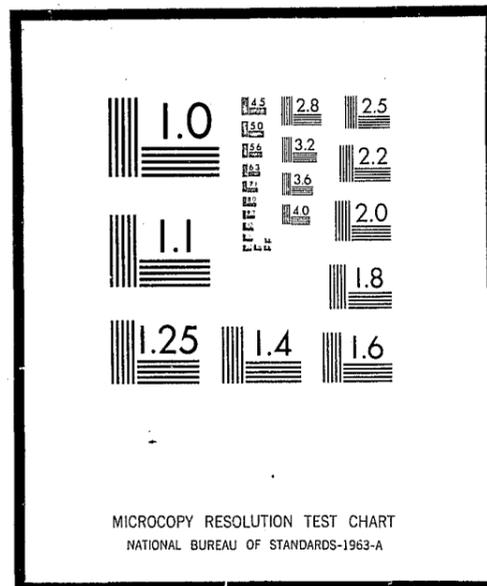


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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
WASHINGTON, D.C. 20531

Date filmed

10/8/75

WASHINGTON OPERATIONS

POLICE LOW VISIBILITY
PATROL OPERATIONS

JANUARY 1974

Equipment Systems Improvement Program Report
prepared for



U.S. DEPARTMENT OF JUSTICE
LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
NATIONAL INSTITUTE OF LAW ENFORCEMENT
AND CRIMINAL JUSTICE

MITRE

REF

14960

THE EQUIPMENT SYSTEMS IMPROVEMENT PROGRAM

Following a Congressional mandate* to develop new and improved techniques and equipment to strengthen law enforcement and criminal justice, the National Institute of Law Enforcement and Criminal Justice under the Law Enforcement Assistance Administration of the Department of Justice established the Equipment Systems Improvement Program. The objectives of the Program are to determine the priority needs of the criminal justice community to help in its fight against crime, and to mobilize industry to satisfy these needs. A close working relationship is maintained with operating agencies of the criminal justice community by assigning systems analysts to work directly within the operational departments of police, courts and corrections to conduct studies related to their operational objectives.

This document is a research report from this analytical effort. It is a product of studies performed by systems analysts of the MITRE Corporation, a not-for-profit Federal Contract Research Center retained by the National Institute to assist in the definition of equipment priorities. It is one of a continuing series of reports to support the program decisions of the Institute relative to equipment development, equipment standardization and application guidelines. Comments and recommendations for revision are invited. Suggestions should be addressed to the Director, Advanced Technology Division, National Institute of Law Enforcement and Criminal Justice, Law Enforcement Assistance Administration, U. S. Department of Justice, Washington, D. C. 20530.

Gerald M. Caplan, Director
National Institute of Law
Enforcement and Criminal Justice

* Section 402(b) of the Omnibus Crime Control and Safe Streets Act of 1968, as amended.

THE MITRE CORPORATION

WASHINGTON OPERATIONS

WORKING PAPER

WP. 10488
No. Vol. Series Rev. Supp. Corr.

CONTROLLED DISTRIBUTION

Subject: Police Low Visibility Patrol Operations

To: William E. Holden

Contract No.: F19628-73-C-0001

Sponsor: LEAA

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Project No.: 8160

Dept.: D-38

Page 1 of 37 Pages

Date: 8 January 1974

Approved for MITRE Distribution:

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ABSTRACT:

This is a report of the results of a study of Police Low Visibility Patrol Operations. Field study was conducted in New York City and Detroit to aid in identifying associated equipment problems and needs.

Four problem areas are discussed in detail: Identification of Plain-clothes Police Officers, Concealment of Weapons, Covert Communications, and Emergency, High-Speed Response in Unmarked Cars.

THIS INFORMAL PAPER PRESENTS TENTATIVE INFORMATION FOR LIMITED DISTRIBUTION.

EXECUTIVE SUMMARY

This is a report of the results of a study of police patrol operations undertaken on behalf of the National Institute of Law Enforcement and Criminal Justice (NILECJ) in support of the Equipment Systems Improvement Program (ESIP). The study concentrated specifically on Low Visibility (LV) Patrol Operations¹ as opposed to Normal Patrol, and to High Visibility Patrol.²

Field study was conducted in June and July of 1973 at two sites - New York City and Detroit - to gain firsthand knowledge in LV operations. Background and organization of New York's City-Wide Anti-Crime Section (CWACS) and Detroit's Felony Prevention Unit (Operation STRESS - Stop The Robberies, Enjoy Safe Streets) with examples of patrol activities observed are recounted in this report. Since CWACS makes frequent use of decoy tactics, an observed decoy operation in New York is described in detail, and since STRESS primarily uses the "blending patrol" tactic, a night of LV patrol in Detroit is described.

Equipment used in LV operations is categorized as follows:

- Communications
- Vehicles
- Weapons
- Disguises
- Vision Aids
- Protective Garments

and is described for each city. Included also are officers' suggestions for improvements for each equipment type.

Conclusions reached in the study are presented in the form of "Problem Areas". The following problem areas are proposed for further analysis:

- Identification of Plainclothes Police Officers
- Concealment of Weapons
- Covert Communications
- High-Speed Response in Unmarked Cars.

¹Unmarked vehicles, plainclothes officers.

²Saturation of area with clearly marked police vehicles.

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I. INTRODUCTION

Police patrolling strategies used by law enforcement agencies generally fall into the following categories:

- (1) High Visibility Patrol - geographical saturation with clearly marked police vehicles; usually includes assigning a vehicle to each police officer for personal use off duty as well as official use on duty.
- (2) Normal Patrol - deployment of clearly marked police vehicles, but used only by officers on duty.
- (3) Low Visibility (LV) Patrol - deployment of unmarked vehicles manned by plainclothes or disguised officers.

