our society; and an ever-expanding mountain of management literature for police administrators.

To meet these challenges, Chief Pomerance stated, "police leadership must be composed of the best and brightest minds available. They must be intelligent and visionary as well as possess the capacity to articulate their insight and inspiration to others. This combination of idealistic and pragmatic concepts (as taught here at the FBI Academy) is the wave of the future."

Discussing the relationship between law enforcement and society in America, he commented, "Today, the law enforcement officer stands proudly as the peoples' surrogate—not as a replacement for the peoples' authority,


but as an extension of it—not as a superimposed repressive force, but a framework built with every citizen's support . . . All our citizens must recognize that law enforcement in this Nation is not forced upon the people."

In his closing remarks, the chief expressed confidence in the ability of the law enforcement profession to surmount the challenges: "Our Nation has faced adversity before, just as our profession faced prior challenges. We have met these problems, we have survived, and we have improved. I urge the other components of the criminal

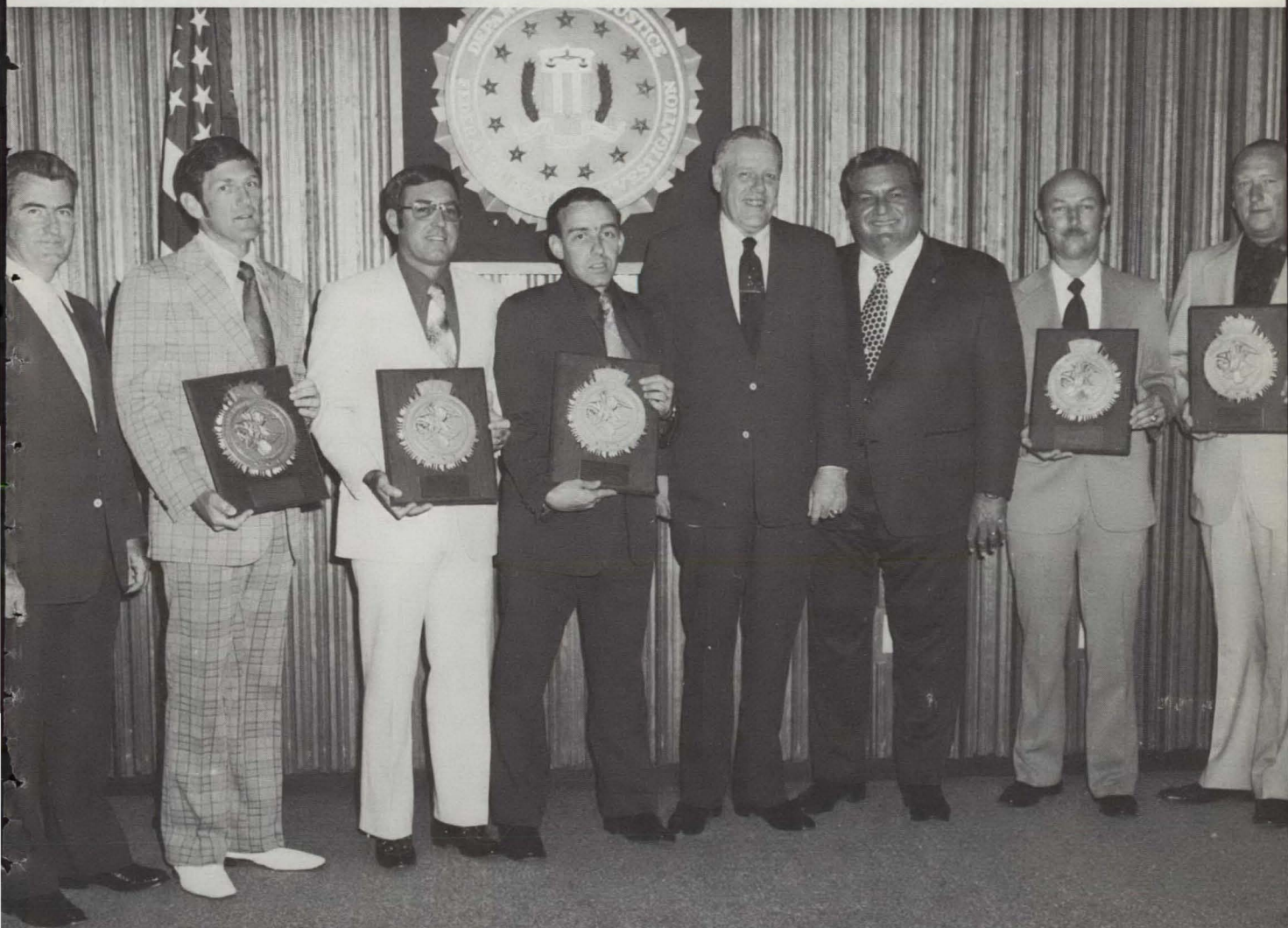
justice system to move ahead as well and, just as our predecessors conquered their problems—so will we! I have complete confidence that the professional integrity and total unselfish dedication of the police profession will squarely meet and unequivocally overcome the awesome challenges facing us."

