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COMMAND COLLEGE III

INDEPENDENT STUDY

IS THERE A FUTURE FOR THE POLICE CANINE?

Written By

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NCJRS

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This Command College Independent Study Project is a **FUTURES** study on a particular emerging issue in law enforcement. Its purpose is **NOT** to predict the future, but rather to project a number of possible scenarios for strategic planning consideration.

Studying the future differs from studying the past because the future has not yet happened. In this project, useful alternatives have been formulated systematically so that the planner can respond to a range of possible future environments.

Managing the future means influencing the future -- creating it, constraining it, adapting to it. **A futures study points the way.**

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EXECUTIVE SUMMARY

INTRODUCTION

This project explores the future relationship between law enforcement K-9 programs and vicarious liability issues, financial stability of local, state and federal entities and organized crime as it relates to drug trafficking and terrorism. Traditionally, police dog units were used in high crime areas for routine patrol and for hazardous search situations. However, the use of police dogs has expanded well beyond this traditional role.

In the wake of social, technological, environmental, economic and political changes, the future law enforcement executive must carefully consider if there is a future role for police K-9 programs. Will the impact of technology eliminate the need for K-9 programs? Will the use of the police dog become more of a liability than an asset? How best can law enforcement K-9 programs best serve the criminal justice system and the community if they remain in operation in the year 2000? These and other questions will be addressed as several futures are forecast. Selection of a desirable future and then suggesting policies that will help identify problems with the use of the police dog will help law enforcement executives to develop a future plan that will benefit society as a whole.

FORWARD

There are four major components to this study project.

1. Research and fact gathering - literature search and interviewing.
2. Defining the future - utilizing futures technology.

3. Planning for the future - development of a strategic and implementation plan.

This discussion summarizes the report that follows, focusing on the major findings and conclusions drawn from the analysis. The reader should refer to the report itself for more detailed information.

TRENDS TO MONITOR

The following five trends that will have the most influence on police K-9 programs, their growth and resultant delivery of police services projected to the year 2000 were identified.

Trend #1 Emerging Trends of Liability

In light of recent emerging liability trends where there are attempts made to hold administrative leaders responsible for the acts of subordinates, it is becoming increasingly important that standards of performance be created to reduce the risk of liability.

Trend #2 Expansion of K-9 Programs

K-9 programs in the United States began on the east coast and in the midwest in 1958. In the late 1960s dog programs became popular on the west coast because the use of the dog filled the manpower void that has existed for so many years. The dog's keen sense of smell and his courage to confront armed and violent offenders was deemed an asset.

Trend #3 Mandated Standards

The public is reacting negatively to the policies and procedures of the law enforcement community through private interest groups and political representatives. There is a perception that law enforcement is not responsive to the needs of the general public. The community believes that the best way to ensure that police activity is legal, moral and in the best interest of the community, is to mandate policy for them. Mandated standards, such as Lyons vs. Los Angeles is but one example of recent decision that was made to curtail the actions of the police.

Trend #4 Drug Use/Trafficking

The use of drugs in our society is a national disaster. Drugs destroy lives and drain our social and health resources. National drug use is one of the considering factors in serious, habitual offenders who commit four to six times more crimes when they are on drugs. The cost in human lives is staggering. While political pressures are being applied to those countries supplying drugs, huge quantities of illegal drugs are finding their way into the streets of our cities. Dogs are being used at all levels of the law enforcement community to help locate illegal drugs.

Trend #5 Terrorism

Terrorism is on the increase in the United States. Although it is thought that terrorism is connected to a subversive organization in Europe, organized and individual terrorism occurs daily in the United States. Regardless of the motive for terrorism, law enforcement officers are frequently coming in contact with explosive and incendiary devices. The quick identification and location of a suspected device can save many lives.

CRITICAL EVENTS

Three critical events were identified by the workshop panel and questionnaire participants and the probability of their occurring by the year 2000 are as follows:

1. A major disaster.
2. Organized terrorist crimes.
3. Collapse of the financial system including a taxpayers' revolt.

SCENARIOS

After studying the trends and events forecast by the workshop panel and questionnaire participants, and discussing the results with law enforcement personnel of all ranks, and utilizing the futures file I have compiled during the past two years, I produced three scenarios that reflect the best, the worst, and the most probable world in the year 2000. Scenario A was chosen; a set of policy alternatives accompany the scenario to better prepare law enforcement to manage the future.

STRATEGIC PLAN

The strategic plan was composed based on the environment described in Scenario A. It reflects the processes needed to make the scenario a reality in the year 2000.

IMPLEMENTATION PLAN

The implementation plan provides a project description, the current situation, a strategy, identifies the critical mass, describes the management structure and technologies needed to implement the plan.

CONCLUSION

The future forecast for the Police Service Dog is encouraging. Analysis of the trends and the events that impact the trends indicate that police dog programs will still be functioning, although in a somewhat different role, in the year 2000. To ensure success of the chosen scenario, future law enforcement executives must consider application of the strategic and implementation plan.

IS THERE A FUTURE FOR THE POLICE DOG?

I. INTRODUCTION

In order to determine where we are going, we must first analyze where we have been and where we are now. The following historical prospective reflects the evolution of K-9 programs from the period prior to the existence of man to the present.

A. HISTORICAL

The dog is actually older than man and it is believed that the ancestors of both lived in trees. When they both came down to earth, they grew up together. When the wild dogs' ancestors were too small to kill sizable game on their own, they ate the spoiled remains of other animals. Man was a carnivorous feeder as well as the dog. They would often meet at the remains of a spoiling carcass. So often did man and dog meet in the field in this fashion that the dog became accustomed to the scent of man and lost his fear of him.

Where man was, there was also food, and thus an association was formed in the dog's mind. In man, he met an animal that made no overt moves to harm him and even shared his food with him. The dog trailed man back to his campsite where still more food was available. Man was pleased to have the wild dogs around his camp because they usually howled at the threatened approach of large animals, and thus alerted him to the danger of attack.

Domestication is based upon the development of the so-called "social instinct" which is brought into being by close contact with humans at an early age. Scientists have found that the critical period in a puppy's life is from the third to the seventh week,

during which time the animal begins to hear and to see, to get up onto his feet and move about. To be handled, fondled, loved and talked to develops the dog's social sense which determines his future attitude toward humans.

As puppies were reared next to the caves where man lived, their children played and fondled them and even brought them into the warmth and shelter of the cave. Thus, their confidence in man became an established fact.

GUARD DOGS

Guarding is almost synonymous with hunting as a primitive instinct that has never lost its keen image. Most domesticated guard dogs were called "bad" dogs since they were trained by day and loosed only at night on the supposition that confinement made them fiercer in the dark when danger often threatened.

Guard dogs, which came to be known as Mastiffs, learned to be efficient protectors during the turbulent days of the sixth century when thieves and robbers were prevalent. Guarding for the dog is natural. He does not have to be taught to guard, he knows whom and what to guard.

WAR DOGS

Since ancient times war dogs have served as a valuable tool to man. The use of dogs to help man fight wars dates back several centuries before the time of Christ when the dog was trained to attack. Wearing collars with curved blades attached, they dashed through enemy cavalry and cut down the horses. The Greeks and the Assyrians used dogs in battle, if for nothing more than to send them ahead of advancing columns to draw fire and thus reveal the enemy's position.

The Romans equipped slaves with a ferocious dog on leash which preceded the warriors into battle. The moment the soldiers engaged in hand-to-hand combat, the slaves released the dogs. Each dog, equipped with a heavily spiked collar to guard him against the slash of swords, attacked his own master's assailant.

Napoleon and Frederick the Great used dogs as messengers to carry dispatches attached to their collars and, from that day to the present, dogs have done their share of fighting the battles of the world.

Dogs patrolled the perimeter of the Normandy town of Saint-Malo in the fourteenth century, and a century later Louis the XI provided the ancient abbey in the town of Mount-Saint Michel with a corps of dogs for protection from bandits who could reach the Mount by land and by sea.

Tracking hounds were used by English soldiers in the seventeenth century to hunt down highwaymen who took refuge in the forest. The first official use of Bloodhounds by the British police was recorded in 1876 when they caught a man who had committed a murder in Blackburn. During the reign of terror of Jack the Ripper in 1888, two Bloodhounds were hired by the police, but even they were unable to catch the fiendish but elusive killer of prostitutes.

The first school for dogs trained in law enforcement opened in the Belgium city of Ghent in 1899, although both Germany and France have made some experiments with dogs a few years earlier. Dogs were not too popular with some Ghent policemen at first, because once the dog knew a man's beat they would relentlessly force him to follow it even if he felt like taking a rest in a dark doorway. Noted in a report, "They would

take a man over his night beat with a zeal, a thoroughness, and a systematic ardor that would kill a lazy constable".

In 1906 when the police department was using about 60 German Shepherds, another report noted that night crimes, even in the worst quarters of Ghent, had almost disappeared.

The Ghent experiment attracted attention throughout Europe, and by 1910 more than 600 towns in Germany were using police dogs. French, Italian, Austrian and Hungarian towns followed suit and in that same year several English provincial constabulary forces tentatively tried out dogs. One of the most valuable uses for dogs was in England where the dogs patrolled docks and warehouses to reduce pilfering and willful damage. None of these dogs underwent any special training, they relied merely on their keen sense of smell and hearing to help police observation.

Russian, France and Germany trained dogs for use in war in the late 1800s. When World War I broke out, Germany alone had 30,000 dogs ready to serve as messengers and casualty dogs. As messengers, dogs carried dispatches back and forth to field commanders under heavy bombardment. They established communications between the front lines and the command post by unreeling wire attached to their bodies. They were used to detect mines buried several feet underground, and with parachutes attached they were dropped from planes to participate in rescue operations. Casualty dogs were trained to search the battlefield for the wounded. A leather strap, called a brindle, was attached to each dog's collar and when the dog found a wounded soldier, he would grab the brindle in his mouth and return to his handler. When the handler saw the brindle in the dog's mouth, he knew that the dog had found a wounded rather than a dead soldier. A medical team would then follow the dog back into the battlefield and treat the soldier's wounds.

Following the attack on Pearl Harbor dogs served on practically every front where American forces served. They scented through dense fog where man could not possibly find his way, and they rescued the crews of wrecked planes. From the moment saboteurs attempted to land on our shores, Coast Guard dogs were pressed into service to patrol Long Island, Florida and New Jersey beaches with their handlers.