It is believed that strategies (1) and (2) directly deter crime by explicitly notifying criminals and potential criminals of police presence. Strategy (3) seems indirectly to deter crime by increasing apprehension rates³ and by imparting the feeling that any arbitrary "man on the street" might be a police officer. Low Visibility Patrol is the subject strategy for this report.

LV Patrol has two methods of implementation:

- Blending patrol - deploying unmarked cars and plainclothes officers to cruise the streets, intervening when they observe criminal activities transpiring.
- Decoy operations - disguising police officers in a manner that will make them likely prey for criminals, then making arrests when the "bait" is taken.

It was suggested by NILECJ that field study include New York City, since their City-Wide Anti-Crime Section (CWACS) is known to

³With only 4% of the manpower of the New York Police Department, New York's Low Visibility units effected over 14% of the police arrests in New York in 1972 - From the City-Wide Anti-Crime Section Annual Report, 1972.

be a prime example of an LV operation. The much-publicized Operation STRESS (Stop The Robberies, Enjoy Safe Streets) of Detroit was chosen as a second candidate for study.

Equipment problems were encountered at both sites and are discussed in this report.

II. STUDY METHODOLOGY

The objectives of this study were to isolate and report on:

- Operational problems amenable to equipment solutions, and
- Problems with existing equipment.

To accomplish the objectives, site visits were conducted in New York City and Detroit to:

- Uncover operational and equipment problems by direct observation through accompanying LV teams on patrol;
- Elicit opinions from Patrol Officers through distribution of a questionnaire;
- Interview commanding officers and patrol support staff to obtain information on organization, existing equipment and problems.

In New York, interviews were also held with the Sergeant in Command of CWACS' Transportation and Equipment Squad; STRESS, however, has no specific unit in charge of equipment.

The questionnaire contained two sections pertaining to equipment; the sections appeared in the following format:

List the equipment you use in CWACS (STRESS).		
Equipment Type (.38 Cal. Rev., etc.)	Satisfied With Performance?	Suggestions For Improvement
List any suggestions you have for new equipment		
Equipment Description	Primary Use	

In New York, the questionnaires were left for distribution and later collection. Fifty-three (20% of manpower) were completed, returned to the CWACS staff, and later mailed to the author.

In Detroit, the questionnaires were distributed at roll call and collected before the men left for their assigned patrol areas. The resulting return rate proved to be better than in New York (37 of 98, for 38%) but the number of suggestions received per questionnaire appeared to be fewer than in New York.

The author accompanied LV teams on patrol in both New York and Detroit.

III. BACKGROUND AND ORGANIZATION OF STUDY SITES

NEW YORK CITY

New York's LV patrol operates under the acronym of CWACS (City-Wide Anti-Crime Section). CWACS evolved from the Taxi/Truck Surveillance (TTS) unit, formed in July of 1970 with an original contingent of approximately 60 men. The following statistics on taxi robberies⁴ illustrate the success of the founding unit in motivating expansion in November of 1971 to the larger CWACS operation. The statistics also depict the continued success after expansion.

<u>Year</u>	<u>Total Taxi Robberies</u>
1970	3210
1971	2360 (26% decrease over previous year)
1972	1519 (36% decrease over previous year; 53% decrease over 1970)

When the TTS Unit was expanded to CWACS, additional Anti-Crime Units were created by authorizing each precinct's patrol force (New York has 72 precincts) to use a maximum of 5% of its men to form its own LV units.

The Anti-Crime Patrol (Precinct squads + CWACS) concentrates on four crime types: Robbery, Burglary, Grand Larceny - Person, and Grand Larceny - Auto. For 1972, there was an overall reduction of 20% in those four "street crimes" coupled with an increase of 8% in arrests in those categories (refer to Table I). The Anti-Crime Patrol, with about 4% of the NYPD manpower, effected over 14% of the total arrests and over 20% of the felony arrests made by the full department (from Table II).

The Headquarters (H.Q.) for CWACS is purposely separate from any H.Q. for uniformed personnel. It is located near Manhattan, on Randall's Island. Headquarters is the site of the central radio console, equipment storage, administrative offices and is the mustering point for the daily roll call for each LV shift.

⁴City-Wide Anti-Crime Section Annual Report, 1972, p.5.

TABLE I
NUMBERS OF REPORTED CRIMES AND ARRESTS
FOR
1971 VERSUS 1972
IN
NEW YORK CITY⁵

CRIME TYPE	CRIMES			ARRESTS		
	1971	1972	% CHANGE	1971	1972	% CHANGE
Robbery	88,994	78,202	-12.1	17,417	19,227	+10.4
Burglary	181,331	148,046	-18.4	15,847	15,910	+ 0.04
Grand Larceny - Person	79,369	53,337	-32.8	4,589	4,628	+ 0.08
Grand Larceny - Auto	85,735	67,243	-21.6	8,045	10,099	+25.5
Total	435,429	346,828	-20	45,898	49,864	+8

⁵Ibid, p. 2

TABLE II

1972 ARRESTS EFFECTED BY THE ANTI-CRIME PATROL

VERSUS

THE FULL NEW YORK CITY POLICE DEPARTMENT ⁶

	<u>ACP</u>	<u>NYPD</u>
Felony	19,937	97,811
Misdemeanor	10,443	81,197
Violation	1,540	38,550
Totals	<hr/> 31,920	<hr/> 217,558

⁶Ibid, pp. 2-3

CWACS is currently (as of 6/29/73) manned by 268 officers, comprising eight patrol squads, staff, crime analysis and liaison personnel, and transportation and equipment units. Personnel assignments are shown in Table III. The primary squads (squads 1-6) are regularly rotated through three shifts; one is deployed from 9 a.m. until 5 p.m., one from 4 p.m. until 12:30 a.m., and two from 5 p.m. until 2 a.m.⁷ Additionally, squads 3A and 6A are "on call" squads which work special assignments with no fixed working hours or locales.