After the introduction of distinguished guests by Mr. Jenkins, Insp. James V. Cotter of the FBI Training Division presented the class to Mr. Jenkins who then awarded diplomas to the members.

Mr. William M. Mooney, Assistant Director of the FBI Training Division, who called the graduation ceremonies to order, gave the closing remarks, thanking M. Sgt. Peter Tramontana and the members of the U.S. Marine Corps Band for the excellent musical program which they provided for the graduation.

The benediction was delivered by Comdr. John W. McElroy, Chaplain Corps, U.S. Navy, as was the invocation, and the National Anthem was played by the U.S. Marine Corps Band. 

The elected representatives of the five training sections are pictured with Assistant to the Director-Deputy Associate Director of the FBI Thomas J. Jenkins; Assistant Director William M. Mooney of the FBI Training Division; and Chief of Police Rocky Pomerance, Miami Beach, Fla. From left to right are: Mr. Mooney; Mr. Harold Lee Justice, Los Angeles, Calif., Police Department; Mr. Richard Thomas Wheeler, Winter Haven, Fla., Police Department; Mr. John L. Jones, Vestal, N.Y., Police Department; Mr. Jenkins; Mr. Pomerance; Mr. Lawrence A. Watkins, California Highway Patrol; and Mr. John Davidson Webster, Metropolitan Toronto Police Force, Toronto, Ontario, Canada.



Tuesday Plan

Early this year, officers of the Portland, Oreg., Police Bureau were invited to a bank robbery—simulated, of course. Using a bank located in an industrial area, an intense inservice training program known as the Tuesday Plan was conducted by the Central Precinct.

Under the Tuesday Plan, each of the precincts and the traffic division set aside 1 day a week for training.

Neither the officers nor their supervisors are allowed that particular day off. One-half of the relief (watch) are involved in training and the other half work their normal street assignments. The same program is presented in consecutive 2-week periods.

The benefits of this style of training are many. The most important one is that it permits operational level personnel greater participation in the planning and programs that affect them, and it gives the police administration an opportunity to present in a timely manner, and in detail, explanations of changes that affect bureau operations.

The training is developed under the control of each relief within the precinct or division. As a training need develops, a program dealing with the specific problem, related to a particular precinct and specific relief, can be designed and presented.

An example is the simulated holdups. Central Precinct's afternoon relief realized and identified a need for improved responses to holdups in progress. One of the major banks in Portland cooperated with supervisory personnel from the precinct and allowed one of its branches to be used in the simulations.

The officers involved in the training were separated and groups formed. Several officers played the roles of bank employees and customers, citizens, and holdup suspects; another group responded to the

During staged holdup, officers are instructed to approach bank cautiously and use vehicle for cover should armed suspect be encountered.



alarm; and the remaining officers assumed responsibility for traffic control. All unauthorized persons were kept out of the training area.

The exercises were repeated with the groups changing assignments until each had participated in all phases of the program. Only the scenario was changed for each exercise. Officers found themselves confronted with multiple suspects, hostages, and ambush situations.

All regular bureau equipment, including vehicles and weapons, was utilized. However, weapons were examined by supervisory personnel, and all live rounds were exchanged for blank ammunition. Other applicable

"Officers . . . found themselves enthusiastically . . . involved. . . ."

rules were distributed beforehand and strictly followed.

Representatives from other precincts and divisions were invited to attend as either observers or participants. The assistant manager of the bank was present during the first session to answer questions from officers regarding bank procedures during ac-

tual holdups, and an Agent of the Portland FBI office attended and took part in the second session.

Officers who began the exercises with an attitude of some indifference soon found themselves enthusiastically and totally involved in the problem. It was realized by all officers that the simulations were run to expose faults in existing procedures and to explore new concepts and possible better alternatives.

This particular type of field exercise is a good example of how the intensified inservice training program is designed to fulfill the needs and requirements of the uniformed patrol officer.

Once a suspect is arrested, during simulated bank holdup, careful search techniques are taught.



