

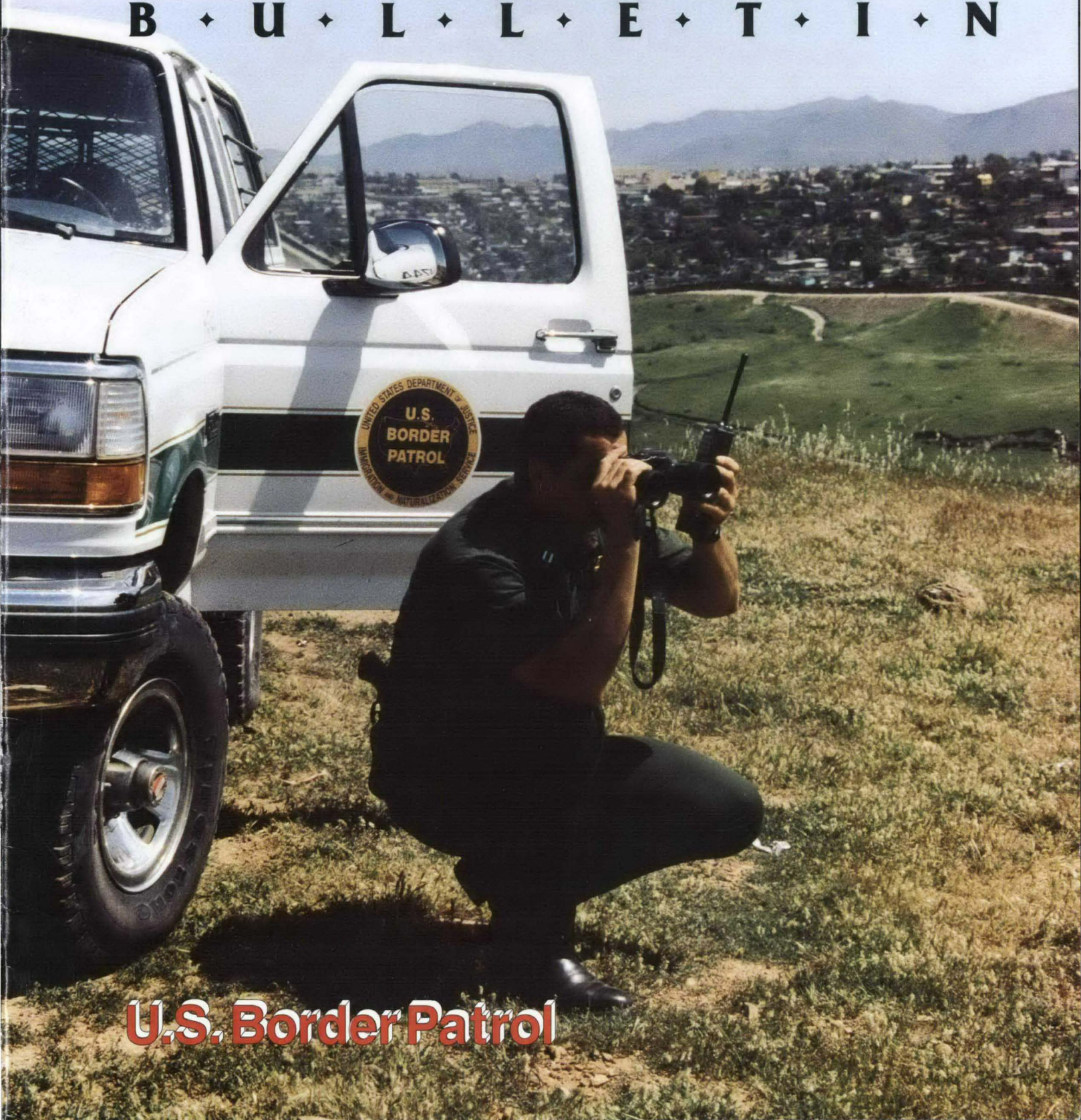
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U.S. Border Patrol

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Louis J. Freeh
Director

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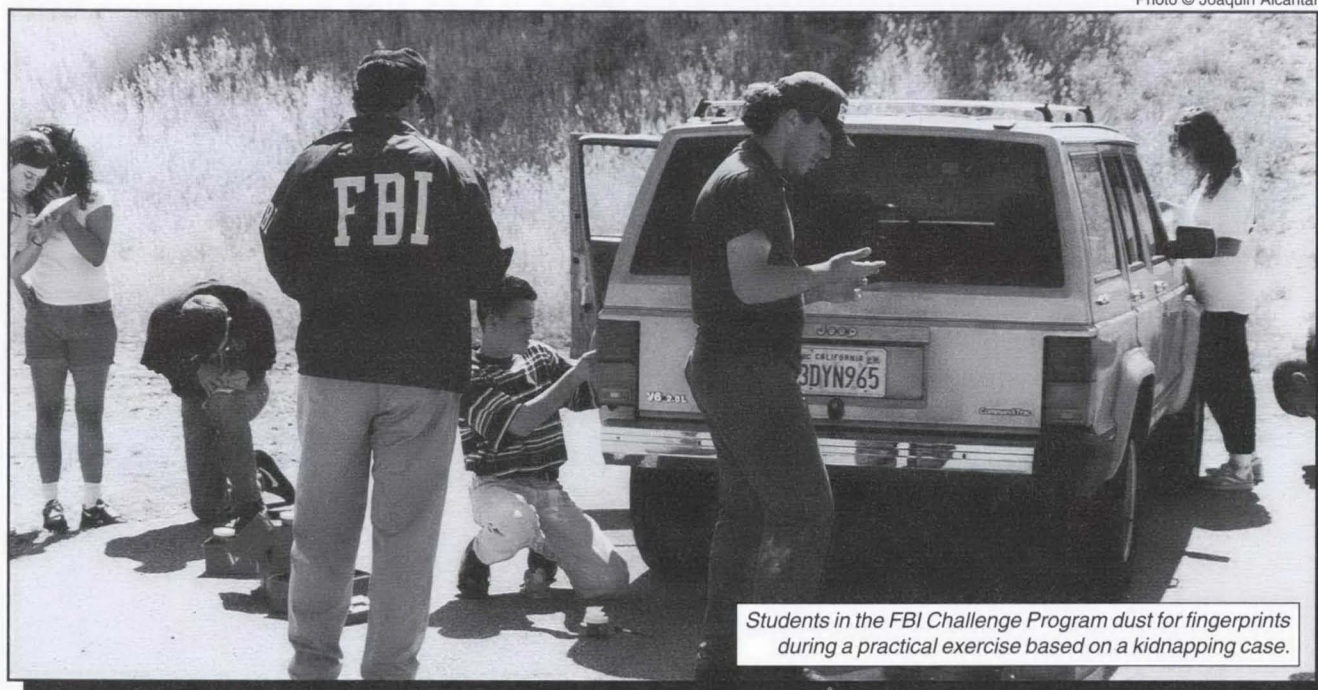
Domestic Violence

The FBI Challenge Program

Inspiring Youth to a Law Enforcement Career

By WILLIAM E. SMITH and
MICHAEL E. STAPLETON, M.A.

Photo © Joaquin Alcantar



Students in the FBI Challenge Program dust for fingerprints during a practical exercise based on a kidnapping case.

Bob, the class valedictorian, walked confidently to the front of the high school auditorium and took his place at the lectern. His mother sat teary-eyed as her son addressed his class for the last time.

While it may appear to be a typical high school graduation, this ceremony, recently held at the Santa Teresa High School in San Jose, California, was different. Nearly a dozen FBI agents sat in the audience and on the speakers platform as a result of a new program initiated at the school.

The program was designed to help students like Bob, who, just a few months before, had been ready to drop out of high school. Instead, he joined a program that completely changed his attitude and interest in academics and in his future. As a result, he did much more than merely remain in school; he improved his academic standing and personal relationships with his classmates and teachers to the point where he was chosen valedictorian of his graduating class.

This article highlights the FBI Challenge Program at the Police and

Fire Academy of Santa Teresa High School. The program works to refocus the lives of teenagers at risk of involvement in youth gang activities and drug abuse. It was designed to encourage, motivate, and inspire high school students of all ethnic, social, and economic backgrounds to stay in school, stay out of trouble, and consider a career in law enforcement.

Background

In 1993, U.S. Attorney General Janet Reno encouraged and challenged Department of Justice

employees to volunteer their time and talents to benefit their local communities. Employees of the San Jose, California, Resident Agency of the FBI took this challenge to heart and searched for opportunities in their community.

San Jose, California, located about 55 miles south of San Francisco, is the third most populous city in the State. As is the case in most large U.S. cities, it faces ever-increasing youth gang activities and illicit drug use.

The East Side Union High School District of San Jose was experiencing an especially significant problem with gangs and youth-related crime in and around its schools. The school superintendent and the San Jose Senior Supervisory Resident Agent agreed that the FBI volunteers should "adopt" a high school in this school district. The superintendent recommended Santa Teresa

High School, a school with a unique police and fire academy program.

The Santa Teresa Police and Fire Academy

The Santa Teresa High School Police and Fire Academy was established in 1988 as a "magnet" program to draw students from all areas of San Jose who expressed an interest in a law enforcement career. While magnet programs usually recruit honors students, the Santa Teresa program takes a different approach. Over 64 percent of the academy's more than 200 students are minorities; inner-city, at-risk youths; and special education students. Many of them come to the school from economically disadvantaged areas of San Jose, a city where busing is common to promote educational equality.

A \$250,000 Federal grant financed the academy initially, but

when funding was cut later, it faced possible extinction. By then, the program had grown so popular that the students themselves raised the money to keep it alive, another quality that makes Santa Teresa's program extraordinary.

Today, leaders within the local law enforcement community make up most of the academy's advisory council and help guide the curriculum and programming. As a result, in addition to their regular academic courses, students receive hands-on law enforcement training with real-life applications. The academy director continually searches for volunteer instructors within the local law enforcement community to speak to the classes and to serve as positive role models for the students.

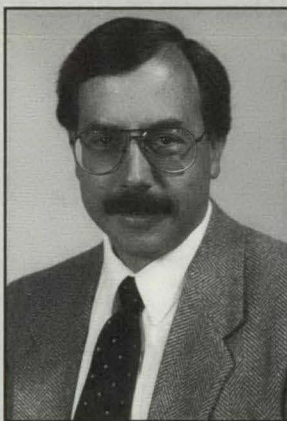
Generally, the students drawn to the academy would have become lost in traditional high school academic settings. These youths appear most susceptible to the allure of gangs and illicit drugs. Often, they are in danger of not completing high school. The Santa Teresa Police and Fire Academy, in conjunction with the FBI Challenge Program, helps to prevent these students from dropping out of school.

The FBI Challenge Program

The FBI Challenge Program began in February 1994, as a supplement to the academy program already in place. Staff members from the academy and the FBI developed an instructional program designed to motivate, encourage, and challenge the students to excel not only academically but also in their personal lives. FBI volunteers conduct presentations to help the students better



Special Agent Smith



Special Agent Stapleton

Senior Supervisory Resident Agent Smith and Special Agent Stapleton serve in the San Jose Resident Agency of the FBI's San Francisco Division.

Santa Teresa High School Police and Fire Academy Curriculum

Law enforcement courses taught in addition to State-required academic courses

Taught by full-time academy instructors:

- Law education
- Conflict resolution
- Domestic violence
- Sexual harassment
- Child abuse
- Cultural diversity
- Radio usage and procedures
- Freshman English and report-writing skills
- Safety education
- Law enforcement careers
- Career planning and placement

Taught by FBI Challenge Program participants:

- The history of the FBI, its jurisdiction, and employee selection system
- The importance of education
- The FBI's message on drugs and gangs
- Fingerprints
- Hostage Rescue and Special Weapons and Tactics teams
- Missing children—The FBI's role
- Cultural diversity

Taught by a San Jose Fire Department captain:

- Fire science

Taught by San Jose Police Department officers:

- Physical education
- Officer safety
- Patrol procedures
- Accident scene investigation
- Crime scene investigation
- Interview techniques
- Report writing
- Youth gang intervention
- Courtroom demeanor

understand the FBI's law enforcement role. As important, they serve as positive role models, discouraging student involvement in youth gangs and illicit drugs and stressing positive alternatives.

To spark the students' interest in a law enforcement career, the FBI volunteers designed a curriculum

they believed teenagers would find informative and interesting. Twice-monthly training sessions, which last 50 minutes each, cover a variety of topics. Audio-visual materials, handouts, slides, overhead transparencies, and practical hands-on exercises accompany and reinforce each lecture.

The first session covers the history of the FBI and its jurisdiction. It also details the selection system for special agent and professional support positions.