Geographical areas of assignment are made by the Crime Analysis (statistical) Unit. A card file, indexed by precinct, is maintained on crime volume and rankings for the categories of:

- Robbery
- Burglary
- Grand Larceny - From Person
- Grand Larceny - Auto
- All assaults
- All crime.

The file is manually updated and the precincts ranked monthly by extracting pertinent data from computer print-outs supplied by the NYPD data processing facility.

At the daily roll calls, the officers are given their area and vehicle assignments and are briefed on major crime occurrences for the past twenty-four hours, as well as any other pertinent information (e.g., descriptions of wanted persons). The roll call and briefing usually take about half an hour.

⁷ Six squads x 5 work days each = 30 squad days available per week,
30 squad days ÷ 7 days = 4+ squads available per day.

TABLE III
PERSONNEL ASSIGNMENTS
FOR THE
CITY-WIDE ANTI-CRIME SECTION (CWACS)
IN
NEW YORK CITY

	Squads	1	2	3	3A	4	5	6	6A	Staff	Crime Analysis and Liaison	Transportation and Equipment	Total
Deputy Inspector		1											
Captains		3											
Lieutenants		1	1	1		1	1	1		1			8
Sergeants		2	3	3	1	3	3	3	1			1	20
Police Officers (Male)		30	31	31	10	29	29	29	10	22	4	4	229
Police Officers (Female)		1	1	1		1	1	1		1			7

DETROIT

In an effort to combat violent street crime, the Detroit Police Department founded a special anti-street-crime unit on 13 January 1971. The unit became known publicly as Operation STRESS but appears officially in the Chain-of-Command as the Felony Prevention Unit. It is comprised of 1 Inspector, 3 Lieutenants, 12 Sergeants, and 82 Police Officers (P.O.'s).

Although robbery had been on the increase in Detroit, the trend reversed following inception of STRESS, as is illustrated by the following table.⁸

<u>YEAR</u>	<u>TOTAL ROBBERIES</u>	<u>CHANGE OVER PRIOR YEAR</u>
• 1968	13774	
• 1969	17414	+26%
• 1970	23038	+32%
• 1971	20753	-10%
• 1972	17160	-17%

Assignment to STRESS is primarily on a volunteer basis. Three years duty as a sworn officer in the Department is requisite. Although there is no salary differential for working in STRESS, there is no shortage of volunteers; only 25% of the applicants are accepted. STRESS accounts for approximately 2% of the Detroit Police Department (DPD) manpower.

Like CWACS in New York City, STRESS purposely musters at a headquarters separate from the police station for uniformed officers. A former public school building is used as operations headquarters for STRESS.

Geographical assignments are based on street crime data compiled on pin maps, with approximately equal size forces deployed from 9 a.m. until 5 p.m. and from 8 p.m. until 4 a.m. Each squad is given a street crime summary for his area of assignment.

IV. SUGGESTED PROBLEM AREAS

Of the three tactics used in this study to isolate problems in Low Visibility Patrol Operations (Section II - Study Methodology), direct observation and personal interviews proved to be the most fruitful. The drawback to the use of the questionnaire alone in selecting ESIP development areas would be that the majority of the problems listed could be alleviated by procedural changes (if warranted), or by use of presently available and marketed equipment. The questionnaire results, however, will certainly prove useful to the individual agencies, if they find that the changes and equipment improvements are both desirable and feasible.

During the brief field study conducted (approximately 40 hours of patrol activity was observed), the author observed at least one occurrence of each of the problems stated in detail in this section. Interviews with officers on patrol, support staff, and commanding officers reinforced the justification of these as problem areas.

IDENTIFICATION OF PLAINCLOTHES POLICE OFFICERS

The Problem

Police officers cannot always distinguish undercover operatives and other plainclothes officers from the general populace, and in particular, from members of the criminal element.

Problem Environment

Danger to LV Officer

Low Visibility Patrol Units are not usually dispatched to routine calls for police assistance, but may respond to a high priority call if they are closer to the crime scene than the nearest uniformed patrol unit. Certain types of calls, prowler or burglary in progress for example, pose especial danger to the plainclothes officer. While investigating, he could be mistaken for the intruder by the other responding officers or by the complainant.

Danger to Uniformed Officer

Another uncomfortable situation arises when a uniformed officer arrives at a disturbance at which several participants are brandishing weapons. A patrolman investigating such an incident in Harlem was shot when he hesitated, thinking the gun-wielder might be a fellow officer.

⁸ Extracted from files maintained by staff of STRESS.

Threat to Decoy Operation

Decoy operations are somewhat hampered by uniformed patrolmen who do not recognize the squad members. In one operation the author observed in the Bronx, an LV squad had deployed a decoy disguised as an elderly drunk. As he was about to be "hit" by a gang of juveniles, two uniformed officers unsuspectingly intervened to "rescue" him.

The New York Police Department has instituted a somewhat viable solution to part of the ID problem. Each LV squad member is issued seven headbands, each of a different color. Each day, a "color of the day" is randomly chosen and posted at all precinct headquarters, and the LV men carry the appropriate headband on patrol for that day's tour of duty. In the event of an armed confrontation with suspects, or any other instance when identity preservation (to the public) becomes unnecessary and presence of other police contingents becomes probable, the LV officer dons the headband.

The Detroit Police Department has no standard ID system for its LV squads. In one specific operation, political campaign buttons were issued for the plainclothes officers to wear continually while on duty.

Potential Solutions

- Decrease the probability of simultaneous presence of plainclothes officers and uniformed officers (or other plainclothes contingents). The reduction could be effected by planning in advance which geographical areas would be covered by the LV squads. For the duration of the specified coverage, the uniformed officers would not enter the area, but could conduct concentrated patrols on the perimeters.
- Develop electronic IFF (Identification - Friend or Foe) devices consisting of:
 - A miniature transmitter (carried on the person to be identified) which continually transmits a particular signal. Additionally, the capability should exist for periodically altering the signal. The device should be sufficiently sophisticated to discourage duplication by the general populace.
 - A receiver capable of omnidirectionally receiving the signal from medium range (1 mile or less) and precisely locating the source of the signal from short range (100 ft.). One consideration would be to utilize a body-mounted receiver and directional antenna at short range and a plug-in vehicle mounted omnidirectional antenna at medium range.