The war dogs could detect a human 150 yards away in the dark of the night. The dogs were taught not to bark while on patrol; if they heard or scented something suspicious, they notified their handlers by raising their hackles, curling their tails, or merely by lying down and stubbornly refusing to proceed.

POLICE DOGS

When World War II and the Korean War ended, the need for dogs diminished until the London Metropolitan Police Department began experimenting with dogs to test their adaptability to police work. Experiments were undertaken to select the best breed of dog suitable for police work. It was believed that the dog could become a valuable investigative tool by capitalizing on his keen sense of smell and hearing. The British benefited from the scientific studies conducted by the Germans in the early 1900s. Their success was based on the research conducted by a well known German scientist, Herr Hansman.

In 1928 Hansman, a veterinarian surgeon who had worked with the Berlin police, played a very large part in the training of German police dogs. He was recognized as one of the most prominent German canine experts along with Colonel Conrad Most and Captain Max Van Stephatz.

Hansman recognized the value of the dog as an investigative tool and dedicated his studies to avoid misrepresentation of canine evidence. The dog was perceived as thinking of all things stationary or moving by their smell; as we think of them by their touch as handled. The dog sees through his nose, while we see through our eyes. Whereas a man can distinguish a few thousand smells, dogs can easily distinguish about half a million. Due to their scenting acuity, the dog was used in police work to track down criminals, find lost articles and people.

Due to the controversy of tracking dogs, in 1913 and 1914, tests were held in Berlin with a variety of dogs from all parts of the country. They had such unsatisfactory results, that the Prussian government forbade the use of dogs in criminal service. Similar tests conducted by the Munich police in 1927 yielded the same disappointing results.

In 1926, Hansman revealed statistics that reflected the usefulness of the dog, the very foundation of which canine programs were developed in the United States.

In the period of 1926 to 1931, ten dogs of the Berlin police were deployed on 2,833 criminal cases. Of these, 1,095 cases had to be excluded because of complete destruction of the tracks. In 566 (32%) of the remaining 1,788 cases, the dogs proved successful. In another period of three months success was achieved in 18 out of 75 cases.

Hansman analyzed the success of his research data and that of his colleagues and affirmed that a police dog should be able to effectively follow a person's trail if the dog and handler are trained properly and the conditions of the environment where the

track was laid were not adverse. He established the following set of basic rules that have become the important philosophy of police dog programs throughout the world.

Hansman's Rules:

1. For the criminologist, the tracking dog is a means to an end, not an end in itself.
2. The dog is not a being with supernatural powers or a quadruple criminalist, but a technical instrument amongst others.
3. Only rarely does the dog lead from the scene of the crime to the criminal. Hence, training should be for the usual not the exceptional case.
4. Halting or barking at the supposed criminal should be forbidden. Teaching dogs to regard the track lair, real criminal or other substitute as an enemy and to bark at or even bite him is wrong. It may even be dangerous and might cause the animal not to be track faithful.
5. Searching for a criminal is the concern of human beings and there is no point in having it done by the dog.
6. The police dog's sole duty is to find and follow a human track, not perceptible to man, the start and finish of which are of concern to the police or criminalist as the track of a criminal or of a harmless person, not to search for a person or to identify him. The dog indicates direction, follows tracks partially or completely, finds objects, leads to buildings and so on (whether or not objects

found have any connection with crime or the criminal is the responsibility of the criminologist to determine).

7. For technical reasons, the tracking dog must be kept on line except when following a criminal in flight from a crime that had just occurred.

The success of demonstrating that dogs could be a valuable aid for police work led to the establishment of training institutes in Prussia, in Saxony and in seven German states. At the end of World War I, training schools were established in Dresden, Munich, Stuttgart, and Karlsruhe. Service dogs who graduated from these schools were sent to the security police service, the military police force, the criminal police, and the state railway company.

In using the dog for detective work and security work, it was believed that the dog, in whatever capacity he is used, can only serve as an assistant in order to make possible the accomplishment of the task asked of the dog by the handler. In security work the dog usually accompanied the police officer during hours of darkness in areas that were deserted at night. The dog assisted his master's eyes and ears and called his attention to the slightest noise which would escape the less acute hearing of the man. His capability to track, his alertness and his agility warned the policeman of everything suspicious. A dog gave moral support to the solitary constable and, at the same time served as a deterrent to those who might show an inclination to fight. A dog took his place and helped to economize manpower because he was considered to be capable of producing the work of two men. The police dog became indispensable for arresting desperate criminals, escorting prisoners to prevent attempts at rescue, and especially if the canine handler is exposed to attacks or assaults. In the case where the policeman observes a criminal fleeing from the scene of a crime, the dog is nothing but

an extension of the law. A dog is a weapon which is less serious and more humane than the use of deadly force.

The police dog fulfilled another role, besides the pursuer of the criminal, he was also the guardian of the helpless. As the police dog patrolled the roads at night, he often found sick people and/or drunks who had fallen helplessly and, in many cases were in serious danger. The dog indicated the presence of these people by giving bark thus effecting their rescue. Children also lost their way and mentally deficient people who had wandered away from their institution had been searched for and found by the police dog and returned to their guardians.

The use of the police dog as a detective is based on his sense of smell and his capacity for scenting. From such a capacity, police administrators and members of the judicial system usually expect miracles from the dog especially after reading detective reports. There were but a few administrators who had any idea of how difficult it was to train a dog in the art of tracking, and more important, how to make use of his powers. It was believed that a dog trained for tracking should be separated from other service dogs and may have to have further differentiation between the dogs which are trained for following tracks and those that are so-called scent identification purposes. In both cases, the personal smell of the criminal had to guide the dog to his goal. The nose work of the dog was only one of the many auxiliary means used to discover a criminal and it can only be a means of assistance and not as final proof.

Although at the beginning of the police dog movement it was only natural to suppose that the work of the protection and tracking dog might be amalgamated into one and the same animal, experience has shown that in the majority of cases, at least in departments of large cities, it cannot be done. This is due to the fact that the

duties and training do not allow equal and careful training for both dogs and handlers.

The police dog experiment in German cities became so successful that the usefulness of the dog was put to work with the rural police. A rural policeman without a dog became unthinkable. In prison service, too, dogs were used for the protection of officials and the assistance of guards. Later on, many local railway administrations commissioned dogs to serve with the railway station police to guard the lines, the warehouses, and company property. The state railway created a special training center of its own at Roentgenal near Berlin around 1918.

Foreign countries such as Austria, and Imperial Russia soon adopted the idea of the service dog. England, Belgium, Finland, Italy, Switzerland, and the United States slowly followed suit.

It was in 1958 that the first police service dog program was introduced to the United States in Baltimore, Maryland through the efforts of Patrick Cahil, a retired London canine instructor. St. Louis, Missouri, Washington, D.C., Philadelphia, Virginia, Massachusetts and other states on the east coast soon followed suit.

Police service dog programs in California became very popular in the 1960s. Northern California became the leader in the State with the most cities with police canines; however, 20 years later, Southern California has emerged as having the largest cadre of police dogs. At present there is an excess of 600 police agencies in California that have one or more police dogs. California currently leads the nation in police dogs, followed by law enforcement agencies located in the eastern region of the United States.

The deployment of police service dogs can be justified in the areas of man hours saved and officer safety. The deployment of the dog for protection work and detective work, first tested by the Europeans, became a reality and a proven asset to California law enforcement.

Despite the recognized capabilities of the police dog, it has appeared that little has been learned from earlier German studies. Law enforcement administrators have, just like their European counterparts, expected too much from the police dog. Many have failed to recognize the fact that the success of the police dog depends on expert handling, whereby the dog is always put in the right place at the right time, the fact that an untrained handler will only achieve mediocre results with the best trained dog, and that the best possible candidate must be selected for the job.

Due to the increased popularity of the police dog, it is becoming extremely difficult to find dogs that meet the minimum standards of performance. Some police departments, because of their restricted budgets cannot afford to buy dogs. A low-cost dog or donated dog, therefore, must be found or the program will be eliminated or not developed due to a lack of funding. That ultimatum has caused a large percentage of sub-standard dogs to be pressed into service.

In law enforcement agencies where money is not an issue, the imported or pretrained dog, usually acquired from private owners in Europe, is frequently purchased. Many of these dogs are sport dogs, not suitable for law enforcement purposes. Some dogs are under-aggressive while other dogs are overly aggressive. There have been incidents reported where, during orientation training with these dogs the handlers were attacked and severely injured. Many of the dogs, rejected by the handler's agency, found their way into the unsuspecting hands of another police officer from another agency. This

practice borders on criminality, yet because administrators are not familiar with the orientation and training requirements of a pre-trained dog, the credibility of the seller often goes unchallenged.

The average time spent on re-training a dog with prior protection training is approximately three weeks. It is believed by many uneducated law enforcement executives that such a short period of time is sufficient to certify police service dog teams, however, many canine trainers who are familiar with the problems associated with training a new handler to an experienced dog believe that the three-week training plan is substandard and could lead to the failure of the dog in a critical situation. The safety of the police canine handler has, on occasions, been compromised due to incapability of the dog and handler, as well as unreasonable training time tables.

There are many police service dog programs in California that do not have an operational policy. The use of the police dog is often guided by the common sense of the canine handler. In some agencies a civilian canine trainer is under contract to supply a canine and provide training, and that person often dictates philosophy on how the dog is to be used. Frequently the values and philosophy of the vendor will conflict with sworn officers and police canine trainers. In addition, there is little or no departmental standards of performance. It appears that no one in the State of California can agree on what a police dog should be required to perform. Due to inconsistencies in standards, training or the lack of training (basic, in-service and maintenance training) is frequently substandard and often leads to poor performance of the canine team.

II. FORECASTING THE FUTURE

In November 1986, I traveled to Baton Rouge, Louisiana, where I met with representatives from the United States Police K-9 Officers' Association, members of the Judicial system, U. S. Military personnel, civilian trainers, and the minority community to discuss the issues concerning the future of the police dog. A workshop group of trainers, handlers, veterinarians, representatives from private industry, and members of the law enforcement community were formed to assist me in the forecasting process. I also traveled to Northern and Southern California and repeated the same process with similar representatives. I tried to gain an objective comparison (East Coast vs. West Coast) as to what the future of the police dog is perceived to be in the United States by the year 2000.

In addition to personal visits, I drafted a questionnaire and distributed it to the law enforcement community, private industry and citizens, asking them to evaluate the past, present and future environment (considering STEEP - Social, Technicological, Economical, Environmental climates) to determine if there was a future of the police service dog.