The second session emphasizes the importance of completing high school and staying out of trouble, especially if students aspire to a

career with the FBI or other law enforcement agencies. The presenter reviews the qualifications required for a law enforcement career, underscoring the need for trustworthy individuals whose background can withstand the close scrutiny of a thorough investigation.

The third session, based on the FBI's Drug Demand Reduction Program, urges students to go beyond just saying no to drugs and gangs. It suggests positive alternatives, such as joining clubs, playing sports, and volunteering in the community.

The fourth session discusses the uses and importance of fingerprints to law enforcement. Students learn the history of the FBI's fingerprint system and hear stories of criminals such as John Dillinger and Roscoe Pitts, who actually altered their fingerprints in attempts to avoid apprehension. After learning how to dust for fingerprints, the students practice uncovering latent prints.

The fifth session describes the training required for agents involved in crisis intervention, including members of the Hostage Rescue Team and Special Weapons and Tactics team. The presenter relates cases in which agents from these groups, working in concert with one another, resolved crisis incidents such as hijackings and hostage situations. In one such case, an FBI negotiator talked a hijacker into lowering his demands and surrendering—all for the price of a hamburger.

The sixth session, taking fingerprints, was added to the curriculum in response to student requests for additional fingerprint training. In this session, the students learn the

basic fingerprint patterns and how to take a print. The instructor emphasizes proper technique and tests students on their ability to discern and correct problem areas.

The seventh session discusses the FBI's role in child abduction cases. In the past, the FBI would remove itself from cases that did not involve interstate flight. Now, however, the FBI remains committed to all abduction cases until they are

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resolved. In addition, child abduction matters illustrate the value of taking legible prints, which can help identify both suspects and the children they abduct.

Finally, the eighth session covers cultural diversity in law enforcement. The presenter stresses that the FBI and other law enforcement agencies employ men and women from every social, ethnic, and economic background. In short, every student in that class someday could have a career in law enforcement.

At the end of each class, the FBI volunteers test the students and rank them according to their scores. The top students receive awards at graduation, and all students who complete the program receive a

certificate of achievement. Knowing this motivates all of the students to do well.

Putting It All Together

The program of instruction also includes a practical exercise in which the students assume the roles of FBI agents to solve a case, while FBI volunteers pose as victims, witnesses, and subjects. In this scenario, a man and a woman carjack a vehicle and abduct an infant. After fleeing in the stolen vehicle, the couple abandons the car and separates. The woman takes the baby to a nearby home, while the man threatens suicide from inside a van at a second location.

Thus, in three separate crime scenes, the students conduct interviews, take notes, collect latent fingerprints, conduct hostage negotiations, rescue a hostage, and/or make arrests to solve this mock crime. They also communicate with one another via handheld radios. This “final exam” puts everything the students have learned to the test.

Graduation

The first FBI Challenge Program culminated with a graduation exercise attended by parents, family, and friends of the students. Special guests included a member of the San Jose City Council, the assistant chief of the San Jose Police Department, and the assistant sheriff of the Santa Clara County Sheriff's Office. In addition, the special agent in charge of the FBI's San Francisco Division and visiting constables from Scotland Yard served as guest speakers. Several local television stations covered this special event.

Program Evaluation

Throughout the year, the number of students who opted for additional classroom time attested to the success of the FBI Challenge Program. Still, the students completed a written evaluation to help improve the program for future classes.

Most of the students found the hands-on training to be the most motivating and interesting part of the program. In addition, the students complimented the FBI volunteers on their positive, enthusiastic, down-to-earth attitudes. Moreover, seeing FBI agents from diverse backgrounds helped all of the students realize that a law enforcement career and, indeed, even the special agent's position, is an attainable goal for which they can strive.

Conclusion

The future of law enforcement and of society may well depend on the generation of students currently in high school. Law enforcement officers should inspire them to pursue criminal justice careers, especially those students who might not consider the idea because of preconceived notions that their sex, social or economic standing, or ethnic background precludes them from such a career. Law enforcement officers can have a positive, long-lasting effect on today's youth, if only they will make the commitment.

Someone once said that a good teacher has an eternal effect on the future of society. Law enforcement officers also can shape society by serving as positive, inspirational role models for young people. It requires work, time, imagination, and personal involvement, but the rewards are everlasting. ♦

Author Guidelines

Manuscript Specifications

Length: 1,000 to 3,000 words or 5 to 15 pages double-spaced.

Format: All manuscripts should be double-spaced and typed on 8 1/2" by 11" white paper. All pages should be numbered, and three copies should be submitted for review purposes.

Publication

Basis For Judging Manuscripts: Manuscripts are judged on the following points: Factual accuracy, style and ease of reading, structure and logical flow, length, relevance to audience, and analysis of information. Favorable consideration generally will not be given to an article that has been published previously or that is being considered for publication by another magazine. Articles that are used to advertise a product or a service will be rejected.

Query Letters: The editor suggests that authors submit a detailed one- to two-page outline before writing an article. This is intended to help authors but does not guarantee publication of the article.

Author Notification: Receipt of manuscript will be confirmed. Letters of acceptance or rejection will be sent following review. Articles accepted for publication cannot be guaranteed a publication date.

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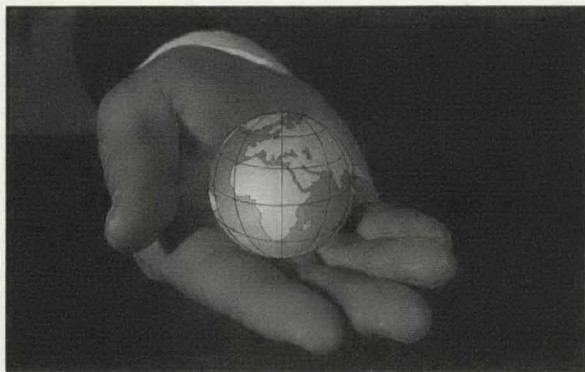
Submission

Authors may contact the special agent police training coordinator at the nearest FBI field office for help in submitting articles, or manuscripts may be forwarded directly to: Editor, *FBI Law Enforcement Bulletin*, Law Enforcement Communication Unit, FBI Academy, Quantico, VA 22135.

Focus on Cooperation

Global Crime Calls for Global Partnerships

By John E. Bunnell



As relations between the United States and the newly formed Commonwealth of Independent States (formerly the Soviet Union) have normalized in the wake of the Cold War, the citizens of both countries have begun to reach out to one another. Not limited to the academic and cultural realms, exchanges also have developed among law enforcement agencies. One such relationship was forged between a sheriff's office in Oregon and a police agency in Russia.

Initial contact occurred in 1992 when I traveled to Russia to host an American television show about the changes taking place in Russian law enforcement. The growing crime problems in Russia—virtually unheard of during the Soviet era—were outstripping the capabilities of Russian law enforcement to combat them. In addition, Russian police agencies had to adjust to the unique problems posed by policing a democratic society. The Russian and American officers who met during the television project agreed that it would be useful for the Russian officers to gain some firsthand experience with Western-style policing. Thus, the exchange program between the Multnomah County Sheriff's Office and the Russian Federation of Police Services was born.

Russian Police Executives Visit Oregon

After months of painstaking preparation and negotiation, the first portion of the exchange began on

June 3, 1993, when four executive officers from the Russian Federation of Police Forces arrived in Portland. The officers were Maj. Gen. Oleg Stankovich, deputy chief of Internal Affairs; Col. Vladimir Polaynsky, chief of the agency fighting illegal drug trafficking and narcotics production; Col. Stanislav Pylev, chief of Personnel; and Col. Nikolai Pavlovsky, cultural liaison officer.

The sheriff's office arranged an extensive and diverse agenda for the visitors. First, the group met with representatives from numerous law enforcement agencies, including the DEA, the FBI, the U.S. attorney's office, the Portland Bureau of Emergency Communication (the dispatch center), and the Portland Police Bureau. Local municipal authorities, members of the Oregon Senate, and the Board on Public Safety Standards and Training also hosted the Russian guests. The high-tech communications, policing, and correctional systems taken for granted in the United States proved to be both unfamiliar and fascinating to the Russian police officers.

Comparing Notes on Policing

The exchange continued in July 1993, when 10 members of the sheriff's office traveled to Moscow to visit two Russian police academies. The Moscow Region Academy and the Moscow City Academy train current and new members of the militia, Russia's police force. The militia handles traditional policing duties, such as patrol, traffic enforcement, and crime investigation, as well as a few unusual ones, such as airport customs. Currently, approximately 2 million members serve in the militia.

With the assistance of interpreters, each member of the American delegation gave short talks at the academies about the nature of their jobs at the sheriff's office. Long question-and-answer periods followed each presentation. This is when the serious information exchange took place.

Questions covered a wide range of topics, from salaries to police vehicles to gun control. Animated discussions arose about the structures of American and Russian societies, their educational practices, and their economic systems. Of course, comparisons of police work in both countries provided a rich source of dialogue within the group. Philosophical discussions

about patriotism and a commitment to improving life in their respective communities were interspersed with practical comparisons of equipment, judicial processes, and correctional systems.

One stark contrast became apparent during a comparison of correctional systems. The Corrections Branch of the Multnomah County Sheriff's Office operates five different jail facilities, ranging from a high-rise, maximum security detention center to a work release program. Conversely, the Russian detention system appears to be woefully inadequate to handle the growing crime rate there. Moscow, a city of 11 million residents, has one jail that can house only 5,000 inmates.

During their visit, the American officers received an education on the rapidly accelerating crime rate in Russia. At one time, approximately 600 militia officers worked drug-related crimes; by the end of 1993, the number of officers had risen to approximately 5,000.

The country also has witnessed a dramatic increase in gang activity in the larger Russian cities. There, gangs have grown bolder and more vicious, much as they have in the United States. Russian organized crime groups have direct connections to groups in the United States, where they employ strong-arm intimidation tactics to victimize and exploit new immigrants to the United States. The officers shared information on how to stem the tide of gang violence in both societies.

During the discussions in Moscow, both sides agreed that while the seasoned officers who had participated in the exchange could describe their experiences with their agencies, even a rich description would not convey the experience clearly to officers in training. The Russians particularly were interested in having new recruits experience exactly the same training as their American counterparts. As a result, the group made plans for four Russian militia cadets to attend a session of the Oregon Police Academy in Monmouth, Oregon.

Training in America

Another year's worth of persistence on the part of the director and staff of the Oregon Police Academy and a team from the sheriff's office finally paid off when the four Russian cadets arrived in Portland on July 2, 1994. All were third-year students at Moscow's Senior Police Academy for the Ministry of Internal Affairs. Evigeny "Eugene" Sorokin, Alexei

"Alex" Gluhedodov, Ekaterina "Kate" Kashtanova, and Natalia "Natasha" Alexandrova arrived in Portland a week before their training started. Members of the sheriff's office opened their homes to the visitors. Strong bonds between the cadets and the American host families developed quickly.

During the 12 weeks of training, the Russian cadets blended well with their American colleagues. Not surprisingly, the Russian and American students

found that they had similar tastes in music, clothes, and food. More important, they discovered that they shared the desires to have good careers and provide safe environments for their families. Their common interests and goals enhanced the training experience for everyone.

Eugene, Alex, Kate, and Natasha graduated from the Oregon Police Academy on September 2, 1994. Through the generous contributions of private foundations and individuals in Oregon, some friends and family from Russia joined them to celebrate their achievement.

Final Comments

Living during the Cold War era, few Russian or American police officers envisioned the possibility of future joint ventures aimed at a common enemy—crime. But as citizens of the emerging global village, law enforcement officers will need such partnerships to combat global crime problems. ♦

Sheriff Bunnell commands the Multnomah County, Oregon, Sheriff's Office.

**“
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”**

Good Neighbors

The U.S. Border Patrol's Community Resource Development Program

By MICHAEL C. NICLEY, M.P.A.

Throughout the United States, law enforcement agencies witness the changing complexions of their jurisdictions as individuals from different cultures immigrate to American cities. Faced with political unrest, economic hardships, or war-torn homes, immigrants brave the unknown to live in what many still view as the land of opportunity.

Others come to the United States for reasons not so virtuous. While some immigrants are legally permitted entry and granted refuge in the United States, many others enter the country illegally, sometimes paying brokers huge sums of money to smuggle them across the border.