WEAPONS CONCEALMENT

The Problem

Weapons presently in use by police officers are not amenable to effective concealment under normal clothing.

Problem Environment

A police officer's primary weapon is his handgun. In the police departments studied, the handgun either issued or recommended (NYPD officers must purchase their own) is a .38 caliber revolver.

Concealment of a .38 caliber revolver under normal street clothes (no coat) is difficult. For certain decoy operations, an additional concealment requirement is involved; the decoy must not only conceal his weapon from sight, but also from a potential quick frisk. It appears to be standard operating procedure for semiprofessional criminals to bump into the potential victim (or use some other ploy) in order to "frisk" for weapons. The author observed one operation in New York involving a policewoman decoy. One of the first actions the potential criminal took was casually to slip his arm around her waist. If she had had her revolver concealed there (she had chosen not to carry a gun that night), it would have been discovered immediately. Due to the size of a .38, there are not many alternative places she could have carried it.

Potential Solutions

Develop small, derringer-like, large caliber (at least .38) handguns. Since the weapons would be used for self-defense at close range, a capacity of one or two rounds, and relatively poor accuracy would be acceptable tradeoffs for the size reduction. In conjunction with this concept, special-purpose holsters (e.g., ankle holsters) should be developed for concealment of the weapon.

COVERT COMMUNICATIONS

The Problem

Plainclothes police officers cannot always remotely communicate with fellow officers without divulging their police identity to onlookers.

Problem Environment

Both CWACS and STRESS teams currently use Motorola portable transceivers for out-of-car communications. These transceivers are not designed for covert use; they are too large to be concealed effectively, require conspicuous actions to use, and, when receiving, are aurally obvious to nearby persons. In the opinion of the police officers at both sites studied, their most prominent equipment problem (the one most often listed in the problem category of the questionnaire) lies with portable transceivers presently in use. From the "New Equipment Suggestions" questionnaire category, "development of smaller transceivers" appeared more often than any other suggestion from CWACS; in Detroit, the same suggestion ranked second only to "better patrol vehicles".

Close coordination of all low visibility team members, especially in decoy operations, is paramount. As the decoy moves from place to place, the back-up force must be shifted accordingly to cover all possible escape routes of the potential criminal. Even though he is sometimes under close scrutiny of persons nearby who are "feeling out" the situation to make sure he's a "safe hit", the decoy should have the capability of receiving instructions or warnings from the back-up teams. Additionally, the capability is required for the back-up officers to monitor conversations between the decoy and "potentials" so as to know when the decoy is in danger and/or when the crime has been completed.

Potential Solution

Develop a thin, flexible transceiver which more readily conforms to the contours of the body for effective and comfortable concealment under clothing. The unit should be equipped with a variety of miniature microphones, disguised as buttons, pens, etc. a miniature ear jack with hair-thin, hair-colored connecting wire, and a transmit/receive selector switch which could be covertly operated. Range requirements are not stringent; 500 feet, in general, would suffice.

HIGH-SPEED RESPONSE IN UNMARKED CARS

The Problem

When responding to an emergency in an unmarked police vehicle, officers are not always given the right-of-way normally afforded clearly marked police vehicles, resulting in slower response to the scene and increased danger to the occupants of both the unmarked vehicle and the vehicles which may be encountered enroute.

Problem Environment

For both strategies (see Section I) of LV patrol - Blending Patrol and Decoy Operations - instances arise which require quick response of the LV officers in vehicles. For the blending patrol, the squad may be dispatched to an emergency call (robbery-in-progress, officer-needs-assistance, etc.). When conducting a decoy operation, one of the back-up teams sometimes stays in a vehicle in order to give immediate chase in case a fleeing suspect has "wheels", or to move in quickly to assist if the decoy is endangered. In either instance, quick response, sometimes at relative high speed, is necessary.

Potential Solutions

- Mount siren and flashing lights covertly on LV vehicles. For example, the siren could be mounted behind the grill, and the parking light fixtures could be modified and utilized for emergency flashing lights of appropriate color.
- Develop alternative for lights and siren, e.g., remote control (from within LV vehicle) of traffic lights or broadcast of emergency signal to all nearby automobile radios.

V. CONCLUSIONS

The four problems enumerated in Section IV are the ones most applicable to equipment solution development within the equipment systems improvement program. Development should proceed according to the following priority:

- (1) Covert Communications
- (2) Weapons Concealment
- (3) Identification of Plainclothes Police Officers
- (4) High-Speed Response in Unmarked Cars.

The major consideration in the above ranking was one of impact.

The impact of both 1 and 2 will be on the entire police community, i.e., on uniformed officers as well as on plainclothes contingents. An effective means of covertly communicating with fellow officers would be beneficial to uniformed officers in some instances, and a method of weapon concealment would allow uniformed officers to more easily carry a backup firearm.

Areas 3 and 4 primarily impact plainclothes contingents, and only effect uniformed officers when they are interacting in low visibility operations.

Other problems related in the report - transceivers are not equipped with ear jacks, vehicle suspensions are too soft, etc. - can be overcome by procedural changes and/or by use of presently marketed equipment.

APPENDIX A

TYPICAL LOW VISIBILITY PATROL ACTIVITIES

The two LV sites, New York City and Detroit, were visited to gain firsthand experience with LV squads on patrol. Typically the New York City CWACS uses decoy patrol and the Detroit STRESS uses regular "blending" patrol. The following are descriptions of observed operations in both.