A nominal group technique was used during all meetings to explore past, present and emerging issues, trends and events.

An observation about this process is that we have to assume that the persons who were selected are "experts" in discussing and making predictions concerning the K-9 environment and that the small sample size of 10 people at each meeting, and the 50 people who responded to the questionnaire, will not totally negate the results obtained. Due to the time constraints trends and events analysis were limited to 5 trends and 3 events.

A. TRENDS

Using the nominal group technique process, we determined that the three most important developments in the past 15 years that influenced K-9 programs were:

1. Proper political climate.
2. Changes in the method in which police dogs have been used.
3. It was determined through research that the dog was capable of doing more than just biting.

It was the consensus that the police dog, in spite of all of the past and present technological advances, still remains a cost-effective investigative tool. In the proper political climate, the police dog, if properly trained, will remain a viable alternative resource to the law enforcement community.

The project participants, through independent work and group brainstorming and questionnaires, identified past and present trends.

Using the trend evaluation technique to calculate the past level of each trend and their direction to the year 2000 (Appendix A), the panel forecast the growth of the five trends felt to be the most important with the following mean results, assuming that today's value is 100.

	<u>Could Be in 13 Years</u>
Trend #1 VICARIOUS LIABILITY	421
Trend #2 EXPANSION OF CANINE PROGRAMS	510
Trend #3 MANDATED STANDARDS	616
Trend #4 DRUG USE/DRUG TRAFFICKING	1,000
Trend #5 TERRORISM	600

DISCUSSION

VICARIOUS LIABILITY

One of the most recently forecasted trends is an attempt to hold administrative leaders responsible for the acts of subordinates. Generally speaking, the executive is not liable for the torts of officers under their command; however, recent emerging theories have placed the executive in jeopardy. If the executive negatively performs a duty on a prior occasion, and that action is the proximate cause of the filed action, he or she could be liable.

The following categories affect the liability issue:

NEGLIGENT APPOINTMENT

Negligent appointment could deal with an unfit officer with a propensity towards violence and untruthfulness who is appointed to the position of a canine handler. It could also apply to the appointment of a sworn or nonsworn officer as a departmental canine trainer. The executive officer and municipality have a duty to appoint the best qualified person and to eliminate the unfit.

1. Thomas v. Johnson, 295F SUPP 1025, 1968.
2. Peters v. Bellinga, 159E 2D, 528, 1959.

NEGATIVE RETENTION

The negligent retention of a known unfit sworn or nonsworn officer or employee could subject the chief executive and the municipality to vicarious liability for subsequent misconduct. Once the chief executive is confronted with an employee who has used his/her dog as an act of brutality or a pattern of deviant behavior, the executive must take appropriate measures to remedy the problem. Such action may include minor discipline, psychological counseling and/or remedial training. The chief executive who retains an employee who has had numerous sustained misconduct complaints may be liable in a civil rights action (42 US Code 1983).

1. Fernilius v. Pierce 138P 2D, 12 1943.
2. McCrink v. City of New York 71 NE 2D 419 1924.

NEGLIGENT ASSIGNMENT

If an employee has been found negligent with the use of the police dog, he or she should be reassigned if appropriate to a position where there is less likelihood that the incident could be repeated.

NEGLIGENT ENTRUSTMENT

Canine officers are entrusted with their dogs on a 24-hour basis. If a canine handler is involved in a situation where the dog is used, and the officer was known to be unfit to handle the dog, it would be negligence to allow the officer to do so. If the proximate cause of a future situation involving the dog were to occur, the superior could be personally liable (Underwood v. U.S. 356F 2D92). Some cases involving the

misuse of firearms have been decided on the theory of negligent entrustment where little or no training was given (Horn v. IBI Security Service of Florida, Inc. 317 SO. 2D444, and Langill v. Columbia, 289 SO 2D460). Negligent entrustment can be based either on improper employment or insufficient instruction.

NEGLIGENT TRAINING

Failure to train or insufficient training is another theory of vicarious liability. Negligent training claims fall onto the general categories of firearms, assaults, traffic control, medical aid, high-speed chases and police dogs. The burden of providing necessary training for a hazardous position falls on the employee/agency and its administrators. Adequate training can prevent departmental liability (Martin v. Carlote, 270 SO 2D252 1972).

NEGLIGENT SUPERVISION

If a superior officer is assigned a supervisory duty and fails to perform it, the person can be potentially liable for negligent omission. The superior is not directly liable for the misconduct of subordinates, rather it is a breach of his duty to supervise added to the subordinate's misconduct which creates joint liability. Statute gives the executive the power to suspend or remove subordinates. It also places the correlative duty of vigilantly exercising that power for the protection of the public interest (California, Fernelius vs. Pierce, 138P 2D12 1943).

Since the operation of a police force is clearly a governmental function, the question becomes whether training, instruction, supervision and control of police officers is a discretionary or ministerial function of a municipal government. If it is discretionary, tort liability will not be binding; if ministerial, the involved party will not be immune from suit (Elvin v. the District of Columbia, 337F 2DAT154-155).

In many cases, vicarious liability for an alleged failure to supervise has been disallowed and in each case there was no specific evidence supportive of the proposition that the superior officer was notified of the character of the subordinate officer. (This appears to be a requirement that is absolutely essential to ensure recovery for negligent supervision of an employee - *Fernelius v. Pearce*, SUPP; *McCrink v. City of New York*, 71NE 2D419).

1. Clearly alleged duty to supervise and a breach of that duty.
2. Specific prior misconduct must be shown on the part of the involved officer.
3. Notice to the superior of prior misconduct of the employee must be proved or presumed from the facts.

FAILURE TO DIRECT

The last related theory of recovery against the executive is when there is failure to direct a member of the police department. In *Ford v. Breiler*, 383F SUPP 505, 1974, Chief Judge Reynolds indicated that a failure to direct officers under one's command rises to a claim of responsibility and unless there are supportive affidavits denying the allocation, a court is unable to dismiss the action.

The mother of the deceased sued the Chief of Police and various officers for the accidental shooting of her daughter. Officers had entered the decedent's residence armed with an arrest warrant but not a search warrant. The officers were looking for a fugitive who was believed to be on the premises. The complainant alleged that the Chief of Police failed to establish a policy regarding the requirement of officers under his command to obtain a search warrant in addition to an arrest warrant. He also failed to instruct officers under his command to exercise all reasonable means to ensure the safety of all of those within the premises. Lastly, the Chief of Police

failed to instruct and require officers to keep and use tear gas to flush dangerous persons from dwellings.

The Court found that the Chief's conduct was "such gross non-feasance as to constitute personal cooperation". In refusing to dismiss the complaint against the Chief of Police, the Court opened the door to a new theory of liability, failure to issue written directives.

It is interesting to note that increased trends of liability is not a direct result of employing a canine unit. The actions of individual officers and their involvement in liability issues brought about through their normal course of duty far out number those perceived to be attributed to the police dog. However, liability issues, although not caused by police dog activity, still impact the program. All of the liability categories that affect the individual actions of police officers also affect the way the dog is used and how the program is managed.

EXPANSION OF CANINE PROGRAMS

The first canine programs in the United States were introduced on the east coast and in the midwest in 1958. The popularity of the police dog was rapidly accepted by the conservative community. There were, however, numerous incidents where dogs were used against blacks occurred in early 1960 in Delaware, in Wichita, Kansas, and in April 1963 during civil rights demonstrations in Birmingham, Alabama that negatively affected the implementation of canine programs in the western region of the United States. In 1966, Jesse W. Lewis of the Washington Post wrote, "The dog is usually thought of as a man's best friend, a pet and a companion. But in cities where large German Shepherds are used by the police to control crowds and patrol crime ridden areas, the dog has become a symbol of everything that is wrong with relations between the races. The dog

is capable of invoking fear where none exists; belligerence instead of friendship; violence instead of order".

Through public criticism, police departments learned to recognize the fact that police dogs were an asset and that both the dog and handler must be well-trained and disciplined, and that the use of the dog to confront and control demonstrators would be only used as a last resort. In the wake of the problems experienced with the use of police dogs to control civil rights demonstrations, legislation was proposed in California on February 10, 1965. An anti-dog bill, AB 1097 was introduced that would have restricted the use of dogs in law enforcement; "Every person who uses any dog for the purpose of controlling the actions of any human being, except in patrolling the interior of a warehouse or a department store that is closed for business, is guilty of a misdemeanor". Those opposed to the proposed statute were the League of California Cities and police departments that used police dogs. Those who introduced the Bill were concerned that the police dog would be used against blacks in California as they were in the south, even though that had not been the case in California.

In 1967, the Hawaii State Legislature passed a law which outlawed the use of the police dog to police public gatherings, picketing and lawful assemblies. Six years later, the law was repealed due to pressure imposed from law enforcement groups.

In the mid 1960s, police departments in the Bay Area - Berkeley, Richmond, Concord, Antioch, San Francisco, Fremont, and Sacramento established canine units because they recognized the dogs' potential to law enforcement and the fact that one of the dogs greatest value lies in the deterring effect of their presence in high crime rate areas. Most agencies with dog programs in California developed policies restricting

the use of the dogs for crowd control. It was believed that the dog was a weapon, and, like a baton, can be employed so as to bring discredit to the police department.

It was the implementation of successful public relations programs that helped police departments convince the public that a police dog would be beneficial to the community. The value of canine demonstrations to service groups, schools and churches proved very effective. It afforded law enforcement the opportunity to not only sell a canine program, but to bring the police and the community closer together. It was realized that not everyone likes police dogs and that many people are afraid of them based on having heard that police dogs are used to bite people but public appearances and work demonstrations were deemed essential to ease the public's apprehension.

It appears that public opinion toward the police is progressively becoming more supportive, especially in the face of budgetary cuts in public funding where the community has placed police and fire protection high on the priority list.

With well-organized community involvement and with the help of the news media, police dog programs are gaining statewide acceptance.

The establishment of operational policies and procedures, the selection of qualified handlers, dogs and training programs have also contributed to the success of police dog programs in California. The Legislature has also supported the use of police dogs. In 1976, AB 4423 was introduced at the request of police executives to amend the State's Health & Safety Code to exempt the police dog from quarantine. An automatic quarantine was seen as unnecessary in the case of police dogs. It disrupted the officer's duty schedule and was not in the best interest of public safety.

On January 19, 1978, AB 2263 was introduced to prevent people from interfering with or harassing police dogs; however in 1986, 600PC was enacted to protect the police dog. Anyone who kills or injures a police dog is guilty of a crime.