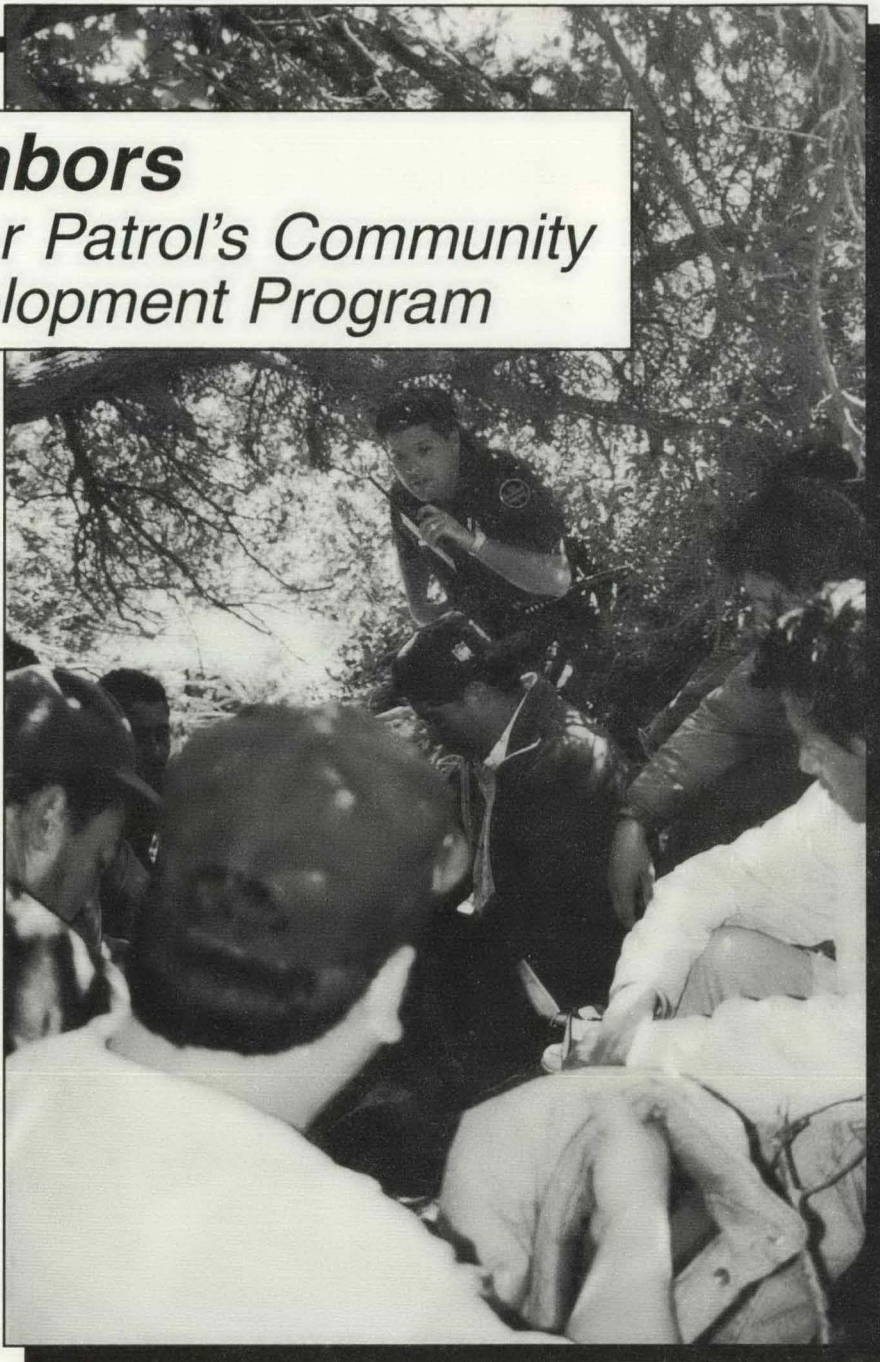
Standing between these individuals and their successful illegal entry is the U.S. Border Patrol. Tasked primarily with enforcing immigration laws, Border Patrol agents often incur the wrath of activist groups and individuals on both ends of the political spectrum, including immigrant rights advocates, open border proponents, and closed border supporters.

One jurisdiction especially subject to public scrutiny is the San Diego Sector. Encompassing only 66 miles of the 2,000-mile border between the United States and

Mexico, San Diego is the most active Border Patrol sector in the United States.

Since October 1991, fewer than 1,200 sector agents have taken 1.9 million persons into custody from 94 different countries. Agents have

seized nearly 203,000 pounds of marijuana and 11,200 pounds of cocaine and processed for forfeiture over 15,500 vehicles used in smuggling operations. Approximately 80 percent of the arrests during this time period took place



along a narrow 16-mile section of the international border.

The Problem

The patrol's high profile in the sector attracts attention from individuals who both support and oppose its efforts. Although some have their own political agendas, many are long-time community residents who have seen their neighborhoods invaded by criminal entrepreneurs who have established major alien and drug smuggling organizations.

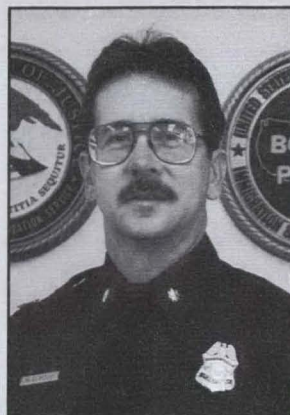
Understandably frustrated, these residents often view the patrol as unresponsive and apathetic toward their concerns. To make matters worse, special interest groups that oppose government efforts to control immigration exploit negative community perceptions, creating further ill-will between the patrol and the public.

The Solution

The San Diego Sector's chief patrol agent recognized that the public's growing willingness to address the Nation's immigration woes provided the ideal opportunity to change the status quo. Adopting the philosophy that patrol agents need to temper enforcement duties with a regard for community concerns, the chief initiated the Community Resource Development Program to allow community residents to communicate their concerns to both line officers and management.

The program's main purpose centers on heightening agent awareness of the widely divergent views held by community members, neighborhood leaders, and special interest groups. In addition, the program

“...the program meets its twin goals of heightening agent awareness regarding public concerns and building a fact-based image of the Border Patrol in the community.”



Agent Nicley serves as a field operations supervisor for the U.S. Border Patrol at the Chula Vista Station in San Ysidro, California.

addresses inaccurate community beliefs regarding agents and the Border Patrol's mission. The chief believes that building an image based on facts and not preconceived ideas grounded in misinformation increases regard for agents in the community and elevates community support for the agency's mission.

The Program

The Community Resource Development Program consists of 40 hours of discussion. It is divided into 10 weekly 4-hour time blocks to facilitate meaningful information exchange in an open forum, while allowing adequate time for those attending to digest one another's perspectives. These relatively short sessions include one or two speakers, as time allows. Border Patrol agents know well in advance who will speak so that they can research the stated positions of the civilian participants and formulate pertinent questions.

Rather than dictating the subject matter, the patrol gives community participants the opportunity to

choose their own topics. They select issues of importance to them, as well as concepts they feel should be important to law enforcement officers responsible for patrolling the border. No subject matter is considered off-limits. The patrol asks only that participants make the sessions interactive.

Still, participants cannot lecture or berate agents and organizational policies with impunity. Further, they can expect pointed questions from the patrol agents concerning their philosophical rationale and justification for actions they or their organizations have taken in the past.

The Participants

While a profusion of civic organizations, community leaders, and special interest groups with an interest in immigration law enforcement exists, selecting representatives capable of providing positive input is no easy task. Management and field personnel identify community spokespersons and individuals who belong to groups either historically critical or supportive of

enforcement efforts. While ideology does not eliminate anyone from consideration, individuals who have demonstrated intemperance or fanaticism generally are excluded.

Participants come from widely dissimilar organizations and speak on topics just as disparate. A representative from the executive board of the Chicano Federation explained the group's relaxed enforcement philosophy and the rationale for their actions. The Southern California program director for the Federation for American Immigration Reform discussed his group's philosophy and immigration reform efforts. He also explained how the federation, a proponent of increased border control, and special interest groups supporting an open

border attempt to exert political influence. The regional director of the National Conference, a group fostering cultural awareness, spoke on a variety of immigration issues.

Two senior attorneys from the Legal Aid Society related their efforts to provide all residents, legal and illegal, fair treatment under the law. With 25 years' experience in his position, the district attorney for San Diego County described how immigration enforcement issues have evolved through the years.

Electronic and print media representatives also participated in the program, eager for the chance to speak directly with field agents. A popular, conservative radio talk show host told agents that they should work within the constraints

of their positions to affect government policy; he felt it was their duty as good citizens. The publisher of a liberal Hispanic newspaper explained the reason for his publication's near-relentless criticism of Border Patrol operations.

Two FBI special agents tasked with investigating civil rights violations and serious allegations of abuse by Border Patrol agents made presentations, and one of the Los Angeles County deputy district attorneys who prosecuted the police officers in the Rodney King case also participated. These public officials shared invaluable personal insights regarding public perceptions, standards of conduct, and use of force issues in law enforcement.

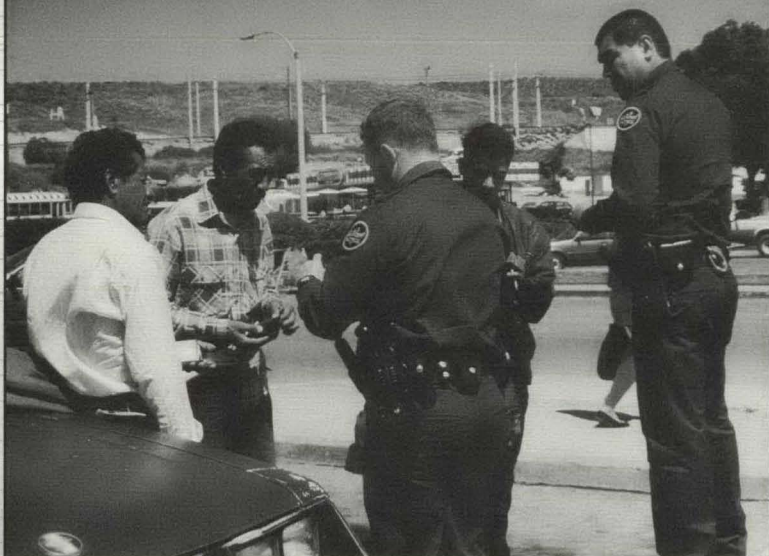
Border Patrol agent attendees have included officers from each of the seven stations throughout the sector, at all levels of experience and rank. Eventually, all Border Patrol employees, sworn and civilian, will attend the program.

The Results

The five completed programs, each involving 35 agents, have received positive reviews from agent and civilian participants alike. They appreciate interacting with one another in a forum that promotes mutual respect and understanding.

The program's success results largely from two factors: The unrestricted interaction between agents and the public and the unlimited range of subjects open for discussion. The unstructured curriculum provides the opportunity to address issues of shared importance, and the interaction, while contentious at times, almost always results in greater understanding and

"Border Patrol agents routinely interact with individuals from different cultures under difficult conditions."



appreciation of all points of view. As a result, the program's reputation has spread, and more community leaders and organizations are anxious to become involved.

Moreover, several civilian participants who in the past demonstrated animosity toward the Border Patrol and its mission have developed a greater understanding of the sometimes insurmountable problems agents encounter while attempting to control the border. Several staunch adversaries requested ride-alongs and have developed professional relationships with agents throughout the sector. In short, the positive reaction of both community participants and sector agents attests to the success of the program.

Border Patrol agent attendees, while understandably skeptical at first, are convinced that the program is a step in the right direction. In their critiques, they indicate that they would like to interact more with their critics and less with their supporters. They favor conversing with adversaries because they believe it provides an opportunity to educate their detractors regarding immigration problems from an enforcement perspective. They also believe the program provides an avenue to express their sentiments directly to the source of their dissatisfaction.

The give-and-take between agents and their critics has led to greater understanding on both sides. Community members appreciate the difficulties faced by Border Patrol agents, while the agents find it easier to accept the immigration philosophies of special interest groups. Thus, the program meets its twin goals of heightening agent awareness regarding public concerns and

building a fact-based image of the Border Patrol in the community.

Other Considerations

Law enforcement agencies contemplating similar programs should be aware that while the Community Resource Development Program experiences rave reviews, creating a practical program may pose several

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By opening the lines of communication and facing difficult subjects head-on, even individuals at opposite ends of the political spectrum can meet in the middle.

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institutional hurdles. First, choosing the appropriate forum is crucial to the program's success. Many traditional cultural awareness and sensitivity programs do not work well. They placate vocal special interest groups, but do not influence the way enforcement personnel view themselves, their mission, and the public they serve. Special interest groups and individuals who gain access to top management personnel may become less virulent in their criticism; yet, their valuable input often does not reach those who would benefit most—the line officers who usually bear the brunt of the community's complaints.

Officer acceptance may pose another significant obstacle. Border

Patrol agents routinely interact with individuals from different cultures under difficult conditions. Still, they remain largely sensitive to the plight of those entering the United States illegally. Agents generally reserve their suspicion for the special interest groups that exploit the situation by using border incidents as a means to push their own political agendas. Moreover, agents view a number of these groups as uninformed regarding border issues.