New York

Decoy Operation - 28 June 1973:

- 8:00 p.m. - An inconspicuously-dressed (conservative clothing, not provocative) policewoman was deployed to walk the streets of downtown Manhattan. She was carefully but unobtrusively escorted by four plainclothes police officers; one on the opposite side of the street, one a half block ahead of her, one a half block behind and one (plus the author) a block behind.
- 9:30 p.m. - The decoy arrived at Madison Square Garden and positioned herself on a dimly lighted bench outside one of the entrances. The back-up men dispersed about her, covering avenues a fleeing criminal might use for escape.
- 10:30 p.m. - A young (25-30) white male (WM) approached, sat beside her, and they began conversing. The nearest back-up P.O. was over 100 feet away so could not hear the conversation. They got up, he put his arm around her waist, and led her to a dark corner of the building. Then, in addition to not being able to hear the pair, the back-up men could not even see them. The pair emerged shortly, walked along the street for a block, and after much observed protest on the part of the WM, went their separate ways.

Upon rendezvousing with the decoy, the back-up P.O.'s learned that the WM only wanted female companionship, and when she realized that, she sent him on his way.

Notice that the primary problem in the decoy operation described above was one of communication. It would have been beneficial for the back-up men to have been able to hear the conversation. Although there were several back-up men nearby, the decoy was in a very vulnerable position. Imagine what could have happened if the WM had been threatening the decoy with a concealed knife. He could have instructed her to act normally as they walked to the dark corner of the building. In the darkness, he could have robbed her, stabbed her, and walked away. Of course he probably would have been apprehended by the back-up men, but that would not have bettered the plight of the decoy. The protection by the back-up men would certainly be more effective if they could tell exactly what was transpiring. For additional, last resort protection for the decoy, a small, easily concealable weapon would also be helpful.

There was the potential for occurrence of an additional problem that evening. Prior to the decoy operation, the LV squad that the author was accompanying was warned that the Federal Government had a group of agents working the areas around Times Square. The normal identification problems (see Identification System of Plainclothes Police Officers in Section IV) were immediately compounded. The LV squad members, although warned that Federal Government Agents were present, had no way of recognizing the agents, the agents could not recognize the LV officers, and the uniformed officers would not recognize any of them. The "rule of thumb" for the New York LV squad is that the uniformed officer is always "superior" in a confrontation; i.e., the LV officer should immediately relinquish his weapon if there is any question of his identity. Consider the problems of weapons relinquishment which could arise, however, in the situation described above with plainclothes LV officers and Federal agents (or other LV officers).

Detroit

"Blending Patrol" Operation - 14 July 1973:

- 8:00 p.m. - Roll call at STRESS Headquarters.
- 8:20 p.m. - Departed H.Q., accompanying three officers, STRESS Unit 1, in an unmarked patrol car.
- 8:25 p.m. - Back to H.Q.; Unit 1's portable transceiver would receive but would not send.
- 8:30 p.m. - On the way again, replacement transceiver checked out to be O.K. Author learned that officers had been informed at roll call of a murder that had occurred

in their patrol area the night before. A prostitute was the victim, and her pimp (description provided) was the prime suspect.

- 8:50 p.m. - Rendezvoused downtown with STRESS 4 to search for the murder suspect.
- 9:00 p.m. - Resumed patrol after coordinating areas of coverage with STRESS 4.
- 9:10 p.m. - Responded to request for assistance from STRESS 4. The unit had encountered the suspicious street scene of a white male (WM) with a badly ripped pants pocket retrieving a folder of discarded traveler's checks. Upon identifying STRESS 4 as a police unit, the WM had immediately accused three nearby black males of being accomplices with two others (who had departed scene) in robbing him. STRESS 1 rendered assistance in effecting the arrest of the three; both units transported the suspects to the precinct station for booking.
- 10:20 p.m. - Booking completed; back on patrol; still searching for murder suspect.
- 10:30 p.m. - Checked out four former addresses of suspect (without success).
- 11:05 p.m. - Resumed patrol. While conversing with the officers, the author learned that routine vehicle wanted checks through the Law Enforcement Information Network (LEIN) occasionally take as long as 30 minutes, and sometimes cannot be obtained at all, since the LEIN computer is often "down".
- 11:50 p.m. - Stopped for dinner.
- 12:20 a.m. - Resumed patrol. Answered call from STRESS 4 pertaining to another lead on murder suspect.
- 12:30 a.m. - Rendezvoused at a local hotel; suspect not there. STRESS officers stopped fight that had begun nearby; no injuries, no arrests.
- 12:45 a.m. - Checked out another hotel; suspect had lived there, but had not been seen there recently.

1:00 a.m. - Officers thought occupants of passing cab looked suspicious; one was dressed like the murder suspect was described as being dressed. Cab was stopped and occupants were searched and questioned; officers decided that cab occupant was too tall to be the suspect.

1:05 a.m. - Resumed patrol.

2:10 a.m. - Responded to "B&E⁹ in progress" at nearby address. Uniformed officers arrived while STRESS 1 was investigating. Fortunately, the plainclothes officers were recognized, and not mistaken for suspects. The problem of identifying plainclothes officers as police appears to arise frequently in LV operations. See Section IV for a detailed treatment of the problem.

2:15 a.m. - Resumed patrol.

2:30 a.m. - Heard shots being fired - could not locate source, dispatcher reported no related incidents.

4:00 a.m. - Back into H.Q. - end of shift.

Notice that the activities described above are not peculiar to Low Visibility Patrol. In fact, generally, LV "Blending Patrol" operations do not appear to be significantly different from normal preventive patrol performed by uniformed officers. There is a difference in the two strategies, however; it lies in the way the public perceives the police in each one. The fact that more apprehensions are made by LV units than by uniformed units is probably due to the fact that the criminal simply does not recognize LV officers as police, so is less apt to be deterred by their presence when committing a crime.