MANDATED STANDARDS

Since police dogs are deployed for crowd control purposes, searching for lost and hidden persons, chasing and biting fleeing suspects, and protecting handlers, the potential areas of liability fall into four categories:

1. Whether police canine handlers ordered or permitted the dog to attack negligently.
2. Whether the dog was properly trained prior to being placed on duty.
3. Whether the particular acts of the dog constituted excessive force under the circumstances.
4. Whether a police dog should be judged under a different standard than other dogs in regard to provocation or movement prior to an attack or an offense of his handler.

Taylor v. Prince George's County, Maryland, 377F SUPP 1004

Revey v. City of Bellingham, Washington, 1975

Manning v. Sterling, Kentucky, 77-CI-52, 1979

In Lyons v. the City of Los Angeles, reference to the use and training of the bar arm control led to the passage of a law restricting the use of the choke hold by the police unless it was a life or death threatening situation. There is a correlation between Lyons v. Los Angeles and possible lawsuits against municipalities requiring proof that the police dog was trained properly and that the use of the police dog was reasonable.

Section 1983, 42 U. S. Code, provides the required statutory basis for lawsuits in Federal Court. A suit under 42 USC requires that a "specific policy or custom of the Government" caused the injury. Unwritten policies, if encouraged, or allowed by a police agency to the extent that they become customary may serve as the basis of a Section 1983 action.

Legal experts believe canine officers who act outside the scope of their duties violate departmental policy. It is imperative, therefore, that there be a departmental policy regarding the use of the police dog and that the policy not be exacting. A policy should not reflect a do or don't direction. It should be positive and basically outline the capabilities of a canine unit.

In Willie Brown v. the City of Tuscalusa, Alabama, the issue of a dog biting a person or barking was addressed. The case is significant in that it discussed the training of the dog on a weekly basis, the development of a well-organized maintenance program, and it discussed the early preliminary training the dog had in Germany prior to being accepted into police work.

In the midst of increased lawsuits being filed against municipalities, the deep pocket theory of liability is emerging. It is becoming costly for insurance companies to provide insurance to public governments at a reasonable rate. Large insurance companies cancelled insurance coverage to cities, forcing them to become self-insured. In the State of Florida, the Florida Sheriffs' Self Insurance Fund assessed the liability risk that police canine programs presented and determined that the lack of established minimum standards could lead to the misuse of the dog by its handler, adverse publicity, and lawsuits filed for excessive force and for violation of the person's civil rights. Poor training, or the lack of training, can result in poor

performance of the canine team, lack of handler control, and in some cases failure of the dog to perform as expected. As a condition of coverage, all canine units must be certified to be in training or have completed a recognized training program in the State of Florida. Certification of the canine units may be obtained through the United States Police Canine Officers' Association's field trials or by arranging to have three certified USPCA judges hold an individual trial for the person. Non-certified or trainee units are not allowed to be put into a situation where the dog will be used. The unit must receive 70% or better in proficiency in obedience and aggression work in order for them to be considered insurable.

The certification requirement was established as a front line defense in court for legitimate cases involving the use of police working dogs and to ensure affordable and attainable insurance coverage. Other states that have similar mandated standards are Louisiana and Washington State.

DRUG USE/DRUG TRAFFICKING

Drug trafficking is the most serious organized crime problem in the world today. The drug trade generates billions of dollars for organized crime each year, imposing incalculable costs on individual families, communities, and governments world wide.

Drug users finance organized crime through their drug purchases, and it is they who bear the responsibility for the broad range of costs associated with the drug industry.

Drug abuse ruins individual lives, drains billions of dollars each year from our society and erodes the nation's quality of life. The violence and corruption that are an integral part of organized crime drug trafficking take the lives of American and

foreign officials and private citizens, undermine drug control efforts and threaten entire governments. The impact of organized crime and drug trafficking on society has far reaching consequences from the mental or physical destruction of the individual drug user to questions of national security.

Drug trafficking has proven to be the most lucrative and widespread criminal activity in the world. Law enforcement believes that marijuana, cocaine, and dangerous drug trafficking are the three primary activities of organized crime groups. Drug trafficking accounts for 38 percent of all organized crime activity across the country and generates a yearly income estimated to be as high as 111 billion dollars.

Cocaine, once considered a fashionable drug for the wealthy, is now used by individuals of all socio-economic groups. The cocaine industry generates an estimated 11 billion dollars in illicit income annually, and its growing importation and consumption have all increased in recent years (see Appendix B). It is estimated that 75 percent of the drug comes from Columbia, 15 percent from Bolivia, 5 percent from Peru, and 5 percent from Ecuador, Argentina, Brazil and Chile. Most of the conversion of the processing occurs in Columbia; however, an increasing number of cocaine laboratories are being seized in the United States. Six laboratories were seized in 1982, 11 in 1983, 21 in 1984, and 25 during the first 6 months of 1985.

Heroin is another popular drug used by Americans. The Drug Administration estimates that there were 490,000 heroin addicts and users in 1981. While the addict population has remained relatively steady since 1979, indicators of heroin consumption and effects have increased in recent years (see Appendix B).

Heroin is a valuable commodity to organized crime. It has been said that an ounce of heroin is ten times as expensive as an ounce of gold. Heroin users provide organized crime with billions of dollars each year. It is estimated that illegal heroin sales in 1982 totaled 6.12 billion dollars.

Marijuana - according to the most recent national survey on drug abuse conducted in 1982, it is indicated that 20 to 25 percent of the entire population have tried marijuana, and 20 million people use the drug at least once per year. Although some surveys indicate the number of marijuana users has been declining, levels of use remain significantly higher than for any other illicit drug. In 1984 Americans consumed an estimated 7,800 to 9,200 metric tons of marijuana.

The use of synthetic drugs is also widespread in the United States. More than six million Americans used synthetic drugs for non-medical purposes in 1982. Over 2.5 million people abused depressants, approximately 2.8 million abused stimulants and almost 1 million abused hallucinogens (see Appendix B).

Each time a drug user buys cocaine, heroin, or other drugs, he makes a contribution to organized crime. Such contributions are the sole sustenance of the violence, corruption, illness and death that trafficking groups bring to this and other societies.

TERRORISM

Most people believe that terrorism only occurs in Europe when, in fact, individual and organized terrorism occurs daily in the United States. In 1976 there were a total of 2,706 incidents where death, damage and/or injuries occurred nationwide. A ten-year poll reflects 24,950 reported incidents related to civilian terrorism.

Analysis of terrorism identifies the motive for the explosive incidents as acts of vandalism, revenge, protest, extortion, labor related, for insurance fraud, for homicide, or suicide. Many of the devices used are filled with smokeless powder, black powder, flammable liquid, dynamite, and plastic explosives. The availability of explosive devices has allowed drug smugglers to booby trap hidden caches of illegal drugs; marijuana growers are setting explosive shape charges on trails leading to marijuana plantations; and individuals, not organized subversive groups, are planting explosive devices in buildings with the intent to disrupt business to further injure those persons they are in disagreement with or persons they wish to get even with.

Regardless of the motive, law enforcement officers are frequently coming in contact with explosive devices. Large cities that have the resources can afford to have bomb detection equipment. To locate and identify an explosive device, smaller agencies have to rely on military bomb disposal units to handle a suspected explosive device.

Before an explosive device can be disposed of it must, of course, be located. A common approach is to conduct the search of an area of a structure using a team of officers. Once the item is found, it can be isolated and dismantled. In an attempt to minimize the danger to officers conducting the search, police dogs having been trained to locate the odor of explosives are being deployed. A bomb sniffing dog can locate an explosive more quickly and safely than a man can. Without the capability of knowing if or where a suspected device is, occupied buildings and dwellings have to be evacuated, traffic must be rerouted or delayed, and numerous people are inconvenienced.

In 1972 the bomb dog program became very popular in the United States. With the assistance of L.E.A.A., New York City organized a small unit of detection dogs. The experiment was so successful that many of the major airports in the United States

expanded to use the bomb dog from a mere handful of dogs to its present strength of over 80 dog/handler teams.

Under the direction of the Federal Aviation Administration, dogs undergo 16 weeks of intense training where they are trained to identify and locate nine odor systems (liquid and solids used as ignitors or explosive materials). Because dogs are not expensive to train, and the fact that they are mobile, portable and highly reliable, it appears unlikely that they will be replaced in the near future.

The United States Armed Services, the Federal Services, and large metropolitan cities have been the only group utilizing bomb dogs. However, SWAT Teams are now using dogs to clear areas feared to be booby trapped with explosives and local law enforcement agencies are beginning to recognize the full potential that the dog has to assist them in their fight against terrorism. Whereas dogs were used wherever there was only a threat, dogs are now being used as assessors.

B. CRITICAL EVENTS

The panel, first working independently then collectively brainstorming, generated a list of critical events that might occur in the future that could impact upon the trends forecasted and thus on the issue.

The group then used the nominal group technique to identify the three most important critical events (events to watch for).

Event #1 -- Major disaster

Event #2 -- Organized terrorist crimes

Event #3 -- Collapse of the financial system/taxpayers' revolt

Evaluating the probability of each event occurring, first by 1995 and then the year 2000, the results were: (see Appendix C)

DISCUSSION

MAJOR NATURAL DISASTER

The workshop panels decided that a major natural disaster would obviously markedly alter any predictable trend. Forecasting such an event is simply guesswork; however in California, it is believed that a major disaster such as an earthquake is imminent in the near future.

Predictions that a major disaster would occur by 1995 were predicted (see Appendix C). Most panelists felt that there would be a positive impact on the issue. Their logic was that a disaster would show a need to have police dogs cross trained to perform search and rescue functions. In the event of a disaster, manpower and resources would be limited. Sophisticated sensing devices may not be readily available to quickly help locate the sick, injured or the deceased.

A major disaster would also drain the resources of public services agencies. Law enforcement would have to prioritize its service and commit manpower to those necessary tasks of protecting and preserving life first, property last.

ORGANIZED TERRORIST CRIMES

In discussion, the group believed that increased organized crimes would create public panic. Legislation would be passed to allow warrantless searches of persons and property. The number of bombing threats and actual bombings would increase. All public forms of transportation would become threatened targets. Law enforcement executives, public officials, drug enforcement agents and members of the judicial system would also be at high risk.

The panel again foresaw a positive impact on the issue (see Appendix C) and on law enforcement. Police powers would broaden and the number of officers/organizations needed to meet the demands for service would increase. The use of dogs, along with special anti-terrorist and organized crime task force units, would expand.