As a result, agents often do not respond well to the mention of cultural awareness or sensitivity training involving such groups. Indeed, promoting positive interaction among all participants in a manner that furthers the expressed program goals requires a delicate balancing act.

Conclusion

U.S. Border Patrol agents remain the gatekeepers of the Nation's boundaries. Behind them stand community residents, some ready to extend a hand; others, a fist. By opening the lines of communication and facing difficult subjects head-on, even individuals at opposite ends of the political spectrum can meet in the middle.

The San Diego Sector's Community Resource Development Program brings together individuals with opposing points of view in an open forum. This nontraditional approach to diversity training suits a law enforcement environment that is becoming increasingly unpredictable. Using this method can help law enforcement meet the challenges of policing in today's politically charged society. ♦

Cradle Robbers

A Study of the Infant Abductor

By
LARRY G. ANKROM, M.S.
and CYNTHIA J. LENT

In June 1988, a woman dressed in a nurse's uniform entered the hospital room of a new mother and told her she needed to take her baby and have him weighed. Sometime later, a nurse's assistant making her routine rounds realized something was wrong when she saw that the infant's empty bassinet had been left in the room.

Less than 2 days after the abduction and following coverage by the media, phone tips led the police to the abductor's home. Although she had cut the baby's hair, apparently in an effort to disguise him, she evidently had given him proper care.

This case represents a typical abduction scenario, repeated many times in jurisdictions throughout the United States. Since 1983, the FBI's National Center for the Analysis of Violent Crime (NCAVC) and the National Center for Missing and Exploited Children (NCMEC) have documented 145 infant abductions. Eighty-three infants have been taken from hospitals; 62 infants have been abducted from other locations, such

as residences, day-care centers, and shopping centers.

Over 4.2 million births take place at approximately 3,500 birthing facilities in the United States each year.¹ Compared to the number of annual births over the past 12 years, the number of

abductions is, statistically at least, insignificant.

However, the act of stealing a vulnerable baby rises above statistical significance. An infant abduction is an extremely emotional crime for parents. In the past 12 years, eight parents have died



Photo © K.L. Morrison

trying to prevent the thefts of their babies.

Moreover, infant abductions affect the local community and beyond. They make national news, attracting the attention of the entire country. As the media publicize every detail, they put additional pressure on investigators, who may never have experienced this type of crime. Hospitals that fall victim to child abductors have liability concerns; an Oklahoma City couple whose baby was taken filed a \$56 million lawsuit against their city hospital.²

Unfortunately, only limited research on infant abductions exists. In fact, except for training and awareness initiatives undertaken by the NCMEC, no other organization has conducted a comprehensive study of infant abductions.

This article reports the findings of a study of 145 infant abductions. No reporting requirement or mandated centralized collection of data currently exists for infant abduction cases, and the FBI's Uniform Crime Reports do not capture these cases for statistical purposes. Therefore, in order to gather information for this study, the NCMEC, the NCAVC, police departments, FBI field agents, and a hospital security organization gathered data from police reports, court documents, psychological profiles, and media accounts. Conceivably, then, additional cases of infant abduction may have occurred.

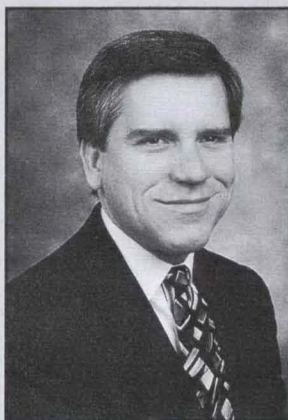
SCOPE OF THE PROBLEM

Infant abduction is the taking of a child less than 1 year old by

a nonfamily member. Although the FBI classifies the cases as kidnappings, infant abductions occur, by definition, for reasons not typically associated with kidnappings. For the most part, infant abductions do not appear to be motivated by a desire for money, sex, revenge, or custody—considered traditional motives in kidnapping cases.

Since 1987, an average of 14 infants have been abducted annually. These abductions had no boundaries in terms of location or size of the hospital, or of race, sex, or socioeconomic background of the infant.

Infant abductions have occurred in 34 States, the District of Columbia, and Puerto Rico. California leads the country in the number of abductions with 23, followed by Texas with 20, New York with 10, Florida with 8, Maryland with 6, and Ohio with 5.



Special Agent Ankrom



Mrs. Lent

Special Agent Ankrom and Mrs. Lent serve in the FBI's National Center for the Analysis of Violent Crime at the FBI Academy.

PROFILE OF THE ABDUCTOR

The data from these cases bring to light certain offender characteristics. Investigators can use these traits to profile and apprehend suspects. To help prevent abductions, hospital administrators should remain alert to persons fitting this profile.

By way of general background, infant abductors usually are women, accounting for 141 of the 145 cases analyzed. However, men committed 4 of the 145 crimes. Offenders whose ages were verified ranged from 14 to 48 years old, with an average age of 28. Race was determined in 142 cases; 63 offenders were white, 54 were black, and 25 were Hispanic. The typical abductor may not have a criminal record. If a criminal record does exist, it likely will consist of nonviolent offenses, such as check fraud or shoplifting.

To gain further insight into infant abductors and the crimes they commit, members of the FBI's NCAVC interviewed 16 abductors.³ Offenders included whites, blacks, and Hispanics and ranged in age (at the time of the abduction) from 19 to 42. They had abducted infants in 10 different States. Nine of the abductors targeted hospitals directly; five approached the infant's residence, and two chose other locations. Although none had committed a violent crime before, four killed the infant's mother before stealing her baby.

Five of the abductors were single, seven were married, and four were either separated or divorced. Ten had no children. Though 13 offenders said they were involved in a significant relationship at the time of the abduction, many described it as "rocky," stressful, and lacking in communication.

Motivation

Although little research exists on the topic of infant abductor motivation, the cases outlined here illustrate that the need to present their partners with a baby often drives the female offender. Ten of the women interviewed admitted that they had faked pregnancy. One of these women recalled crying in the parking lot of a hospital, wondering if she should tell her husband that she was not pregnant. Though she knew in her heart that she should tell him the truth, she thought he would leave her if she did. She chose to remain silent. Later, she followed a mother home and stole her baby.

Another woman had feigned pregnancy successfully with her husband before they were married,

but her second attempt proved unsuccessful. Following her conviction for infant abduction, her husband admitted that he would not have married her had he known she was not pregnant.

Five other women claimed to have miscarried without telling their partners, although no evidence existed to confirm their pregnancies. One said she had miscarried 4 months into her pregnancy, but had continued living the lie, rationalizing that the stress placed on her by her husband's desire to have a baby had prompted her to deceive him.

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In one of the most gruesome cases, the abductor strangled the mother and removed her unborn child from her womb, performing a crude caesarean section with car keys.

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Thus, as these cases illustrate, the infant abductor frequently attempts to prevent her husband or boyfriend from deserting her or tries to win back his affection by claiming pregnancy and, later, the birth of a child.⁴ She may view a baby as the only way to salvage the relationship with her partner.⁵

According to the NCMEC, sometimes the infant abductor is driven by a desire to experience vicariously the birth of a child she is “unable to conceive or carry to

term.”⁶ She is desperate to “bask in the rapture of baby love—to feel adored and needed.”⁷ Just as many expectant mothers tell others the “good news,” the typical infant abductor truly believes that “...she is about to give birth, and she fully expects everyone to accept the reality she has attempted to create.”⁸

Planning

Some abductors spent a great deal of time planning their crimes; others apparently acted on impulse. Their efforts ranged from a few hours to over 9 months before the abduction. Eleven of the abductors interviewed gained weight prior to the abduction. One gained 61 pounds. Eleven purchased baby goods, and 12 told others they were pregnant. Then, when it came time to “deliver,” the abductors employed such tactics as surveilling hospitals, monitoring birth announcements in the newspaper, following mothers home, and posing as hospital employees, babysitters, or social workers.

One abductor drove over 300 miles to steal an infant from an area where she had once resided. She also admitted to “checking out the security” of at least two area hospitals. While her actions appear premeditated, when asked to explain them, she responded, “I knew I was going somewhere, but I didn’t know where.... It was like I escaped into this little dream.”

In fact, though most women planned events leading up to the abduction, many seemed to have not prepared for the act itself. They also could not, or would not, recall the mechanics of how they had carried

out the abduction. One woman, who had entered a residence and murdered the mother before stealing her baby, remembered, "I had no plan of action, you know, it just was whatever happened, happened." This same woman had visited at least three hospitals, while wearing maternity clothes, prior to committing her crime.

Following the abduction, 14 of the 16 offenders openly displayed the stolen infant to others. Six claimed to have given birth in an area hospital; four, out of town; and two, at home. Only three of the abductors altered the baby's appearance. According to one abductor, she cut the baby's hair to make him look younger.

THE SCENE OF THE CRIME

Location

Offenders have chosen two distinct locations from which to abduct infants. Traditionally, the hospital setting has been the primary target for infant abductions. Eighty-three of the 145 infants were taken from within the hospital: 49 from the mother's room, 14 from the nursery, 13 from pediatric hospital rooms, and 7 from other hospital locations.

Bolder criminals try locations outside the hospital. Three babies were stolen from a clinic or doctor's office; two from day-care centers. One quick-thinking abductor snatched a baby from the hospital curb. Forty brazen abductors targeted the residence of the infant or a babysitter.

Time of Day

Even in these emotion-driven crimes, perpetrators show signs of

logic. In the majority of these cases, the abductors chose to act during normal business hours. One hundred and twenty-one of the 145 cases occurred from Monday through Friday. In the 124 cases where the time of abduction was recorded, 95 occurred between 8 a.m. and 6 p.m. The reason for this appears to be ease of movement. That is, in a hospital during normal working hours, abductors could disguise themselves as employees and slip in and out virtually undetected. Similarly, at a residence, there would be less likelihood of confronting a spouse during the workday.

Month

Analyzing the months of the abductions from January 1983 through December 1994 revealed a marked

increase in the number of abductions beginning in May of each year and continuing through October. More infant abductions occurred in May (19 total) and December (20 total) than in any other month. Historically, November has shown a decline in the number of abductions (a total of 8). Abductions also occur less frequently from January through April.

Although a pattern seems to exist here, it simply could be coincidence. Most of the 16 abductors interviewed had feigned pregnancy. They had to "deliver" a baby 9 months later, regardless of the time of year.

Method

Whether they steal babies from a hospital or from another

Infant Abductions in the United States January 1983-December 1994

Year	Number of Abductions
1983	5
1984	8
1985	6
1986	12
1987	18
1988	13
1989	16
1990	15
1991	16
1992	9
1993	13
1994	14

location, abductors usually gain access through a con or ruse, as did 101 of the 145 subjects studied. Methods vary but have included posing as hospital employees, babysitters, or social workers. Some abductors have asked to use the telephone to get into the victim's home.

While cons help abductors gain access, they do not always make the abduction itself easier. As a result, abductors have used force either alone or in combination with a con in 16 cases, leading to the deaths of seven mothers and one father. Ten of these forcible abductions occurred in the victim's home. The abductors used guns in 11 cases.

Abductions away from the hospital pose access difficulties for the offender and may account for the need to exercise force. In these cases, the degree of force ranged from threatening or binding the mother to shooting and stabbing the parents. In one of the most gruesome

cases, the abductor strangled the mother and removed her unborn child from her womb, performing a crude caesarean section with car keys. Miraculously, the infant survived. Unfortunately, the mother did not.

Thankfully, not all cases are this violent. In 25 cases, the abductor stole the infant without having direct contact with another person at the moment of abduction.

INVESTIGATIVE STRATEGIES

Successful resolution of any case depends on several factors, including the efforts of law enforcement. In 135 of the 136 resolved cases, the amount of time the infants remained missing ranged from mere hours to just over 300 days. Ninety-three of the babies were recovered in 2 days or fewer. Overall, law enforcement has a 94-percent rate of resolution.

One of the primary investigative strategies in infant abduction cases has been using the media to activate community awareness. Friends, relatives, and/or neighbors identified the abductor following media reports in approximately 53 out of 129 cases where researchers knew how the crime was solved. Anonymous phone tips resulted in the capture of 20 abductors following media exposure.

Of the 16 abductors interviewed by researchers, four admitted to following the media reports, but none altered their plans based on the coverage. In short, the media played a significant role in identifying the offenders without impacting their actions. Accordingly, investigators probably need not fear that publicizing the case will bring harm to the infant.

TRENDS

Although 1993 and 1994 did not produce a significant decrease in the number of infant abductions, the number of abductions from hospitals did decline. For the first time in 10 years, the number of abductions that occurred away from the hospital outnumbered hospital abductions. Hardening hospital targets likely will continue to force potential abductors to look for other options. Because the use of force increases significantly when outside of the hospital setting, the future of infant abductions could include an increase in violent incidents.