⁹Breaking and Entering

APPENDIX B

EQUIPMENT USED IN LOW VISIBILITY OPERATIONS

Equipment information and opinions contained in this section were obtained through staff interviews and from questionnaires completed by 53 New York CWACS officers and 37 Detroit STRESS officers. Equipment used is categorized as:

- Communications
- Vehicles
- Weapons
- Disguises
- Vision Aids
- Protective Garments.

Equipment in each category is discussed for each city's LV operations and questionnaire results are included on:

- Equipment Currently Being Used
- Suggestions for New Equipment.

INTERVIEW RESULTS - NEW YORK CITY

Communications

CWACS has 69 Motorola Model HT 220 UHF 4-watt, 4-channel portable transceivers. Field radio communications is via portable transceivers exclusively. The only vehicles with mobile radios are two unmarked (but obviously police) vehicles used only by the commanding officers.

The following are the frequency allocations for the CWACS transceivers.

<u>CHANNEL</u>	<u>TRANSMIT</u>	<u>RECEIVE</u>
1	473.6625	470.6625
2	470.6625	470.6625
3	473.8625	470.8625
4	473.6875	473.6875

The frequencies on channels 1 and 2 are dedicated exclusively to CWACS; frequencies on 3 and 4 are not in operation (as of June, 1973), but will be used by the entire Special Operating Division, which includes such sections as the Harbor Patrol, Mounted Patrol, and Air Patrol in addition to CWACS.

Other communications equipment used by CWACS in support of and/or in addition to the transceivers above includes:

- Five repeaters - one in each Borough (Manhattan, Brooklyn, Queens, Bronx, and Staten Island). Plans are underway to install five more repeaters to help alleviate the present problem of "dead spots".
- A primary radio console, located at CWACS Headquarters, and three consolettes which can be set up on a temporary basis at remote locations.
- Ten Motorola transceivers, on loan from the precincts, used to monitor precinct radio traffic and respond to calls on an emergency basis.
- Fifty VHF transceivers which are used for intrasquad communication when none of the primary transceivers is available. A request has been submitted to convert these units to precinct frequencies.
- Fifty frequency scanners (10-frequency coverage) to be installed in the patrol vehicles.
- Six transceiver recharging racks each capable of recharging twelve transceivers simultaneously (located at H.Q.).
- Sixty transceiver rechargers mounted in the LV patrol vehicles.

Vehicles

In keeping with the blending concept of LV patrol, emphasis is placed on maintaining automobiles which cannot be distinguished from "normal" vehicles. To illustrate the type vehicle used by CWACS, the following was extracted from an NYPD Purchase Requisition dated 10 March 1972:

"Intermediate Class: FORD TORINO ONLY, 4 door sedan, with Vinyl Roof, Side Mouldings, Deluxe Wheel Covers, White Wall Tires, Heavy Duty Battery and Alternator, 302 CID - V-8 Engine."

and, pertaining to all autos ordered on that requisition:

"Colors: (No White, No Blacks) Assorted, with Matching Vinyl Interiors."

The present (June, 1973) fleet of vehicles used by CWACS consists of the following late model cars:

"Normal" Cars	47
Taxis	15
Trucks	4
"Unmarked" Police Cars ¹⁰	2

Some of the vehicles have out-of-state license tags, but the majority have New York tags registered in the City of New York. The vehicles are equipped with transceiver rechargers, mounted under the dash, but visible to the intent observer. The only warning equipment provided for emergency response situations is a hand-held spotlight with a red, clip-on cover.

Other than the specific items mentioned above, the vehicles are not police equipped; e.g., they do not have heavy-duty suspensions or high-powered engines.

Weapons

The only firearms used by CWACS officers are shotguns and handguns. Shotguns are supplied to CWACS by the Department but are not issued to officers unless so ordered by the Police Commissioner when special circumstances warrant. One of the most frequently received equipment suggestions from the questionnaire was to have shotguns mounted in vehicles so they would be available for use at any time.

Handguns are not supplied by the Department, so must be purchased by the individual officers. The weapon must be a Colt or Smith and Wesson, and the primary handgun (officers are allowed to carry more than one) must be .38 caliber.

Disguises

CWACS has six professional makeup kits, obtained through a LEAA grant. The disguises are used often, particularly in decoy operations. Officers can be effectively disguised as women, Rabbis, drunks, ice cream vendors, telephone repairmen, etc., in an effort to blend with the populace and act as targets for potential criminals.

The CWACS officers are quite proficient at applying disguises. The author had occasion to observe the makeup process and result. One of the men was disguised as a derelict; a head bandage was donned and smeared with "dirt" (ink from carbon paper) and simulated dried blood; he

¹⁰"Unmarked" cars are readily identifiable as police vehicles and are used by commanding officers only.

was given a simulated "black eye", and his hair and mustache were "grayed and dirtied". The result was impressive.

Vision Aids

CWACS uses both 7 x 35 and 7 x 50 Nikon Prism Binoculars and is generally satisfied with their performance.

CWACS also has a NORTRON IV Night Vision device (manufactured by VARO, Inc., Garland, Texas). One officer that the author accompanied on patrol suggested that night vision devices are not necessary in most areas of New York City due to the well-lighted nature of the streets.

Protective Garments

Protective garments presently used by CWACS consist of:

- 8 AVCO Armour Undercover Police Vests - Model PA 110, 3 lbs. each.
- 2 AVCO Armour Full Torso Police Vests - Model PA 400, 11 lbs. each.

Both vest types are glass reinforced and plastic laminated. The vests are not amenable to covert usage, particularly during summer months when lightweight clothing is worn. Even during cold weather, when coats can be used to hide the bulky appearance created by the vest, the officer's maneuverability is hampered. Vests worn while in a sitting position, as in a vehicle, tend to create discomfort by riding up to the chin.