COLLAPSE OF THE FINANCIAL SYSTEM/TAXPAYERS REVOLT

The need for funding the judicial system is dependent on income generated from the local, state or federal constituents. The collapse of the entire financial system, although predicted by the panel as unlikely to occur, would have a negative impact on the issue and on law enforcement as well (see Appendix C). Privatization of police would become a reality. Businesses may cluster and form their own internal private police force.

Panelists felt that if a taxpayers' revolt were to occur, it would be a direct cause of the collapse of the financial system. If there were no taxes paid, there would be no money to operate public service agencies.

C. CROSS IMPACT ANALYSIS

The panelists later evaluated the trends and events which were chosen on their importance to the issue, their representative of the set as a whole, and their interest as potential targets of policy/action, and prepared a cross impact analysis. There are evaluations, event-to-event and event-to-trend which estimate the direct impact of events and trends on one another in 1995 (see Appendix C).

1. If a major disaster were to occur, the probability of:

Organized terrorist crimes - 20% decreases to 10%

Collapse of the financial system - 20% decreases to 10%

2. If organized terrorist crimes were to occur, the probability of:

Collapse of the financial system - 20% remains 20%

Major disaster - 20% remains 20%

3. If the collapse of the financial systems were to occur, the probability of:

Organized terrorist crimes - 20% decreases to 5%

Major disaster - 20% remains 20%

D. SCENARIOS

Following the workshop process, all data was analyzed and the finding discussed with my peers. Additional research as well led to the development of the following scenarios describing the Environment of the Police Service Dog in the year 2000.

SCENARIO A

DATE: January 8, 2000

Synopsis:

The police executive has learned from his predecessors, as he is much more aware of what is necessary to maintain an effective K-9 unit. A clearly written policy spells out how the dog will be used, what the qualifications are in order to handle and train a dog and what the responsibilities of management are. Monthly training has been made mandatory and recertification is mandated yearly. K-9 teams unable to meet the minimum standards are removed from active service, then documentation is required for any incident where the dog is used. Staff officers are required to be part of the evaluation system to ensure that the dog can perform the tasks as required.

The financial outlook for law enforcement is somewhat better than projected, although there is a constant struggle for money. Most police departments have combined their resources by forming regional policing districts.

The United States Police Canine Officers' Association, which was first introduced in California in 1986 and now has a membership in excess of 3,000 members, has taken a very active role in improving the work dog's standard. Training seminars and trials are held monthly to keep and maintain the proficiency of K-9 units.

The State-mandated K-9 standards that were implemented by POST, effective January 1, 1990, have unified all California law enforcement agencies. Police dogs are now required to perform the basic tasks of tracking, article search work, building and area

searching, narcotic and bomb detection, and search and rescue work. There are ten regional training centers strategically located throughout the State of California which provide basic patrol dog and advanced training for K-9 handlers and administrators. The training centers are affiliated with the junior college districts and are managed by regional training directors. All K-9 instructors are POST-certified and are required to have teaching and training credentials.

The effect of imposing standards for police dogs has greatly reduced the liability risks that have plagued municipalities since the early 1980s. The insurance companies which have begun to organize a statewide effort to enact legislation to limit all police powers including the use of the dog have been curtailed through the combined efforts of POST, PORAC, the League of American Cities and other influential organizations and political lobby groups. The ACLU (American Civil Liberty Union) and the NAACP (National Association for the Advancement of Colored People) have pledged their support to law enforcement because they are convinced that police dogs are being used as an effective investigative tool and not as an instrument of brutality.

Ten years ago police dog programs in California were disorganized, ill managed and improperly trained. Today the police dog has proven that he is a valuable crime fighting tool.

The drug problem which was forecast in 1986 as being a major problem by the year 1995 has worsened. Narcotics are being smuggled into the United States through seaports, air carriers, and the United States mail. Police task force units are working closely with the United States military to attempt to curve the influx of drugs. The number of narcotic dogs in the State of California has a total of more than 1,000 dogs. The

dog's keen sense of smell has enabled narcotic task force units to quickly and effectively locate concealed narcotics.

Through the recent legislative changes allowing law enforcement to conduct warrantless searches for narcotics, the demand for narcotic dogs has skyrocketed. Each law enforcement agency in California has an average of at least two to three narcotic dogs in addition to patrol dogs on duty daily to provide assistance whenever they are needed.

The steady increase in terrorism acts in California has placed a huge strain on material and manpower. There are approximately 10,000 bombings a year and 30,000 false bomb reports. Ten years ago police officers had to visually inspect the structure for an explosive device which could take hours. Today, two to three dogs are used to search the building where suspected explosives are present.

The patrol service dog continues to serve law enforcement in an exemplary manner. The dog's high level of training enables him to stop a fleeing felony suspect, find evidence, and follow tracks laid on soft and hard surfaces. The patrol dog has the capability because he barks when he finds a person instead of biting him to be a search and rescue dog. This capability was evident in the 1993 earthquake that occurred in the Bay Area cities of Hayward, San Leandro and Oakland. Police service dogs from Contra Costa, Alameda, Marin and San Mateo Counties assisted search and rescue units in the search for injured and deceased persons. The police K-9 units found 1,000 bodies and they were credited with saving more than 200 lives. The officers and dogs who participated in this rescue attempt received Statewide recognition and a pledge of financial support from the Governor to continue and expand police dog programs in the State of California.

SCENARIO B

DATE: March 10, 2000

The crime picture has stabilized somewhat over the past five years. It was thought that there would be a steady increase in crime, but due to the change in U.S. immigration policy, immigrants from South America, China, the Philippines and Korea, between the ages of 14 to 25, flooded the western rim of the United States. Crimes against persons, narcotic crimes and terrorism including property crimes have skyrocketed. Law enforcement has taken an aggressive posture by implementing task force units to combat crime. Narcotic dog teams frequently patrol and inspect airports, trucking centers, railways and shipping ports in plain clothes because they, as well as the bomb dog handlers, have been targeted for death due to their success in drug and explosive detection.

The patrol dog program in California expanded beyond all expectations, but due to the recent liability issues, their existence is in doubt. In addition, the lack of training, the lack of standards for selection, handling and use of the dog are affecting the future of the police dog.

At present, police patrol dogs are used to search structures and open areas for persons hidden inside, to capture persons who flee from law enforcement officers and to disperse people participating in unlawful assemblies. In-service training is non-existent. There is not enough time nor is there adequate staffing to allow canine handlers to participate in training. Standards from one department to another vary. Some departments allow the dog to be used in any situation where force is necessary, while others use dogs only in felony situations.

The lack of uniformity has been identified as the common thread that will lead to strong controls not only on K-9 programs, but with other law enforcement programs as well.

Insurance companies in California have already organized an effort to control the actions of law enforcement by applying pressure on City and State Governments to develop standards. The model they are using is the one that was developed in the State of Florida in 1986.

The number of lawsuits filed against law enforcement agencies, executives and subordinates has reached epidemic proportions. The actions of police officers are constantly being scrutinized by the public as well as in the courtroom. Special operational units such as SWAT, narcotics and terrorist task force units and K-9 units are being monitored by the ACLU and the insurance companies.

K-9 units are currently viewed as a high liability risk due to the way the dog is being used. The budget crunch in 1994, caused by a taxpayers' revolt, forced law enforcement to consolidate its manpower and resources. In order to augment the patrol force to save time and money, police dogs, although they are expensive, are continuing to be replaced. California now leads the nation with over 2,000 dogs in service.

SCENARIO C

DATE: June 20, 2000

Crime in California has been steadily increasing over the past five years. The use of narcotics and dangerous drugs has reached epidemic proportions. The educational programs which were first introduced in the intermediate and high schools ten years ago, have been of little help to curb drug use by youths. Funding for drug education programs have come from private donations because there is little or no money for special education programs. The taxpayers' revolt in 1995 virtually handcuffed spending for public service. Due to the lack of funds for special task force units, the use of narcotic dogs have been eliminated.

Terrorism crimes continue to rise yearly. To date, there have been 55,000 reported incidents where explosive or incendiary devices have been used. Due to the magnitude of the problem and lack of funding, law enforcement cannot adequately cope with the number of terrorist crimes. Due to budget constraints, there are but a handful of explosive detection dogs in the State of California. Most of the law enforcement community have to rely on the assistance of military personnel to locate and dispose of explosive devices.

Funding for law enforcement has been sharply curtailed. Salaries have been reduced, positions have been eliminated and experienced officers have gone into the private sector. The financial structure in California is on the verge of collapse. Refusal of taxpayers to pay state and federal taxes has forced California to consider bankruptcy next month.

Student: Jared Zwickey

Class #3

Subject: IS THERE A FUTURE FOR THE POLICE CANINE?

The report explores the evolution of police K-9 programs in Europe and in the United States, and describes how the dog, if trained and deployed properly, can be an effective law enforcement tool.

It is the author's belief, based on trend analysis, that with the increase use, sales, and transportation of narcotics and dangerous drugs, increased risk of liability, increased acts of terrorism, and the reduction of police budgets, the police dog will continue to be a valuable asset to the law enforcement community.

There is a strong belief that standards of performance for police dogs must be developed by and for the law enforcement community before special interest groups apply their political influence to restrict or eliminate the use of the police dog.

The literature provides a framework from which the law enforcement community can develop training and performance standards to ensure the success of present and future police K-9 programs.

The earthquake that leveled the southern region of California in 1996 killing tens of thousands of people, led to the start of the economic decline for California. Since there were no police dogs available to assist search and rescue units, hundreds of thousands of people lost their lives and many were never found due to the shortage of search and rescue dogs.

Patrol service dogs which were popular in the 1980s are no longer used by law enforcement. The inability of administrators to recognize the need for standards of selection, training and general use, brought about legislation banning the use of the dog to find and bite people. Since the reported death of a man in Nashville, Tennessee in 1984, there have been 60 people who have died as a result of a police dog biting them.

Liability insurance can no longer be obtained. The liability risk that SWAT teams, K-9 teams and special enforcement teams present plus law enforcement practices such as pursuit driving is so great that most departments have abandoned their use.

Insurance companies have become politically active. They are constantly lobbying for legislation against police policy and procedures. It appears that law enforcement is losing the battle. It's possible that a civilian police force funded by neighborhood groups, will become a reality in the near future.

E. POLICY ALTERNATIVES

Each of the scenarios postulated and the trends and events used to generate them, produced the following ideas for policy considerations to better prepare for the future predicted.