CONCLUSION

Infant abductions usually are carried out by women who are not criminally sophisticated. However, the women demonstrate an ability to

Infant Abductions in the United States
January 1983-December 1994

Abduction Location	Number of Cases	Status
Hospital	83	
Mother's room	49	4 missing
Nursery	14	all recovered
Pediatric room	13	all recovered
Other	7	all recovered
Residence	40	3 missing
Other	22	2 missing

plan the abduction, convincingly play the role of a hospital employee or other professional, and resort to deadly force if necessary.

Most of these women are living a lie—before, during, and after the abduction. Many have faked a pregnancy, which eventually forces them into a corner. They feel they have no choice but to produce a child by any means necessary. Indeed, infant abductions are the desperate acts of desperate women. As one infant abductor put it, "I began getting really desperate trying to figure out what I was gonna do—how I was gonna find someone to give me their baby—now."

None of the recovered infants has been injured, but seven mothers and one father have died trying to prevent abductions. The status of nine missing infants remains uncertain. By continuing to track and study infant abduction cases, law enforcement can profile suspects and identify trends in order to decrease the occurrence of these horrible crimes. ♦

Endnotes

¹ J.B. Rabun, *For Healthcare Professionals: Guidelines on Preventing Infant Abductions*, Arlington, VA: National Center for Missing and Exploited Children, June 1993.

² T. Farley, "Parents Sue City Hospital for \$56 Million," *The Daily Oklahoman*, March 8, 1991, 9.

³ These interviews were conducted with funds provided by Interagency Agreement #91-MC-004, issued through the cooperation of the Office of Juvenile Justice and Delinquency Prevention.

⁴ P. Beachy and J. Deacon, "Preventing Neonatal Kidnapping," *Journal of GN*, 21, 1, 1991, 12-16.

⁵ *Supra* note 1, 3.

⁶ *Ibid.*

⁷ R. Grant, "The New Babysnatchers," *Redbook*, May 1990, 153.

⁸ *Ibid.*, 152.

Dial Law Enforcement



Law Enforcement is available via three computer dial-up services. Anyone who has a personal computer and a modem can access, download, or print current issues of *Law Enforcement* in their homes or offices by contacting these services. Those interested in obtaining information regarding these services should dial the following numbers directly:

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1-800-227-9640
- CompuServe
1-800-848-8199
(Ask for Representative 346.)

Police Practice

Prevention A New Approach to Domestic Violence

By William D. Baker, J.D.



The criminal justice system's response to domestic violence has evolved dramatically during the past two decades. Historically, when responding to domestic dispute calls, law enforcement officers could do little more than separate spouses and wait for tempers to cool.

By the mid-1980s, changing social standards led to more vigorous enforcement policies. In Massachusetts, as in many States, these policies resulted in mandatory arrest statutes,¹ domestic violence firearm-confiscation statutes,² restraining order registries,³ and enhanced penalties for convicted batterers.⁴

These measures constitute an important step forward in addressing one of the most recurrent

problems that confronts law enforcement. However, these policies share a characteristic that limits their effectiveness in actually curtailing domestic violence. As *reactive* measures, they can be used only after an incident occurs. Thus, the progressive policies adopted in recent years have done little to prevent new cases of abuse or to reduce the number of domestic violence calls handled by the police.

Prevention as a Goal

Law enforcement officials often become frustrated when, in the wake of a domestic violence-related homicide, media headlines proclaim, "The System Fails Again." It is difficult to accept such criticism when the criminal justice system mainly responds after a crisis has occurred. While a crisis intervention stance appropriately takes as its first priority the safety of victims, such an approach risks ignoring the importance of primary prevention.⁵

In 1991, the Massachusetts Criminal Justice Training Council⁶ and the Framingham Police Department joined with local educators and victim advocates to create a proactive program that addresses the root causes of domestic violence. The Violence Prevention Program stresses prevention rather than reaction. It has emerged as a unique method to address critical risk factors, such as gender-role stereotypes and sexism, that lead to domestic violence.

The Violence Prevention Program

The Violence Prevention Program educates young people about domestic violence and provides them with skills to help them avoid destructive behavior. The program targets students in the seventh and eighth grades.

Staff members of a local nonprofit shelter for battered women⁷ structured the curriculum in five 1-hour blocks that can be delivered in health classes as part of the regular school curriculum. The program is intended to be taught by two-member teams made up of a police officer and an educator. The ideal team consists of a male teacher and a female officer, the reverse of the common stereotype. Together, they can model respectful behavior and effectively deal with the issue of gender-role stereotyping.

Police administrators choose officers for the program based on their demonstrated sensitivity to the

issues of domestic violence, as well as for their field experience, performance in training and role-playing, and teaching ability. The immediate goal of the program is to give the officers and educators a visible, proactive role in preventing violence. The ultimate goal is to reduce violence in intimate relationships.

Training the Trainers

Before the officers and educators begin to teach the program, they receive special instruction on the subject of domestic violence. A 3-day, train-the-trainer course focuses on the dynamics of domestic violence. Professional counselors in the areas of teen dating violence and battering conduct the training sessions. Funds from a State grant cover the fees for the counselors.

On the first day of instructor training, the participants learn about cycles of violence and examine questions such as "Why do men batter?" and "What makes women remain in abusive relationships?" The second day of instruction focuses on program curriculum. Participants go through the exercises, such as formulating definitions for abuse and respect and listing the attributes of respectful men and women. On the third day, the officers and teachers deliver the curriculum through role-playing.

In addition, training counselors often arrange for a presentation by a victim or a batterer to give the teaching pairs an opportunity to understand better the mindset of victims and batterers. Guest lecturers drawn from a regional pool of medical and domestic violence experts also may be called on to share their insights with the participants. Near the conclusion of the course, the counselors discuss what steps officers and educators should take if they receive reports of domestic violence from the students.

At the conclusion of the course, each pair of trainers returns to their middle school in one of the 30 school districts throughout the Commonwealth that participate in the program. To limit the financial impact of the program on local communities, the

teaching pairs present the program in their school districts as part of their regular assignments.

Teaching the Curriculum

The curriculum divides the five components of the program into different sessions. The teaching pairs present the components in 1-hour classes generally delivered on five consecutive days.

In the first session, the teaching pair asks the students to brainstorm examples of abusive and respectful behavior. Students learn that abuse can be mental, emotional, verbal, sexual, or physical. The session exposes students to different ideas about what constitutes abuse and respect in the minds of both men and women. The instructors' primary focus is to show that abuse and respect must be defined by the person targeted by the behavior.

In the second session, instructors use commercial advertisements and class discussion to explore the link between stereotypes and violence. The teaching pair divides the students by sex and asks them to create a list of attributes associated with being a mature man or woman.

The students discuss how men and women should resolve conflicts and interact with one another. The instructors then use the advertisements to demonstrate the prevalence of stereotyping both in the media and society. They explain that such stereotyping can lead to an imbalance of power in relationships, which can breed violence and abuse.

In the third session, the instructors sensitize students to the warning signs of domestic violence. They attempt to dispel some of the myths about who batters and who might be victimized by abuse. At this point, instructors often invite batterers and victims to speak to the class. However, the instructors carefully screen these guest speakers to ensure that their views are consistent with the goals of the program.

Curriculum planners reserved the fourth and fifth sessions for classes on topics chosen by the instructors. During these final sessions, the teaching pairs

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**The ultimate
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relationships.**

”

may choose to offer instruction in conflict resolution skills, discuss ways to end difficult relationships, help the students create networks for peer support, or advise students of community resources for victims and batterers.

Student Reaction

Program coordinators measured the impact of the program by evaluating changes in the attitudes of students who took the course. Nearly 700 students completed surveys given before and after the classes.

Seventy-eight percent of the females and 59 percent of the males felt that the program would be useful in preventing violence in current or future relationships. Nearly 92 percent of females and 84 percent of males identified school as an appropriate place to learn about dealing with conflict in dating relationships.

The survey also indicated consistent improvement in the students' ability to define and identify abusive behavior. When asked if "guys should always be in control" of a relationship, 86 percent of females answered no before the course; 90 percent answered no after attending the classes. Sixty-five percent of the males answered no to the same question before the course; 77 percent said no after the course. When asked if calling a female a derogatory term is abusive, 87 percent of the females answered yes before the course; 93 percent answered yes after the course. Seventy-eight percent of the males answered yes before the course; 86 percent said yes after the course.

Conclusion

Domestic violence represents such a chronic problem for society and law enforcement officers that it has become difficult to envision new ways to address it. Certainly, the best scenario is to prevent it from occurring in the first place.

The Violence Prevention Program delivers a proactive message of mutual respect and conflict resolution to counter the mixed signals and negative messages that young people often receive regarding interpersonal relationships. The positive response of the students who have completed the program indicates that they value discussing social issues and want to learn appropriate interpersonal skills.

The combined efforts of law enforcement, the educational system, and private organizations help to make the program both practical and successful.

Through the Violence Prevention Program, police officers team up with the community to address an issue before it erupts into a problem. ♦

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Endnotes

¹ Mass. Gen. Laws Ann. ch. 209A, sec. 6 (West 1991).

² Mass. Gen. Laws Ann. ch. 209A, sec. 3B (West 1994).

³ Created by Massachusetts Criminal History Systems Board and the Office of the Commissioner of Probation, at Mass. Gen. Laws Ann. ch. 208, sec. 34D (West 1994).

⁴ Enhanced penalty statutes as found in Mass. Gen. Laws Ann. ch. 265, sec. 43 (West 1994).

⁵ Of the three levels of prevention (primary, secondary, and tertiary), primary prevention is the most proactive. It is

defined by the Massachusetts Department of Public Health, Office of Violence Prevention, as "...the empowerment of individuals, families, and communities to achieve and maintain their maximum health and functioning through the promotion of health-enhancing behaviors and the reduction of biological, economic, social, and environmental risk factors that contribute to ... illness, health problems, and disease."

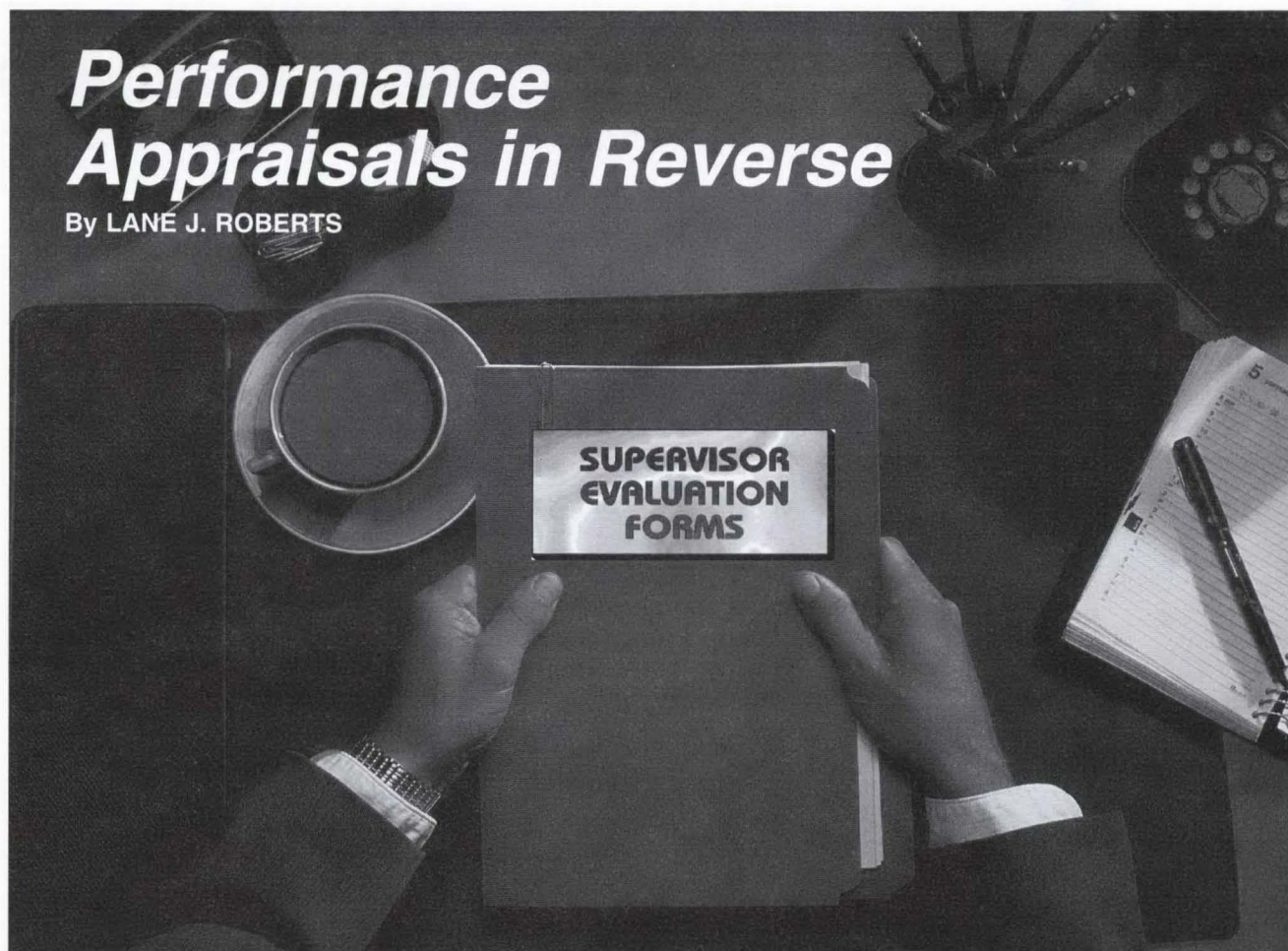
⁶ The Massachusetts Criminal Justice Training Council is the principal police training agency in Massachusetts.