CWACS intends to experiment with a protective hat (skull cap), a prototype of which is being built by Rolls Royce in Los Angeles. The cap could be worn under normal police headgear or, of particular benefit to L.V. operations, under a wig.

INTERVIEW RESULTS - DETROIT

Communications

The STRESS Section uses Motorola 2-channel portable transceivers for intra-section communications, and mobile radios (in unmarked cars) for other (Department H.Q., precinct cars) communications.

The "funny cars" ("Normal" vehicles - discussed later in subsection entitled Vehicles) are not radio-equipped. When using these autos, the officers must rely solely on the portable transceivers for radio

communications. STRESS shares radio frequencies with a uniformed section of the Detroit Police Department and, as a result, sometimes encounters frequency-congestion problems.

Vehicles

In contrast to the New York CWACS operation, STRESS is not equipped with late model "blendable" vehicles. The majority of the STRESS autos are unmarked, beige Plymouths with overtly-mounted spotlights and mobile radio antennas. As such, these "unmarked" cars are easily recognizable as police vehicles; they blend poorly with the vehicles of the normal populace. There is a redeeming contingent of the fleet, however, which consists of seven older model vehicles requisitioned from those impounded by the Department. Due to the age (models range from 1961 to 1968) of these vehicles, the major problem encountered in their use is one of maintenance. The impounded cars used are commonly referred to by STRESS officers as the "funny cars".

The following is a list of the twenty vehicles currently (July, 1973) assigned to STRESS:

<u>TYPE</u>	<u>QUANTITY</u>
Unmarked Plymouths	13
"Funny Cars"	
1961 Van	1
1962 Dairy Truck	1
1967 Chevrolet Convertible	1
1968 Taxi	1
1968 Oldsmobile	1
1965 Chevrolet	1
1967 Plymouth	1

Weapons

STRESS officers are authorized to use a variety of firearms. Shotguns, .30 caliber carbines, and .38 caliber revolvers are supplied by the Department, and numerous other types and sizes of handguns are purchased by the men themselves. The following is a categorical breakdown of types of weapons used by STRESS officers:

- .357 magnum revolver
- 9 mm automatic
- .38 caliber revolver
- .44 magnum revolver
- .45 caliber revolver
- .30 caliber carbine
- Shotgun

Disguises

Neither makeup kits nor professional disguise assistance has been made available to the STRESS section. The decoys and the back-up men dress in a like manner; they wear normal street clothes.

Vision Aids

The STRESS section has no night vision devices but does, on occasion, use binoculars.

Protective Garments

"2nd Chance" bullet proof vests (2nd Chance Vest Co., Romulus, Michigan) are issued to the STRESS section. The vests are normally worn only during high risk assignments. During decoy operations, for example, the decoy himself wears a vest, but the back-up men do not.

QUESTIONNAIRE RESULTS

The questionnaire was distributed in two parts. The first asked the officers to list the equipment that they currently used, specifically: (a) identify the equipment type; (b) state whether or not performance is satisfactory; (c) give succinct suggestions for improvement. The second part asked the officers to list suggestions for new equipment, including specific use if not obvious.

For both cities summary results are first tabulated. The responses regarding existing equipment are tabulated in Tables IV and VI for New York and Detroit, respectively. Similarly, suggestions for new equipment have been tabulated in Tables V and VII.

New York

Two hundred questionnaires were left with the CWACS staff to distribute to the officers at roll call. Each officer was given at least a day to complete and voluntarily return his questionnaire. Since there were only 53 returned, the distribution and return policy was not repeated in Detroit.

SUMMARY RESULTS

Equipment Type (.38 Cal. Rev., etc.)	No. of Times Listed	No. of Times Dissatisfied With Performance	Suggestions for Improvement
Communications	35	24	} See Table IV
Vehicles	35	8	
Weapons	49	9	
Disguises	10	0	
Vision Aids	29	3	
Protective Garments	2	1	
	28		

TABLE IV

REASONS GIVEN FOR DISSATISFACTION WITH
PRESENT EQUIPMENT/EQUIPMENT SYSTEMS
IN SURVEY OF 53 CWACS OFFICERS
IN THE
NEW YORK POLICE DEPARTMENT

CATEGORY	REASONS FOR DISSATISFACTION/ SUGGESTIONS FOR IMPROVEMENT	NUMBER OF TIMES LISTED	
COMMUNICATIONS (35/24/69) ¹¹	Portable Transceivers		
	• Range not sufficient; unit too large; unit often mechanically malfunctions	17	
	• Frequencies too congested	5	
	• All units should have ear jacks	2	
	• Units should have hand microphone	1	
	Vehicle-mounted Rechargers		
	• Units often totally inoperative	2	
	• Units should be better concealed ¹²	1	
	Frequency Scanner		
	• Poor Reception	1	
	• Unit should have ear jack	1	
	VEHICLES (35/8/23) ¹¹	• The two-door vehicles present problems in quick entry and exit from rear seat	7
		• Should have more vans and taxis	3
		• Should have one-way glass for surveillance	2
• Should have warning system (lights and siren)		2	
• Heavier suspension needed		2	
• Remove NYPD ID decal from bumpers		1	
• Need more variety in colors		1	
• Cars overheat in traffic		1	
• All vehicles should be air conditioned		1	
• Need "disappearing" mesh screen for transporting prisoners		1	
• Use more out-of-state plates		1	
• Reduce incidence of breakdown (maintenance problems)		1	

¹¹ Number of times listed/dissatisfied/percentage

¹² The author observed that the rechargers could be spotted by the intent observer from outside the vehicle.