Policy #1: Creation of a Statewide standard - P.O.S.T must become an active leader in establishing standards of performance for police service dogs. Task force committees should be formed to determine what the standards should be.

1. There must be standards for the selection of a qualified sworn or non-sworn trainer.
2. There must be guidelines for the selection of a suitable handler and dog.
3. Development of a certification process at the entrance level and for yearly certification.
4. There should be established minimum levels of proficiency for dogs entering and maintaining their status in the canine unit.

Policy #2: Law enforcement agencies should develop a K-9 use policy to reduce vicarious liability issues.

1. Clearly define when and how a dog can be used.
2. Establish areas of responsibility for handlers, trainers and administrators.
3. Establish a minimum training requirement, on a weekly, monthly and yearly basis.
4. Dogs should only be allowed to bite a person who represents a threat to the officer or to another person. The dog should not automatically bite unless commanded.
5. Dogs should be able to perform search and rescue work, patrol work, narcotic detection and explosive detection.

Policy #3: Training must be provided on a local, state and federal level to maintain levels of proficiency.

1. Canine handlers should be required to attend a minimum number of hours of training before certification. Handlers should return to a structured training course every other year.
2. Narcotic and explosive detection dogs should attend a mandatory training course developed and certified by the State of California. All detection dogs must be certified yearly.
3. The State of California must develop training centers, strategically located throughout California to provide the necessary K-9 training needed for handlers, and administrators.
4. Regional breeding centers should be established to meet the growing demand for service dogs.

Policy #4: Law enforcement executives must consider alternative funding for special enforcement units.

1. Special taxes could be imposed at the local, state and federal level to finance the operation of these units.
2. Consideration to impose fines on criminals who would then directly reimburse the involved law enforcement agency.
3. Diversion of funds from asset drug seizures could be used to help fund and train K-9 units.
4. Pooling of resources within geographical areas of the counties to help offset the cost of doing business.

Policy #5: Law enforcement must consider increasing the number of narcotic and explosive detection dogs.

1. State, local and federal task force units with dogs assigned could be organized to meet the need for increased service demands.
2. Not all cities could afford to have a large staff of specialized dogs, therefore, sharing of resources from neighboring cities, counties, state and federal agencies must be explored.
3. Private industry must be convinced to fill the void left by the lack of law enforcement to meet increased demands for service by training and employing a staff of narcotic and explosive detection dogs.

CONCLUSION

The results of the panel's forecast is that the police dog does have a very prosperous future in California in the year 2000. The role of the dog will change somewhat in the future; he will not be allowed to bite a person unless he is told to, and he will be required to perform more investigative functions such as tracking, narcotic and explosive detection and search and rescue work. The law enforcement community, along with the assistance of P.O.S.T., could provide the necessary training and control needed to help the police dog program survive during the next 15 years.

III. THE STRATEGIC PLAN

As a forward looking approach, Strategic Management and its necessary component, Strategic Planning, provide the basis for adapting the organization to an unpredictable environment and for more effectively achieving organizational objectives. The workshop panel using the FOUR-FACTOR ANALYSIS technique (Strategic Planning, Organizational Considerations, Resource Requirements, Strategic Control) and a WOTS-UP analysis (an acronym for weakness, opportunities, and strengths) helped complete a strategic plan to help guide law enforcement executives into the future. The model identifies the forces and constraints imposed on strategic factors.

A. SITUATION

1. Environmental Analysis

The increased interest in police canine programs in California has led to the forecast of five trends that will have a strong and positive impact on the future of the police service dog. Each trend is interrelated and reflects an optimistic future for the police dog for general patrol duties and special assignment.

In the past 20 years, California has emerged as the leading state in the nation with in excess of 600

police dogs employing at least one police dog. The popularity of the police dog was the result of the dog's successful performance as an investigative tool in large metropolitan cities such as Washington, D.C., Philadelphia, St. Louis, Chicago, New York, and other large cities in the early 1960's. It was documented that the use of the police dog saved manpower and allowed the police to search large structures and open areas quicker and safer than what a team of several officers could perform. The dog's keen sense of hearing and sense of smell has helped law enforcement officials locate small items of evidence, lost persons, and people hidden from the police. In the face of armed confrontations, police dogs have repeatedly given up their lives for their human counterparts.

One of the major problems facing the American society today is their affliction with drugs. Marijuana, Heroin, and Cocaine can easily be purchased on any street corner in any city in the United States. In the attempt to curb the flow of narcotics and dangerous drugs, law enforcement officials have turned to the use of the police dog to help locate drugs that are cleverly hidden in cars, shipping crates, airport baggage, buried in the ground, and hidden in business and residential structures. The popularity of the narcotic dog is rapidly increasing. The United States Customs narcotic dog has proven to the law enforcement community

that the dog's keen sense of smell can easily detect the presence of narcotics even though it is sealed in an airtight container or masked with the odor of a foreign substance. The dog can easily detect drug odors amidst masking odors of coffee, pepper, paprika, and other strong odorous substances.

Due to the high cost of investigating people and organizations that deal in drugs, local law enforcement organizations are consolidating their manpower resources by forming State task force units assisted by Federal agencies. Narcotic dogs from the U. S. Customs have, in the past, been called upon to assist State Task Force units in the service of search warrants; however, due to the increasing workload by U. S. Customs Services, the current emerging trend is to train and certify narcotic dogs and assign him to a local State Task Force unit in lieu of utilizing dogs from the Federal service.

The trend of increasing individual and organized terrorist crimes in the United States has created the concern that law enforcement is ill equipped to locate and dispose of explosive materials. The United States Military and the Secret Service in large metropolitan cities has successfully employed police dogs to detect the presence of explosive devices. As terrorist crimes increase in rural metropolitan communities in the Unit-

ed States, the need for explosive detection equipment, including explosive dogs, will also increase. The police explosive dog can quickly and safely search a structure or an open area for an explosive device without exposing their human counterpart to the potential loss of life or limb. The savings to human life in terms of dollars and cents is incomprehensible. The explosive dog, along with his narcotic and patrol dog counterpart, has a future place in the law enforcement arsenal.

The renewed interest in police dogs for law enforcement purposes has created a drain on the availability of qualified dog candidates. The Armed Forces receives a large quantity of the available donated dogs from the general public, plus they purchase dogs at a very low cost. U. S. Customs also accepts donated dogs, and they will purchase qualified dogs for a reasonable fee.

Law enforcement agencies facing fiscal constraints have been forced to accept donated dogs from local Animal Control Shelters and from the general public. It is not uncommon to test 100 or more donated dogs before one suitable patrol dog candidate is found. The police dog must have the required attributes of aggressive-

ness, sound temperament, hunting instinct, sense of drive, and the ability to handle the stress of jumping and giving chase, and they must have a strong scenting ability. Dogs acquired for narcotics and explosive work must have strong hunting and retrieving drives, sound temperament, good health, and scenting ability. Dogs used strictly for tracking must have a sound temperament and good scenting ability.

In order to meet the increased demands of dogs, law enforcement agencies, including the Military services, are finding it increasingly difficult to obtain enough dogs through donations. Private vendors, therefore, are filling the void by supplying imported adult dogs partially trained for patrol, explosive, and narcotics use. The majority of these dogs are imported from Europe and have received sport dog training (protection work where bite work is conducted with exposed protective sleeves). Scent work in sport dog training is limited to following a track that is aged for a prescribed period of time. The cost for training a sport dog to law enforcement standards can vary from \$2,300 to \$5,000 and the training period, on an average, lasts approximately three weeks.

In the United States, the demand for pre-trained dogs has been so great that vendors found they had more requests to supply dogs than they had dogs. Consequent-

ly, substandard dogs, some overly aggressive while others are under aggressive, and many physically and emotionally stable dogs were purchased and pressed into service. Handlers and police administrators believed that a sport dog is in fact a police dog and that the training from sport to police work required little or no training and that when the dog completed the short term training course it would not fail in the field. It wasn't realized that handling a dog and training it for police work required a great deal of hard work and that three weeks to train a dog was an insufficient amount of time. As the pre-trained dog was pressed into service, there were repeated failures on the part of the dog to find hidden suspects and in some cases for the dog to bite when commanded. Dogs that were originally trained to bark would bite suspects that were standing still. In many cases, other police officers have been mistakenly bitten due to poor handling and, in some cases, as a result of an overly aggressive dog that wants to bite anything he sees move.

Tracking skills and evidence search proficiency soon fell below an acceptable level due to the lack of having established standards or the failure of the handler to be properly trained, or a combination of both.

There have not been a lot of recorded failures with imported narcotic and explosive dogs due to the limited number of dogs currently being used in service work.

Although there has been recently drafted re-legislation to protect the police dog from injury and/or death, there is no current or pending legislation in California to protect municipalities from poorly selected, poorly trained, and improperly managed canine programs. Police agencies in the Midwest and on the East coast are better organized in terms of performance and training standards than the West coast. A large percentage of the police canine handlers on the East coast belong to either the North American Work Dog Association or the United States Police Canine Officers' Association. Both organizations actively work towards the improvement of canine standards, thus improving the professionalism of law enforcement canine programs.

The emerging trend of civil liability has created an extremely vocal and powerful insurance lobby that is spearheading the establishment of State mandated standards for police canine programs. The States of Florida, Louisiana, and Washington have created a State standard for law enforcement canine programs. The adherence to these standards is controlled by the States through the Peace Officers' Training Organizations.

State certified canine instructors who are recognized by the United States Police Canine Officers' Association as master police trainers are being used to evaluate police dogs. Testing is conducted in established regional areas to determine if the dog/officer team meets the minimum State requirements.

2. Capabilities/Resources

WOTS-UP ANALYSIS

WOTS-UP is an acronym for weakness, opportunities, threats, and strengths. The WOTS-UP Analysis helps to determine whether the organization is able to deal with its environment. The more competent an organization is compared to its competitors, the greater chance it has to be successful.

The following WOTS-UP Analysis is designed to aid the strategist find the best match between environmental trends and internal capabilities that will impact the police dog issue.

WEAKNESSES: Limitations, Faults, or Defects.

1. Bureaucratic procedures to effect timely change
2. Tendency to move too slowly
3. Inexperience - lack of knowledge
4. Traditionalist thinking

OPPORTUNITIES: Any favorable situation

1. To create new concepts
2. Provide effective services
3. Reduce liability risk
4. Develop uniform standards
5. Increase continuity/proficiency

THREATS: Any unfavorable situation

1. Unacceptable to non-sworn vendors
2. Financial future unknown
3. Internal resistance to change
4. Public pressure groups
5. Mandatory imposed standards
6. Not capable of performing

STRENGTHS: A resource or capacity used to achieve
objectives

1. Cooperative management
2. Willingness to share resources/ideas
3. Open minded management
4. Common goals
5. Shared interests

If there is a future for police dog programs in the United States, specifically California, it is imperative that the information needed to develop and/or maintain a police canine program be available to law enforcement executives through a central resource.