⁷ Transition House is located in Cambridge, Massachusetts. Emerge, a program for batterers, assisted in developing the Violence Prevention Program curriculum.

Mr. Baker is the commissioner of public safety for the Commonwealth of Massachusetts in Boston. He formerly served as chief of police in Sutton, Massachusetts.

Performance Appraisals in Reverse

By LANE J. ROBERTS



"...although a good performance appraisal [system] does not make a good company, a bad system can be crippling...."¹

A leader accomplishes work through other people. Except in very small police agencies where leaders also perform enforcement duties, subordinates, not leaders, accomplish the primary purpose of law enforcement. At a minimum, these subordinates need three things: An understanding of their job assignments; the training necessary to do their jobs; and regular appraisals of their work to reinforce satisfactory performance and correct substandard performance. Providing these critical elements forms the essence of the supervisor's job² and can be accomplished through effective performance appraisals.

Performance evaluations provide critical feedback for both supervisors and subordinates. This article discusses the nature of traditional performance evaluation and then describes the relatively new idea of reverse evaluations, which allow subordinates to rate supervisors.

THE NATURE OF PERFORMANCE APPRAISALS

The performance evaluation process provides supervisors with the tools to evaluate subordinate performance on a formal, periodic basis and to create a mutual understanding of individual needs,

work objectives, and standards of acceptable performance. Evaluations allow supervisors to give feedback on how well subordinates meet expectations and to offer specific recommendations on what subordinates can do to improve performance.

Likewise, subordinates can suggest ways for supervisors to improve their performance and help develop their potential. Further, performance evaluations serve important administrative functions, such as identifying employee training needs and providing input on administrative decisions regarding promotions, reassignments, disciplinary actions, and terminations.³

In addition to presenting information to the subordinate, the appraiser tries to learn during performance appraisal interviews what is happening in the workplace and how the subordinate is reacting to it.⁴ Good listening skills and diplomatic

but probative questions are essential tools for the supervisor in this area.

However, when the employee being evaluated also is a supervisor (such as a sergeant in a police department), even more information is needed. Superior performance by supervisory personnel is the key to accomplishing departmental goals. Most police executives, however, have only vague perceptions of their supervisors' performance, particularly in terms of their ability to develop and supervise subordinates. Using reverse appraisals can offer some assistance.

REVERSE PERFORMANCE APPRAISALS

Managerial performance appraisals present special challenges because management involves an inherently complex and varied set of activities. These activities include facilitating a productive work environment and developing

subordinates to their full potential. To determine the effectiveness of each supervisor in these capacities, the most knowledgeable sources of information are obviously those being supervised—the subordinates themselves.

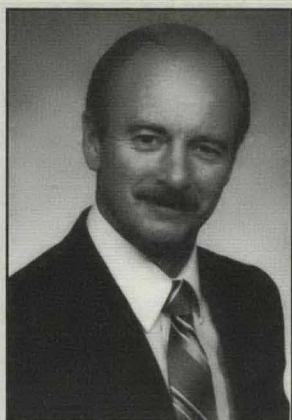
People often do a good job of showing their best qualities to their superiors. Consequently, executives see managers and supervisors differently than subordinates do.⁵ To gain a legitimate and comprehensive understanding of the performance of supervisors, executives need to gain the perspective of the people they supervise.

In 1988, a private corporation instituted a reverse appraisal process with the stated purposes of giving the employees a vote in the workplace, improving managers' supervisory skills, and improving the efficiency of the organization.⁶ As with many premises that apply to private industry, these goals also apply directly to law enforcement. The idea is to alert executives to potential problems with supervisors' performance.

In much the same manner as traditional performance appraisals, reverse appraisals furnish the executive with insights that will aid in the development of managers and supervisors. Identifying deficiencies in supervisory skills in a timely manner allows for timely corrective action. Not only is the subordinate's lot improved, but the supervisor's potential also is enhanced.

SAMPLE REVERSE APPRAISAL PROCESS

The reverse appraisal process is not complex. Departments first need



Chief Roberts commands the Union Gap, Washington, Police Department.

**“
...the purpose of
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”**

to create a form for subordinates to complete to evaluate their supervisors. Then, a system must be established for collecting the forms from subordinates, delivering them to the appropriate executives, and using them for supervisors' evaluations. The system must maintain the anonymity of the rater and the confidentiality of the information collected. The Union Gap, Washington, Police Department uses the following process.

Reverse Appraisal Form

The department uses a 20-question form that addresses specific issues of a nontechnical nature. The intentionally subjective questions are designed to discern how the subordinate perceives the supervisor. The questionnaire places special emphasis on how well the supervisor meets the subordinate's needs. Subordinates provide numerical responses to each question (1=unsatisfactory through 5=excellent).

The questions allow the department to address its own unique supervisory concerns. Other departments might have different concerns and should design their questionnaires accordingly.

Instructions for completing the form direct employees not to put any identifying marks on it so that the information can remain confidential. Employees are asked to be honest in evaluating their supervisor's performance and are assured that the chief will not tolerate retaliation for a poor evaluation. Employees are reminded that the purpose of obtaining their views is to help improve the level of supervision they receive.

Steps

Once the form has been designed, the process is very straightforward. Everyone involved must follow each step carefully to ensure the confidentiality of the information provided and the anonymity of the employee. The process involves three categories of employees—subordinates, supervisors, and executives.

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If executives want to
gain the most
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information comes
from those being
supervised.
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Step 1: The supervisor notifies subordinates of the date and time of their appraisal interviews and provides them with reverse appraisal forms at least 2 days prior to the scheduled interview.

Step 2: Each subordinate completes the form and seals it in an envelope marked confidential and addressed to the executive who will use the information. Forms must be typed and unsigned. The subordinate initials across the seal and places a piece of cellophane tape over the initials.

Step 3: At the beginning of the subordinate's appraisal interview, the supervisor collects the sealed

envelope. Supervisors must ensure that all of their subordinates turn in the reverse appraisal form. If, for some reason, a subordinate chooses not to rate a supervisor, feasibly a blank form could be submitted, but this has never occurred in Union Gap.

Step 4: The supervisor delivers the sealed envelopes to the executive at least 10 days prior to the supervisor's performance appraisal interview. The executive ensures that all envelopes are still sealed and initialed.

Step 5: The executive removes the completed forms and disposes of the envelopes.

Step 6: The executive reviews the information contained in the reverse appraisal forms and factors that information into the supervisor's performance appraisal and performance improvement plan. The reverse appraisal forms may be kept as part of the supervisor's permanent record or discarded, according to the agency's prerogative.

Carefully following the steps in the process ensures that employees feel secure in honestly assessing their supervisors' performance. Executives receive valuable information not otherwise available to them that can be used to help improve the quality of supervision, just as supervisors seek to improve the level of their subordinates' performance.

This process does not allow for appraisal of the head of the agency by managers and supervisors. However, a similar concept can be devised to enable executives to receive such feedback.

Supervisor Evaluation Form

The form used by the Union Gap Police Department contains the following sample questions. Space is provided at the end of the form for optional comments. Employees give numerical ratings of their supervisors on each question (*Scale: Excellent=5; Above Standard=4; Satisfactory=3; Needs Improvement=2; Unsatisfactory=1*).

1. Is your supervisor available to you for questions/assistance as much as possible?
2. Is your supervisor in the field during peak hours as much as possible?
3. Does your supervisor follow officer safety procedures and consider personal safety as well as that of others?
4. Does your supervisor practice safe driving when responding to calls?
5. Is your supervisor willing to assist you with your work or to do some of your work when you are backlogged?
6. Does your supervisor maintain composure and reliability in emergencies?
7. Is your supervisor able to make decisions to solve problems that are within his/her authority?
8. Does your supervisor use courtesy and tact when contacting the public?
9. Does your supervisor try to cooperate and to assist you in your work?
10. Is your supervisor able to control his/her temper and emotions under stress?
11. Does your supervisor take conflict personally?
12. Is your supervisor trying to do the best job possible?
13. Is your supervisor willing to accept/assume responsibilities?
14. Does your supervisor make an effort to get to know your strengths and weaknesses?
15. Are your supervisor's evaluations fair and objective with the good of the department in mind?
16. Does your supervisor effectively organize and direct your work?
17. Is your supervisor effective in helping to develop good employees?
18. How well does your supervisor analyze problems at work and find solutions to solve them?
19. Does your supervisor take fair and firm action in personnel problems or are they avoided?
20. How much confidence do you have in your supervisor?

Concerns

The reverse appraisal process presents the possibility of disgruntled subordinates' giving vengeful appraisals. For this reason, executives should be careful not to assign too much weight to one or two poor

appraisals. However, when several subordinates point out similar concerns, it should cue the executive to take corrective measures. Performance improvement plans for supervisors allow executives to gauge improvement and to provide a

benchmark for measuring the need for remedial or even disciplinary action.

If a police department elects to use a reverse appraisal process, the staff should be involved in its development. Executives will need to

address some initial concerns. Employees might fear that their input could result in adverse personnel actions against an immediate supervisor. This problem could be particularly difficult in a small agency where relationships, even between supervisors and subordinates, tend to be more personal. Employees also might fear that their feedback will jeopardize a coworker's salary increase or promotion. And, of course, there is almost certain to be fear that vengeful coworkers will abuse the system.⁷

Although each concern has some valid basis and needs to be addressed seriously, none should pose insurmountable obstacles to implementing a reverse appraisal process. In fact, similar concerns arose in the early stages of implementing standard performance appraisal programs years ago. However, by modeling successful programs used in private industry and in law enforcement, departments can avoid some of the pitfalls and alleviate many employee concerns.

CONCLUSION

Law enforcement executives must provide for and ensure the effective performance of their officers. This duty inherently involves making sure that supervisors also function effectively. Performance appraisals and reverse appraisals provide valuable tools for fulfilling those responsibilities.

Using reverse performance evaluations does not guarantee a better police agency. Only a performance evaluation system that has been tailored to meet the

goals and objectives unique to the department will help to improve the operation.

Appraisers at all levels must remember that performance appraisals are meant primarily for development and growth, not for censure. By identifying their strengths and weaknesses, appraisals can help employees develop to their full potential. In turn, better employees make for better police departments.

However, it is not sufficient to appraise only from the top down. If executives want to gain the most comprehensive picture of a supervisor's performance, the best information comes from those being supervised. Reverse appraisals provide a mechanism for acquiring that information confidentially.

Police executives must develop reverse appraisal processes with care in order to address employee concerns successfully. However, well-designed processes yield significant benefits in terms of giving employees a vote in the workplace, improving supervisors' skills, and perhaps most important, improving agency efficiency. ♦

Endnotes

¹ Richard Girard, "Is There a Need for Performance Appraisals?" *Personnel Journal*, August 1988, 8-9.

² Jeffrey R. Cameron, "Performance Evaluations Reevaluated," *Police Chief*, February 1989, 53-56.

³ Ibid.

⁴ William S. Swan, *How to Do a Superior Performance Appraisal: A Guide for Managers and Professionals* (New York: Wiley, 1991).

⁵ Joyce E. Santora, "Rating the Boss at Chrysler," *Personnel Journal*, May 1992, 38+.

⁶ Ibid.

⁷ Gloria E. Bader and Audrey E. Bloom, "How to Do Peer Review," *Training & Development*, June 1992, 62.

Wanted: Photographs



The Law Enforcement staff is always on the lookout for dynamic, law enforcement-related photos for possible publication in the magazine. We are interested in photos that visually depict the many aspects of the law enforcement profession and illustrate the various tasks law enforcement personnel perform.