TABLE IV
(Concluded)

CATEGORY	REASONS FOR DISSATISFACTION/ SUGGESTIONS FOR IMPROVEMENT	NUMBER OF TIMES LISTED
WEAPONS (Handguns) (49/9/18) ¹¹	• Insufficient stopping power	13
	• More effective ammunition needed	3
	• Too large for concealment by decoy	2
	• Should be "automatic"	2
	• Insufficient round capacity	1
VISION AIDS (29/3/10) ¹¹	Binoculars	
	• Inadequate power (range)	3
	• Too large to covertly use (or carry)	1
	Night Vision Device	
	• Too large	1
• Does not magnify	1	
PROTECTIVE GARMENTS (2/1/50) ¹¹	• Too stiff, should be more flexible	1
	• Should be lighter in weight and less obvious	1

¹¹Number of times listed/dissatisfied/percentage

TABLE V

SUGGESTIONS FOR NEW EQUIPMENT/EQUIPMENT
SYSTEMS IN SURVEY OF 53 CWACS OFFICERS
IN THE NEW YORK POLICE DEPARTMENT

CATEGORY	EQUIPMENT DESCRIPTION	NUMBER OF TIMES LISTED
COMMUNICATIONS	• Small communications devices	24
	• Improved and more transceivers	4
	• Two-way wrist radios	3
	• Frequency scanners in all vehicles	1
	• Ear jacks for transceivers	2
	• Mobile digital terminals in vehicles	1
VEHICLES	• One-way glass in trucks (in appropriate positions for surveillance)	2
	• Mirror on right side of vehicle, adjustable from inside (for surveillance)	2
	• Covertly mounted siren and warning lights (perhaps behind grill)	8
	• Flashing headlights (for warning)	1
	• More trucks, vans, and taxis	7
	• Motorcycles/Scooters	1
	• Shotgun rack (with lock)	1
	• Out of state inspection decals to match out of state license tags	1
	• Magnetic signs for vans	2
	• Ten-Speed bicycles	2
	• More variety in types of automobiles	1
	• Monitored (bugged?) taxis for passenger pick-up	1
	• More inconspicuous automobiles	1
	• Use of Volkswagens	1
	• Hidden cut-off switch in vehicles so they could not be started by unauthorized persons	1
	• Pick-up truck with hydraulic tail gate for transporting heavy decoy apparatus - e.g., hot dog wagon	1
	• More 4-door vehicles	1
	• Telephone company van	1

TABLE V
(Concluded)

CATEGORY	EQUIPMENT DESCRIPTION	NUMBER OF TIMES LISTED
WEAPONS	● Shotgun in car	13
	● Locking rack for shotgun (in car)	1
	● Automatic handgun	1
	● Larger (more stopping power) handgun	2
DISGUISES	● More and a better variety	2
	● Make various company uniforms available for use as disguises	2
VISION AIDS	N/A	
PROTECTIVE GARMENTS	● Improved protective garments	6

Detroit

Each of the two nights that the author accompanied STRESS units on patrol, he had questionnaires distributed at roll call. Each officer was requested to complete his questionnaire and return it before leaving for his assigned patrol area. By using this distribution and collection method, a greater percentage of the force was sampled (37 for 38%) than in New York (58 for 20%), but there was a marked decrease in the number of suggestions per questionnaire, implying that the men were perhaps too hurried.

SUMMARY RESULTS

Equipment Type (.38 Cal. Rev., etc.)	No. of Times Listed	No. of Times Dissatisfied With Performance	Suggestions for Improvement
Communications	12	10	} See Table VI
Vehicles	4	3	
Weapons	54	1	
Vision Aids	3	0	
Protective Garments	9	1	

TABLE VI

REASONS GIVEN FOR DISSATISFACTION WITH
PRESENT EQUIPMENT/EQUIPMENT SYSTEMS
IN SURVEY OF 37 STRESS OFFICERS
IN THE
DETROIT POLICE DEPARTMENT

CATEGORY	REASONS FOR DISSATISFACTION/ SUGGESTIONS FOR IMPROVEMENT	NUMBER OF TIMES LISTED
COMMUNICATIONS (12/10/83) ¹¹	General	
	• Congested frequencies	2
	Portable Transceiver	
	• Poor reception	5
	• Too large	4
	• Cannot covertly monitor (no ear jack)	1
	• Poor reliability	1
	Undercover Transmitter	
	• Too large	1
	• Needs frequent recharging	1
VEHICLES (4/3/75) ¹¹	• Impounded vehicles unreliable (maintenance problems)	3
WEAPONS (54/1/2) ¹¹	• Should be automatic	1
	• Too old, unreliable (shotguns)	1
VISION AIDS (3/0/0) ¹¹	• Flashlight should be more powerful	1
PROTECTIVE GARMENTS (9/1/11) ¹¹	• Too heavy	1
	• Not enough coverage	1
	• Each man should be issued one	1
	• Get dirty too easily - no effective way to clean them	1

¹¹Number of times listed/dissatisfied/percentage

TABLE VII

SUGGESTIONS FOR NEW EQUIPMENT/EQUIPMENT
SYSTEMS IN SURVEY OF 37 STRESS OFFICERS
IN THE DETROIT POLICE DEPARTMENT

CATEGORY	EQUIPMENT DESCRIPTION	NUMBER OF TIMES LISTED
COMMUNICATIONS	• Dedicated radio frequency	3
	• Smaller portable transceivers	12
	• Improved (more reliable) transceivers	8
	• Car-to-Car mobile radios for all vehicles	7
	• Covert transceiver for decoy	2
	• Communications scramblers	1
VEHICLES	• More and better "funny cars"	16
	• One-way glass in selected vehicles for use in surveillance operations	1
	• Covertly mounted emergency warning equipment (lights, siren)	1
WEAPONS	• Shotgun-mounted light	1
	• Less lethal weapon	4
	• .45 caliber automatic handgun	2
	• Fully automatic weapons (machine guns)	1
	• Smaller handguns	1
DISGUISES	• Obtain disguises for decoy work	3
VISION AIDS	• Obtain night vision devices	1
	• Use closed circuit television for surveillance	2