Law enforcement executives must assess their use policy to determine if it is too liberal or too restrictive to avoid the liability issue. They then should evaluate other agencies' policies to determine if there are any major differences to avoid using the Policy of one Chief of Police's against the other (a practice that is becoming commonplace).

In California, the Police Officers' Standard and Training Organization has accepted the responsibility to help develop and maintain standards of performance for police officers in areas such as the basic police academy, firearms training, defensive driving, and other areas of potential liability. It would be advantageous for POST to become involved in establishing police dog standards due to the fact that the dog, much like the baton and firearm, is a valuable law enforcement tool and, unlike other training requirements, canine teams require much more repetitious training than any other form of training.

Task Force committees staffed by knowledgeable police canine trainers could be formed to help determine standards of performance. Those law enforcement agencies which have personnel with extensive canine experience could be solicited for participation. Organizations such as POST, P.O.R.A.C., and private interest groups could take an active part in lobbying the legislature to mandate acceptable State canine standards.

Due to the inability of small agencies to maintain costly canine training facilities, regional training centers where a cadre of experienced canine handlers, similar to that which is staffed at the basic academy, could provide the much needed training to canine handlers. The regional training centers would be responsible for not only the basic canine training, but they would provide advanced canine officer training, plus yearly certification.

In the face of dwindling finances, municipalities must consider alternative methods of financing K-9 programs such as private donations, State and Federal grants, and money claimed under the asset seizure laws. The actual cost of maintaining a K-9 unit per year is reasonably inexpensive. The selection, training, and equipping of a new K-9 unit is the most expensive.

Maintenance training on a regular basis is an absolute necessity. Due to the fact that small agencies do not have the manpower or

people interested in helping train the patrol service dog, it will be important for those agencies to develop a working network with other local agencies to share expertise and the burden of training. One agency could host the training for one month and then the responsibility for conducting the next month's training would rotate to another agency. The only disadvantage of reciprocal training agreements is that if there isn't a knowledgeable person present during the training session to help identify and correct training deficiencies, the problem may become compounded. Regression could occur, creating a very serious behavioral and liability problem.

Due to the inexperience and lack of knowledge of K-9 training needs, law enforcement executives have made assumptions that K-9 handlers know how to train their dogs. They have been led to believe that handlers who have completed a basic service dog training course have the knowledge and experience not only to train and correct training deficiencies in their dog but with other handler's dogs as well. This is not the case. Departments who have these problems should consider affiliating with a recognized and well established work dog association that has qualified law enforcement trainers on staff. The training staff can provide departments with the much needed expertise at no cost. Training associations will help law enforcement agencies to create work dog standards, improve on the quality of training, and help develop a regional policy that does not conflict with one another.

3. STAKEHOLDERS

Stakeholders are claimants on the organization. They depend on the organization for the realization of some of their goals and thereby have a stake in its activities. The organization, in turn, depends on the stakeholders for the full realization of its purpose. The following stakeholder analysis and assumption surfacing are designed as tools to aid the future executive in implementing strategy that avoids misjudgment and unrest.

The following groups and persons have been identified as Stakeholders that can be supportive allies or competitors. All of them are important persons and/or groups who can affect anyone of the policy alternatives and must not be overlooked.

STAKEHOLDERS:

City Government

- City Manager
- City Council
- City Attorney

Community Groups

- Minority
- Special Interests

Legislators

- State
- Federal

Criminal Justice Community

- Prosecuting Attorney
- Judges
- P.O.S.T.
- P.O.R.A.C.
- Criminal Justice Training Centers

Private Vendors

Media

Police Chiefs' Association

C.A.P.T.O.

California Police Chiefs' Association

California League of Cities
California City Managers' Association
International Association Chief's of Police

SNAILDARTERS:

It has been said that many great intentions have been thwarted with passion. Criticism of policies, organizations, changing attitudes of its managers, workers, clients stem from people and their special interests (or passions). These passions cannot be ignored or neglected by analytical methods. There are four enemies of rational systems thinking that have been analyzed and considered in the assessment of Snaildarters.

- Politics
- Morality
- Aesthetics
- Religion

The following groups have been identified as possible Snaildarters.

- Insurance Companies - Confront, fight, or challenge the plan
- Civilian Vendors - Confront, fight, or challenge the plan

- Media - The media could be positive or negative

It is important to identify Stakeholders and to prepare assumptions based on analysis of them; whether they be supportive, quasi-supportive, or will one or all unexpectedly stop your plan?

The Media, if not properly included, could misrepresent the use of police dogs and cause the community to apply pressure on local government to eliminate or not approve the formation of a K-9 Unit. (See Appendix D)

The possible stakeholders and their assumptions are identified and are listed in this plan. Their assumptions are plotted to identify the degree of their certainty and importance. (See Appendix D)

The possible Snaildarters are also listed and their possible positions plotted. (See Appendix D)

B. MISSION

The purpose of Law Enforcement is to provide for the protection of persons and property through the delivery of professional police services. K-9 patrols augment the high visible uniform patrol force by responding to and assisting officers investigating felony crimes, they conduct evidence searches, track the trail of lost persons and criminals, and

they provide protection for the handler if assaulted. When K-9 patrols are managed and used properly, they can be an effective investigative tool for Law Enforcement.

C. EXECUTION

1. Alternative Courses of Action

Three possible policy issues or alternative strategies to deal with the future were developed using a modified delphi process. A questionnaire was developed and distributed to law enforcement executives, civilians, and sworn dog trainers and members of the criminal justice community. Their alternatives were evaluated for their feasibility and desirability. The following three alternatives were chosen.

Non-reactionary

1. Law Enforcement need not concern itself with the emerging trends of mandated standards, increased liability issues, and the fact that a great many Law Enforcement agencies are utilizing the police work dog to augment the patrol force, narcotic task force units, custom, and special enforcement teams. Each entity within the State should develop their own individual K-9 policy and they should not be concerned with how dogs are used

in other municipalities. The methods for training service dogs and how they are used need not be altered. The work dog program concept has been highly successful and alterations to the program could jeopardize its existence.

Visionary

2. The Law Enforcement Community should recognize emerging trends and begin to ask questions about the possible future of the police service dog. Task force committees should be formed within each state to determine what direction should be followed. Networking with K-9 associations nationwide should occur to help determine what the issues are and how they can best be addressed.

Entrepreneurial

3. An assessment of K-9 programs in California needs to be made to determine the extent of diversity in K-9 policy and use. Attempts should be made to draft a State standard and to develop a recommended course of training and a testing process to insure that the standards are being met. Organizations such as P.O.S.T. must become involved in the training and certification process for statewide conformity to insure the future of the police dog.

RECOMMENDED COURSE OF ACTION

Each of the alternatives recommended by the committee has merit and some are very similar.

The recommended strategy is a combination of a visionary and entrepreneurial strategy.

The Law Enforcement community cannot sit idly by and watch changes occur in the environment without being concerned about the impact that they have and their effectiveness to police the community. The trends that have been identified on this issue reflect a positive future for police K-9 programs; however, Law Enforcement executives must heed the caution of vicarious liability issues if they relinquish their authority to subordinates and/or civilians.

If Law Enforcement does not take an active role in setting standards, provide training, and effectively manage K-9 programs with care and concern, public pressure groups will mandate what Law Enforcement can and can't do. The involvement of insurance companies in the State of Florida is an indicator that Law Enforcement is not doing an effective job in managing their resources. In order to address the concerns and needs of Law Enforcement, an action plan should be developed identifying the following tasks to be completed.

1. P.O.S.T. must agree to become involved in setting police dog standards in the State of California.

2. The formation of a Task Force unit to determine the needs of Law Enforcement to identify what standards and policies and methods of training are currently being used. The chairman of the committee should have some experience and knowledge of K-9 problems.
 - a) An Assessment of the environment in other states that have or are about to create a State K-9 standard. Complete a Futures Forecast.

 - b) Develop guidelines for a State standard for handler, dog, and trainer selection, training, performance certification, and general use for patrol service dogs, narcotic and explosive dogs, and search and rescue dogs.

 - c) Continually interface with Stakeholders, solicit their input and keep them constantly appraised of Law Enforcement needs and directions.

 - d) To determine the feasibility of using Regional Training Centers within the State of California for training and/or certification.

- e) Establish guidelines for the selection of qualified persons who will conduct performance evaluation tests.
3. Develop training programs for police executives to acquaint them with those critical issues facing a K-9 unit.
 4. Identify the levels of training necessary to maintain an excellent K-9 unit.
 5. Develop a model K-9 use policy that is not too liberal yet not too restrictive.
 6. Recommend affiliation with statewide and national K-9 associations to share information, resources, and expertise. Identify those worthwhile organizations.
 7. Establish a process to constantly monitor the environment.
 8. Establish a State standard of training through the assistance of P.O.S.T., P.O.R.A.C., League of California Cities, California Chiefs' Association, I.A.C.P., and the California Legislature.

9. Identify Regional Training Centers within the State that would be authorized to conduct K-9 certifications. Regional Training Centers where training is currently being conducted should be considered.

10. Provide basic and advanced K-9 training programs through Regional Training Centers that are P.O.S.T. certified.

It is imperative that the Task Force Committee conduct a very thorough analysis of the issue and to involve the stakeholders in the planning and implementation process.

D. ADMINISTRATION AND LOGISTICS

In developing the strategic plan for the creation of State involvement in establishing standards for police dogs, administration and logistics must be considered.

The major resource for this plan will be the people who are selected to determine K-9 needs and to develop recommended standards and procedures for adoption of a statewide standard. Due to the geographic and political barriers that exist between the northern and southern regions of the State of California, equal representation of qualified participants with K-9 experience must be maintained.

Approval by Law Enforcement executives to allow selected experts to participate on the task force will need to be obtained, plus a commitment of some financial assistance by having the person remain in an on-duty assignment not subject to being reimbursed by P.O.S.T. Transportation and lodging will be provided by P.O.S.T.

At Task Force meetings, each goal should be brainstormed and action plans formulated for each. Upon completion the task force report will be made available to P.O.S.T. and to those stakeholders who have been identified as being critical to the acceptance of the plan.