We can use either black-and-white glossy or color prints or slides, although we prefer prints (5x7 or 8x10). Appropriate credit will be given to contributing photographers when their work appears in the magazine. We suggest that you send duplicate, not original, prints as we do not accept responsibility for prints that may be damaged or lost. Send your photographs to:

John Ott, Art Director,
FBI Law Enforcement Bulletin, Law Enforcement Communication Unit, FBI Academy, Quantico, VA 22135.



Book Review

Psychological Services for Law Enforcement by Theodore H. Blau, Wiley and Sons, Inc., New York, 1994.

During the past two decades, police psychology has become a distinct and well-recognized specialty. A survey conducted in the mid-1980s showed substantial growth in the use of psychological services on the part of law enforcement, with over 75 percent of responding agencies reporting a need for psychologists to assist in screening, assessment, counseling, and training.

Psychological Services for Law Enforcement gives an excellent overview of these emerging areas of cooperation between law enforcement and psychology. The author's extensive experience both as a psychologist (Dr. Blau served as president of the American Psychological Association) and as a police officer (who earned the rank of inspector) allows him to combine scholarly knowledge with practical advice and personal insight.

The presentation is divided into four main sections. The first part covers the nature of policing and includes a historical background on the development of law enforcement agencies, a discussion of factors specific to policing in the United States, and an organizational overview of how psychological services can function within the structure of a police agency.

Part two covers the role of psychological assessment in law enforcement, including officer recruit selection, fitness-for-duty evaluations, and special unit testing. This section clarifies the definition and purpose of these assessments, details some of the relevant legal and ethical issues, and provides a brief description of psychological tests commonly used in police evaluations. Dr. Blau provides examples of several acceptable evaluation practices and report formats that he has found helpful in his practice. This discussion emphasizes the fundamental principles necessary to evaluate the propriety of

the assessments, e.g., the competence level of the examiner, the suitability of the tests and procedures used, and the limitations of the assessments.

The next section focuses on psychological intervention, covering the topics of critical incident counseling, stress, and individual/family counseling. The author describes several prevention strategies, discusses common on-the-job and family problems and their consequences, and provides preliminary clinical and administrative guidance to persons responsible for helping officers who are in distress or at risk.

The final section covers the diverse services that psychologists may offer in providing operational assistance for training, hostage negotiation, and investigative or management consultation. Dr. Blau outlines potential training opportunities for basic recruit academy and inservice instruction and describes his experiences in developing advanced training programs for police psychologists.

The chapters also provide overviews of psychological profiling, investigative hypnosis, psychological autopsy, and response strategies to critical incidents. In addition, the text includes an appendix with over 100 pages, with information on professional standards, sample proposals, clinical questionnaires, and outlines for various training programs.

Psychological Services for Law Enforcement provides a very useful collection of practical advice, clinical wisdom, and psychological research. It can serve as a valuable reference for police psychologists and law enforcement administrators.

Reviewed by
Randy Borum, Ph.D.
Department of Psychiatry
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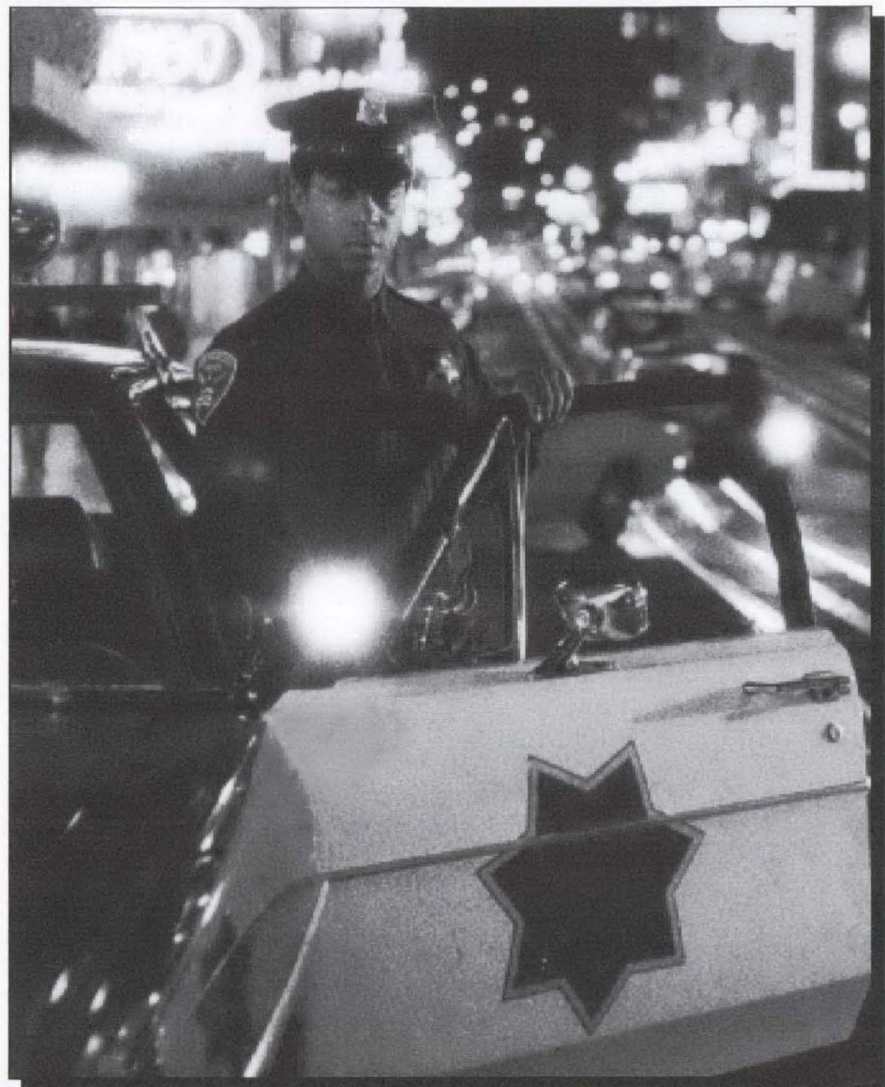
Police Officer Safety and the Constitution

By JOHN C. HALL, J.D.

"...it would be unreasonable to require that police officers take unnecessary risks in the performance of their duties." ¹

Law enforcement is a dangerous and difficult job, a fact attested to by the numbers of law enforcement officers killed and injured each year during the performance of their duties. The U.S. Supreme Court, when applying the Constitution to law enforcement issues, consistently has recognized the inherent dangers of the job and has provided considerable latitude to accommodate the legitimate safety concerns of law enforcement officers.

Perhaps the clearest illustrations of this point are the recent Supreme Court cases that define the authority of officers to use force while effecting arrests or other seizures of persons under the fourth amendment.² In these cases, the Court has emphasized that any assessment of an officer's use of force in such circumstances must be "...judged from the perspective of a reasonable officer on the scene, rather than with the 20/20



vision of hindsight," while making "...allowance...for the fact that officers are often forced to make split-second judgments—in circumstances that are tense, uncertain,

and rapidly-evolving...."³ A recent Federal court of appeals decision characterized the Supreme Court's approach to this issue in these words:

...the Supreme Court's standard of reasonableness is comparatively generous to the police in cases where potential danger, emergency conditions or other exigent circumstances are present....the [Court] intends to surround the police who make these on-the-spot choices in dangerous situations with a fairly wide zone of protection in close cases.⁴

But it is not only in the context of using force to effect an arrest or detention that the Court has demonstrated concern for the safety of law enforcement officers. A similar pattern may be seen in fourth amendment cases ranging from investigative detentions to executions of warrants inside private dwellings. Judicial concern for police officer safety runs like a golden thread throughout the fabric of constitutional criminal procedure.

This article surveys the cases that specifically deal with the safety concerns of law enforcement officers. It also discusses the degree to which the Constitution permits officers to protect themselves while performing their duties.

Investigative Detentions

Law enforcement responsibilities often demand that officers encounter individuals where some type of criminal activity is suspected but insufficient information exists to support an arrest. Uncertainty regarding an officer's authority during such encounters creates significant safety risks.

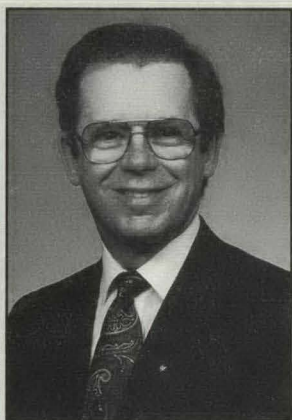
The Supreme Court initially addressed both the constitutional authority and the risks in *Terry v. Ohio*.⁵ The Court held that officers can temporarily detain individuals who they suspect are engaging in criminal activities and frisk them for weapons when they have reason to

believe they are armed. Observing that "...a perfectly reasonable apprehension of danger may arise long before the officer is possessed of adequate information to justify taking a person into custody for the purpose of prosecuting him for a crime....," the Court stated:

...there must be a narrowly drawn authority to permit a reasonable search for weapons for the protection of the police officer, where he has reason to believe that he is dealing with an armed and dangerous individual, regardless of whether he has probable cause to arrest the individual for a crime.⁶

The Court cautioned that because the sole justification for the frisk is the protection of the officer and others nearby, it must be "confined in scope to an intrusion reasonably designed to discover guns, knives, clubs, or other hidden instruments for the assault of the police officer."⁷

In *Michigan v. Long*,⁸ the Court expanded the permissible scope of a frisk for weapons to include the passenger compartment of a vehicle during a lawful investigatory stop of its occupant. What began as a traffic-related stop quickly changed when officers saw a large hunting knife on the floorboard of the automobile. One of the officers retrieved the knife and conducted a further search in the passenger compartment of the car for other weapons. Instead of other weapons, the officer found a large quantity of marijuana. The State court suppressed



Special Agent Hall is a legal instructor at the FBI Academy.

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the marijuana, holding that a frisk for weapons must be limited to the person.

Reversing the lower court's decision, the Supreme Court noted that "we have...expressly recognized that suspects may injure police officers and others by virtue of their access to weapons, even though they may not themselves be armed."⁹ The Court continued:

Our past cases indicate then that protection of police and others can justify protective searches when police have a reasonable belief that the suspect poses a danger...and that danger may arise from the possible presence of weapons in the area surrounding a suspect. These principles compel our conclusion that the search of the passenger compartment of an automobile, limited to those areas in which a weapon may be placed or hidden, is permissible if the police officer possesses a reasonable belief...that the suspect is dangerous and the suspect may gain immediate control of weapons.¹⁰

The Supreme Court rejected the lower court's reasoning that the suspect was under police control and did not have access to other weapons inside the car. The Court pointed out that a suspect can break away from police control long enough to gain a weapon and further observed that if not arrested, the suspect will eventually be permitted to return to his car where he would have access to any weapon located inside.

"Routine" Vehicle Stops

A second highly vulnerable activity for police officers is the routine traffic stop—routine in the sense that at the time the stop is made, an officer generally has no reason to believe the stop involves anything more than a relatively minor violation that requires nothing more than issuing a citation. The vulnerability emerges from the very fact that the underlying basis for such stops is generally a relatively

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'What is at most a mere inconvenience cannot prevail when balanced against legitimate concerns for the officer's safety.'

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minor offense without a hint of danger. And yet, almost 10% of all officers feloniously killed in the United States each year are killed while making routine traffic stops.¹¹

In 1977, the Supreme Court recognized this vulnerability in the case of *Pennsylvania v. Mimms*.¹² Two police officers stopped Mimms for driving an automobile with an expired license. One of the officers ordered Mimms to get out of the car, whereupon he observed a suspicious bulge under his jacket. Suspecting the bulge to be a weapon, the officer frisked Mimms and discovered a revolver.

Mimms' conviction for carrying a concealed weapon was reversed by the State supreme court on the ground that ordering him to get out of the car constituted an impermissible seizure under the fourth amendment. The Supreme Court, recognizing the "inordinate risk confronting an officer as he approaches a person seated in an automobile," reversed the State court's decision and held that the order given to Mimms was reasonable. The Court noted the legitimate interest of officer safety by stating:

Against this important interest we are asked to weigh the intrusion into the driver's personal liberty occasioned not by the initial stop of the vehicle, which was admittedly justified, but by the order to get out of the car....What is at most a mere inconvenience cannot prevail when balanced against legitimate concerns for the officer's safety.¹³

Custodial Arrests

The courts have long recognized the dangers associated with the inherently hostile atmosphere surrounding arrests. Likewise, as noted above, the Supreme Court has given considerable deference to officers in choosing the level of force necessary to safely effect an arrest of criminal suspects. Similarly, the Court has recognized the need to *maintain the protection* of officers as they complete the processes normally associated with arrests.

In the landmark decision of *Chimel v. California*,¹⁴ the Supreme Court noted that in addition to the

need to preserve evidence and prevent the escape of the arrestee, officers need to protect themselves when engaged in such activities. In this regard, the Court stated:

When an arrest is made, it is reasonable for the arresting officer to search the person arrested in order to remove any weapons that the latter might seek to use in order to resist arrest or effect his escape.