WANTED BY THE FBI

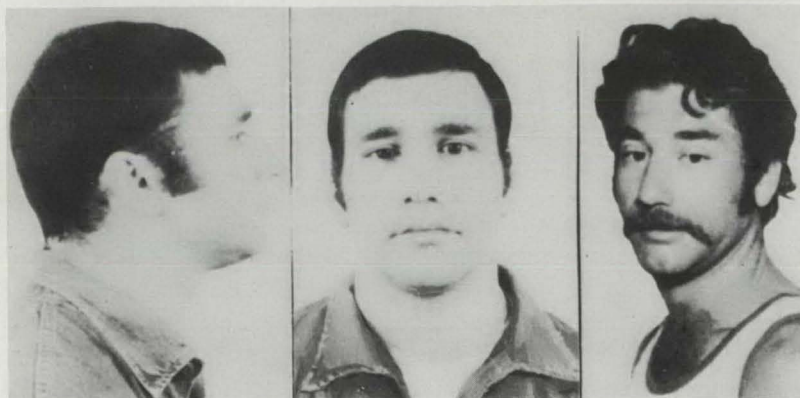


Photo taken 1970.

Photos taken 1971.

ANTHONY ROBERT SIDITO, also known as Frank Baker, Tony Robert Sidito

Interstate Flight—Murder, Assault with Deadly Weapon, Armed Robbery

Anthony Robert Sidito is presently being sought by the Federal Bureau of Investigation for unlawful interstate flight to avoid prosecution for murder, assault with a deadly weapon, and robbery.

The Crime

On December 2, 1972, Sidito and two accomplices were allegedly involved in the armed robbery of a reputed narcotics dealer in his apartment in Anaheim, Calif. During the robbery, the alleged narcotics dealer was reportedly stabbed to death and another man in the apartment suffered serious knife wounds. Sidito's two accomplices were subsequently apprehended, while he remains at large. A Federal warrant was issued for his arrest on January 3, 1973, at Santa Ana, Calif.



Left index fingerprint.

Description

Age ----- 32, born March 8, 1943, Queens, N.Y.
 Height ----- 5 feet 10 inches to 5 feet 11 inches.
 Weight ----- 165 to 175 pounds.
 Build ----- Medium.
 Hair ----- Brown.
 Eyes ----- Brown.
 Complexion -- Medium.
 Race ----- White.
 Nationality --- American.
 Scars and marks ----- Numerous tattoos including "SICIL-

IAN LOVE BIRD" above vulture on left upper arm, face of woman on lower left arm, "DEATH BEFORE DISHONOR" on dagger with flowers on right forearm, cat in glass and "PARTYTIME" on right forearm, snake on abdomen.

Occupations -- Construction laborer and X-ray technician.
 Remarks ----- Reportedly uses narcotics.

Social Security Nos. used --- 546-58-9610, 546-58-4610, 546-58-9670, 968-54-5610.

FBI No. ----- 966,314 F.

Fingerprint classification:

10 S 1 U OOI 14
 S 4 W OOI

NCIC classification:

10 12 14 10 14 10 P0 11 CI 13

Caution

Sidito, an alleged narcotics user, has been convicted of possession of narcotics, auto theft, and forgery. He reportedly has had in his possession a large knife, revolver, and shotgun, and should be considered armed and very dangerous.

Notify the FBI

Any person having information which might assist in locating this fugitive is requested to notify immediately the 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.

FOR CHANGE OF ADDRESS ONLY

(Not an Order Form)

Complete this form and return to:

DIRECTOR

FEDERAL BUREAU OF INVESTIGATION

WASHINGTON, D.C. 20535

NAME

ADDRESS

TITLE

CITY

STATE

ZIP CODE

LATENT WITNESS DEVELOPED AFTER DECADE

The FBI Identification Division recently developed and identified a latent fingerprint made on a bank account signature card 11½ years before. This is the oldest latent print on record, in an actual case, with the Division's Latent Fingerprint Section.

The examination arose from a fraudulent check investigation which, during December 1974 and January 1975, produced eight checks totaling \$1,692.48. These bogus checks had been cashed at various places of business in Tennessee, and all had been returned with the notation "account closed by 6-1-64." Each was drawn to the account of the same company, on the same bank in Springfield, Mass.

Investigation determined that the company in Springfield was nonexistent, and the signers of the checks were not known in the area. However, it was learned that a suspect in the case had opened an account at the Springfield bank in December 1964 and had filled out two signature cards at that time.

The signature cards and the fraudulent checks were submitted to the FBI Identification Division for latent fingerprint examinations. A latent print was chemically developed on one of the signature cards with a ninhydrin solution and identified as an impression of the right thumb of an individual who had an extensive arrest record for fraudulent checks and related crimes dating back to 1942. Furthermore, the prints on the fraudulent checks were identical with the one on the signature card.

Time proved to be no ally in the concealment of guilt in this case.

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

OFFICIAL BUSINESS

ADDRESS CORRECTION REQUESTED



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THIRD CLASS



QUESTIONABLE PATTERN

Although the pattern at left has the appearance of a loop, a close examination will reveal two deltas with a recurve in front of each. This pattern is classified as a central pocket loop-type whorl with an outer tracing.