*Otherwise, the officer's safety might well be endangered....*¹⁵ (emphasis added)

The Court then explained the need to extend this search beyond the person of the arrestee to the immediate area by commenting:

A gun on a table or in a drawer in front of one who is arrested can be as dangerous to the arresting officer as one concealed in the clothing....¹⁶

In *New York v. Belton*,¹⁷ the Court extended the *Chimel* standard to permit the search of the passenger compartment of an automobile incident to the arrest of an occupant. The Court held that such a search also could encompass containers within the passenger compartment "because of the danger their contents might pose to the police."¹⁸

More recently, the Court further expanded the scope of the search incident to arrest by permitting, under appropriate circumstances, "protective sweeps" in houses where officers are effecting arrests. As the phrase suggests, the sole purpose of this expansion is "to protect the safety of police officers or others."

In *Maryland v. Buie*,¹⁹ police officers, armed with an arrest warrant, entered the suspect's residence to arrest him for armed robbery. When they entered, the officers fanned out to cover the first and second floors in an effort to locate the suspect. One officer covered the door leading to the basement to prevent anyone from endangering the

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officers from that direction. The officer shouted into the basement, ordering anyone there to come out. The suspect emerged from the basement and was arrested. An officer then entered the basement "in case there was someone else" down there and discovered an article of clothing matching that worn by one of the armed robbers.

Reversing a State court decision to suppress the clothing, the Supreme Court analogized the fundamental issue in this case to that in *Terry v. Ohio*, in which it was determined that "...although a frisk for weapons constitutes a severe, though brief, intrusion upon cherished personal security, such a

frisk is reasonable when weighed against the need for law enforcement officers to protect themselves and other prospective victims of violence...."²⁰

In *Buie*, the Court observed that in *Terry* "...we were concerned with the immediate interest of the police officers in taking steps to assure themselves that the persons with whom they were dealing were not armed with or able to gain immediate control of a weapon that could unexpectedly and fatally be used against them."²¹ Applying that concern to the facts in *Buie*, the Court concluded:

In the instant case, there is an analogous interest of the officers in taking steps to assure themselves that the house in which a suspect is being or has just been arrested is not harboring other persons who are dangerous and who could unexpectedly launch an attack. The risk of danger in the context of an arrest in the home is as great as, if not greater than, it is in an on-the-street or roadside investigatory encounter....[U]nlike an encounter on the street or along the highway, an in-home arrest puts the officer at the disadvantage of being on his adversary's 'turf.' An ambush in the confined setting of unknown configuration is more to be feared than it is in open, more familiar surroundings.²²

Building upon this logic, the Court devised a two-tiered rule to accommodate the safety needs of officers when conducting arrests

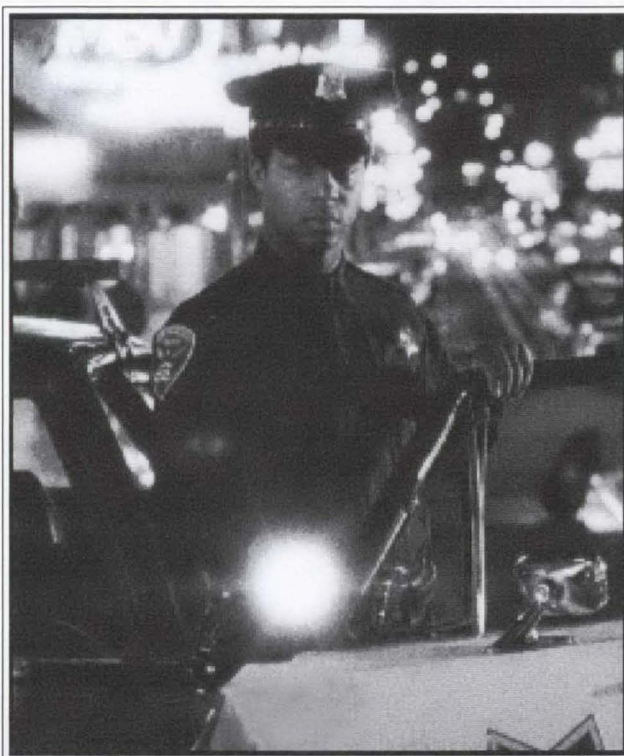
inside premises. First, as incident to the arrest, officers, without either probable cause or reasonable suspicion, may look in closets and other spaces immediately adjoining the place of arrest from which an attack could be immediately launched. Second, a protective sweep may extend to other areas of the house if officers have a reasonable suspicion to believe the area harbors individuals posing a danger to those at the arrest scene. The Court emphasized that a protective sweep—like its constitutional cousin the frisk for weapons—must be limited to its purpose with respect to both space and time:

The sweep lasts no longer than is necessary to dispel the reasonable suspicion of danger and in any event no longer than it takes to complete the arrest and depart the premises.²³

Executions of Warrants

As with other law enforcement activities, executing search warrants on premises poses safety concerns for officers. Perhaps the two most significant concerns are those that arise during the initial entry and those posed by the presence of individuals on the premises in which the search must take place. In both instances, the Supreme Court has taken some notice of the safety issues and addressed them.

In many cases, search warrants are executed without officers actually confronting significant risks. But the potential for the emergence of risks is ever-present, particularly where the criminal activity being investigated involves violence and the presence of weapons.



An entry through a doorway or a similarly constricted space to execute a warrant places officers in a highly vulnerable position. Although these risks may be offset somewhat by the element of surprise, officers must first knock, announce their authority and purpose, and provide occupants with an opportunity to permit entry before

making a forcible entry. This requirement has been codified in many States, as well as in the Federal Code, and is now a constitutional standard.

In *Wilson v. Arkansas*,²⁴ the Supreme Court unanimously held that because the knock-and-announce rule was a part of the common law at the time the fourth amendment was adopted, it is relevant to an assessment of reasonableness. The Court stated:

An examination of the common law of search and seizure leaves no doubt that the reasonableness of a search of a dwelling may depend in part on whether law enforcement officers announced their presence and authority prior to entering.²⁵

A violation of this rule by law enforcement officers presumably could result in the suppression of any evidence obtained as a result of the entry,²⁶ while compliance could significantly increase the dangers to which officers may be exposed. More important, the Supreme Court held

that "...although a search or seizure of a dwelling might be constitutionally defective if police officers enter without prior announcement, law enforcement interests may also establish the reasonableness of an unannounced entry."²⁷

Without attempting to delineate the specific circumstances where an

unannounced entry would be permissible, the Court observed that courts applying the common law rule previously have recognized concern for safety as one of the exceptions to the general rule. In *Wilson*, the State contended that the unannounced entry should be upheld because the officers reasonably believed that a prior announcement would have placed them in danger. This belief was based on their knowledge that the defendant had threatened an informant with a pistol and also had previously been convicted of arson and firebombing. Conceding that "[t]hese considerations may well provide the necessary justification for the unannounced entry in this case,"²⁸ the Supreme Court remanded the case to the State court to make the initial determination of that issue.

The Supreme Court addressed another safety consideration connected with the execution of search warrants in *Michigan v. Summers*.²⁹ Armed with a search warrant for a dwelling, officers detained the occupant while the warrant for drugs was being executed. The Court upheld the detention of the defendant and recognized the "legitimate law enforcement interest in preventing flight in the event that incriminating evidence is found."³⁰ However, the Court further explained:

Less obvious, but sometimes of greater importance, is the interest in minimizing the risk of harm to the officers.... The risk of harm to both the police and the occupants is minimized if the officers routinely exercise unquestioned command of the situation.³¹

Conclusion

The protection of the lives and safety of those who enforce the law is the responsibility of the society that reaps the benefits of that service. Unfortunately, the nature of law enforcement dictates that officers will continue to be exposed to risks of death and injury while performing their duties.

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It is critical to recognize that the Constitution does not require officers to assume greater risks than those inherent in the job. In fact, as the cases discussed here illustrate, the Supreme Court has acknowledged those issues and has drawn rules to accommodate them. Given the Supreme Court's deference to the legitimate safety concerns of law enforcement officers, and the clear interest of society in protecting those who are charged with enforcing society's laws, departmental policies that are more restrictive should be carefully evaluated to ensure officers are not being required to assume unreasonable risks to their safety. ♦

Endnotes

¹ *Terry v. Ohio*, 392 U.S. 1, at 23 (1968).
² See *Tennessee v. Garner*, 471 U.S. 1 (1985), and *Graham v. Connor*, 490 U.S. 386 (1989).

³ *Graham*, 490 U.S., at 396-397.

⁴ *Roy v. Inhabitants of City of Lewiston*, 42 F.3d 691, 695 (1st Cir. 1994).

⁵ 392 U.S. 1 (1968).

⁶ 392 U.S., at 26-27.

⁷ 392 U.S., at 27.

⁸ 463 U.S. 1032 (1981).

⁹ 463 U.S., at 1048.

¹⁰ 463 U.S., at 1049.

¹¹ FBI Uniform Crime Reports, *Law Enforcement Officers Killed and Assaulted*, 1990.

¹² 434 U.S. 106 (1977).

¹³ 434 U.S., at 111.

¹⁴ 395 U.S. 752 (1969).

¹⁵ 395 U.S., at 762-763.

¹⁶ 395 U.S., at 763.

¹⁷ 453 U.S. 454 (1981).

¹⁸ 453 U.S., at 461.

¹⁹ 494 U.S. 325 (1990).

²⁰ 494 U.S., at 332.

²¹ 494 U.S., at 333.

²² 494 U.S., at 333.

²³ 494 U.S., at 335-336.

²⁴ 115 S.Ct. 1914 (1995).

²⁵ 115 S.Ct., at 1916.

²⁶ In *Wilson*, the prosecution argued that even if the entry was deemed unconstitutional by virtue of the failure to knock and announce, the evidence discovered during the execution of a valid search warrant need not be suppressed in light of the "independent source" and "inevitable discovery" exceptions to the exclusionary rule. See *Segura v. United States*, 468 U.S. 796 (1984), and *Nix v. Williams*, 467 U.S. 431 (1984), respectively. The Supreme Court declined to decide that issue, leaving the question of appropriate remedy open for a future case.

²⁷ 115 S.Ct., at 1919.

²⁸ 115 S.Ct., at 1919.

²⁹ 452 U.S. 692 (1981).

³⁰ 452 U.S., at 702.

³¹ 452 U.S., at 702-703.

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

The Bulletin Notes

Law enforcement officers are challenged daily in the performance of their duties; they face each challenge freely and unselfishly while answering the call to duty. In certain instances, their actions warrant special attention from their respective departments. *Law Enforcement* also wants to recognize their exemplary service to the law enforcement profession.



Officer Atherton

Officer Shirley M. Atherton of the Pinellas Park, Florida, Police Department responded to a call of people trapped inside a burning house. When Officer Atherton arrived on the scene, she observed a woman covered with soot exiting the front door. The woman was able to tell Officer Atherton that her husband was still inside the house. Although smoke was billowing from the windows and doors, Officer Atherton entered the residence to search for the man. As she crawled under the smoke, she heard someone coughing, followed by what sounded like a body falling to the floor. Officer Atherton located the victim but was unable to revive him. She then dragged the unconscious man out of the house onto the lawn, where she revived him. Hospital personnel later determined that the man had suffered a stroke and probably would have perished in the blaze if not for the actions of Officer Atherton.



Trooper Sheldrick



Sergeant Merritt

Trooper George Sheldrick and Sgt. William Merritt of the Vermont State Police rescued a young woman who had been sexually assaulted and kidnapped at gunpoint by her former boyfriend. The victim was reported missing when she failed to arrive at school or work. Law enforcement officers from several agencies initiated a search for the victim and her boyfriend, as well as their vehicles. A citizen who had learned of the victim's disappearance from media accounts reported seeing the victim and suspect in a vehicle fitting the description of the victim's car. When Trooper Sheldrick was dispatched to the area to investigate, an acquaintance of the victim flagged him down and informed him that the victim's vehicle, which appeared to be occupied, was in the woods 100 yards ahead. Trooper Sheldrick radioed for backup and promptly was joined by Sergeant Merritt. Both officers approached the vehicle quietly, one on each side. As Sergeant Merritt quickly removed the victim from the passenger's side, the suspect produced a gun and pointed it at Trooper Sheldrick. The two officers then wrestled the weapon away from the suspect and placed him into custody. Investigation revealed that the revolver was, in fact, a nonfiring replica. The suspect had planned to commit "suicide," if confronted, by aiming the replica at a law enforcement officer. The heroic actions of Trooper Sheldrick and Sergeant Merritt ended a 25-hour ordeal without further trauma to the victim.

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