E. PLANNING SYSTEM

1. Methodology

In order to determine the appropriate planning system to fit Law Enforcement needs in California, I consulted with members of my department using the environmental predictability and turbulence system. A graphic presentation of the findings, using the predictability/-turbulence dimension. System was drafted reflecting the chosen planning system. (See Appendix E)

The planning system that should be used by Law Enforcement agencies and P.O.S.T. to confront the issues facing K-9 programs greatly depends on the visibility of the future and the turbulence of change in their respective environments. It is my perception, however, that California Law Enforcement can forecast the trends in an environment that is changing on a regular basis. Therefore, in the majority of cases, periodic training would be the most appropriate organizational planning tool.

Periodic planning will include a system that generates forecasts of various trends and developments; all environments including social, political, economic, and technical should be subject to sophisticated forecast analysis.

F. CONTROL SYSTEM

The structure of the Planning Staff needs to be semi-automatic and relatively large in size. The Staff would be responsible for forecast analysis, strategy identification, selection, and implementation, coordination and support of divisional planning, review of and consolidation of divisional plans, and assist in the development of organizational "Grand" strategy.

The planning horizon would generally be long, but determined by the length and certainty of forecasts, and the planning cycle would be periodic.

The method for output would consist of a Strategic Plan. There would be few taskforce units that would operate in a hierarchical network.

The Strategic Information System should be broad and decentralized around functional or divisional information systems.

VISIBILITY OF THE FUTURE

Recurring	= 1
Forecast by Trends	= 2
Predictable Threats & Opportunities	= 3
Partially Predictable Weak Signals	= 4
Unpredictable Surprise	= 5

TURBULENCE OF CHANGE

No Change = 1

Few/Occasional Changes = 2

Changes on a Regular Basis = 3

Many Changes = 4

Almost Continual Change = 5

IV. IMPLEMENTATION PLAN

An Implementation or Commitment plan is a strategy described by a series of action steps devised to secure the support of those subsystems which are vital to the change effort.

After completion of the forecast and Strategic Plan, the individuals or groups whose commitment is needed were identified, the "critical mass" (needed to insure the effectiveness of the change) and a plan to obtain commitment from the critical mass plus develop a monitoring system was completed.

A. PROJECT DESCRIPTION

For over 150 years, police administrators believed that a good patrol force was one that was omnipresent, random, and rapid responding. All these characteristics were considered critical to fulfilling the patrol mission of preventing crime, apprehending criminals, protecting life and property, delivering satisfactory service to the community, and maintaining a community sense of well being.

In 1958 police dog programs became popular in the United States because the dogs could be an effective investigative tool. He had the capacity to reduce expended manpower and quickly locate and to quickly locate and control criminals with little or no risk to the officer. It has taken 28 years for the law enforce-

ment community to realize that the dog does, in fact, have a place in the law enforcement arsenal and that his use should be expanded in the future.

Progressive police executives, in their efforts to determine better ways to serve the community, constantly ask the question, Who are we? What are we? Who do you serve? What else can we do to make it better? Will this be true tomorrow? The answers to these questions constitute the framework upon which K-9 policies and standards would be developed.

B. CURRENT SITUATION

The implementation of K-9 standards will require a matrix network to manage its operation. Law enforcement managers will need to establish responsive allocation policies, determine priorities, coordinate and direct activities, and establish an appropriate recorder system with a built in evaluation process. Networking with other local, State, and Federal agencies and State and National work dog associations will be necessary.

The Chief executive should bear the responsibility to set policy, while the Uniform Division Commander should establish goals and objectives for the K-9 Unit.

A sworn officer, preferably a sergeant or lieutenant, who has the sincere interest and willingness to be responsible for the day to

day operations strategies should be appointed to the role of a K-9 coordinator. The coordinator need not be a trainer; however, if the person has experience training dogs, it would be highly advantageous. The coordinator is responsible for ordering equipment, organizing and providing training, record keeping, and to insure that policy is followed by all members of the K-9 unit. The K-9 coordinator should report directly to the Uniform Division Commander.

There are five trends that have been identified as having a major impact on the future of the police service dog.

TREND # 1

The first trend is vicarious liability where public administrators are being held responsible for the acts of subordinates. Negligent appointment which deals with assigning K-9 handlers who are unfit or who have a propensity towards violence and truthfulness, emphasizes the need to appoint K-9 handlers and sworn or non-sworn trainers.

If a chief executive is aware of a K-9 handler/trainer that demonstrates a pattern of deviant behavior or commits or advocates acts of brutality with a police dog and appropriate measures aren't taken to remedy the problem, the negative retention, negative assignment, negative entrustment issues could sustain misconduct complaints against the involved persons, including the executive.

Failure to train members of a K-9 unit or insufficient training could increase the liability risk to a law enforcement agency, plus it could adversely affect the ability of the unit to effectively fulfill its mission.

Failure to supervise a K-9 unit and failure to direct officers through clearly defined policy are the final elements affecting the liability issues. If any or all of these factors are ignored, there is a strong possibility that not only will the municipality suffer financially, punitive damages could be imposed against all involved parties and the future of the police dog program could be jeopardized.

TREND # 2

The second trend is a steady increase by State, local, and Federal agencies in the use of dogs for general and specialized assignments. The use of dogs has become very popular in the wake of budget reductions and cutbacks of personnel. Since the dog has proven himself as a valuable investigative tool, and as long as the use of the dog is not abused, he will continue to be received well by the general public.

TREND # 3

The third trend is an organized attempt by State governments to develop uniform standards for the use and performance of law enforcement service dogs. The main factor that has created this

concern is, of course, liability. The second is the inconsistency of law enforcement agencies in regard to policy selection, training, and the use of the dog. Adversities could be counter productive for law enforcement executives because those will welcome the chance to manipulate one city against another to compare policies, training techniques, and philosophies with the other cities to demonstrate the fact that dog programs are sub standard and should be eliminated. Those agencies without good standards could jeopardize the future of all law enforcement K-9 programs. If law enforcement does not actively work towards the creation of workable standards, public pressure groups will initiate legislation restricting or severely limiting the use of the dog for police service work.

TREND # 4

The fourth trend identified is the increase in the use, transportation, and sales of illegal drugs in the United States. Drugs, much like terrorism, is an international problem. The shrinking world in which we live today is forcing all countries to rely on one another for survival. The production and sales of drugs in South America have a direct impact on our economy here in the United States, and on our crime picture.

The use of drugs in the United States is indeed a national disaster. Since the national strategy against drugs is to reduce the

supply and demand, Law Enforcement should consider expanding the role of the dog to help locate illicit drugs. Dogs trained to locate narcotics could be pressed into service at airports, post offices circulation centers, shipping ports, truck weigh stations, and be available to search the premises of private businesses for illegal drugs.

TREND # 5

The fifth, and last, trend, terrorism, presents unique problems for law enforcement in the future. Terrorism doesn't just occur in a foreign land, it is becoming an international problem. The wanton acts of violence committed against innocent people is a serious crime that must be dealt with on an international level. Terrorism is usually thought of as a method to emphasize ideological statements or to reinforce political demands. Terrorism is really an unlawful use of force or violence to intimidate or coerce a government, the civilian population, or any segment thereof, to further political or social objectives.

Law Enforcement must establish crime fighting procedures to insure that the terrorist does not affect the rights of the individual, and society's right as a whole, to protection. Trained police dogs with the capability to locate explosives and incendiary devices, explosive material and weaponry, could be an effective tool to combat the crime of terrorism.

C. STRATEGY

The strategy chosen to manage the problems facing law enforcement K-9 programs in the future is to concentrate on setting standards. Law enforcement must take an active role in setting state-wide departmental standards providing training and managing K-9 programs with a passion for excellence. Law Enforcement organizations must forecast and adapt to environmental changes that will affect community public safety. To confront those critical issues affecting the future of the police dog, the following steps are recommended.

1. The chief executive must assess what services the K-9 program can provide to the community and then demonstrate the need for a dog program.
2. The chief executive must recognize this need to involve P.O.S.T. in the establishment of a State mandated standard for police service dog programming and for P.O.S.T. to develop Basic and In-Service training programs.
 - a) Through the efforts of a State Monitored Task Force Unit, standards of selection for the dog, handler, and trainer could be established as well as standards of performance.

b) it should be determined what the dog is expected to perform, such as:

- | | |
|--------------------|--------------------------------------|
| .1 Protective Work | .5 Agility |
| .2 Tracking | .6 Building & Area Search capability |
| .3 Find Narcotics | .7 Evidence Search |
| .4 Find Explosives | .8 Search & Rescue |
| | .9 Bite or bark on the Find |

3. It should be established what qualifications the K-9 trainer should have (preferably a sworn officer).

- a) Licensed by the State
- b) No Criminal History
- c) Past Experience
- d) Values & Philosophies Compatible With the Department
- e) Methods of Training
- f) Knowledgeable

4. Only qualified handlers should be selected. Minimum standards must be established to include but not limited to years of service, experience, interest, physical ability, and no history of excessive force.

5. A testing process to determine the strength of the dog candidate should be created. Minimum standards, such as temperament, drive, hunting instinct, retrieving and scenting ability, agility, and mental and physical health must be evaluated.
6. A duration of the training program and content must be established for the dog handler and agitators.
7. A certification process testing the dog's ability to perform the minimum levels of performance, including written and visual (video) documentation, should be mandated. National and State work dog association minimum standards could serve as a model process.
8. A K-9 use policy that is not too liberal nor too restrictive, defining use and responsibilities should be established.
9. Specify what the dog's assignment will be. Crime Analysis will provide crime/problem analysis and monitor the results of the specific proactive activity.
10. Specific program objectives must be established for each plan implemented, including duration and cost objectives.

11. The plan must be developed using team participation. The plan must be formally evaluated at the conclusion of the evaluation period.
12. Recommendation for monthly or weekly in-service training and the creation of a yearly re-certification process.
13. Determine how incidents involving the use of the dog should be documented. The K-9 coordinator could provide the Uniform Division Commander with a written monthly statistical report and a yearly written report on the accomplishment of uniform and departmental goals. The K-9 coordinator could encourage and provide the opportunity for K-9 units to participate in K-9 trials and public demonstrations.
14. Determine if K-9 units should become members of a police work dog association that works towards the improvement of police work dog standards.
16. The chief executive should establish a good working relationship between neighboring jurisdictions by establishing procedure of protocol.

17. The chief executive should develop a long range strategy to work towards the establishment of a statewide and internal organizational standards.

The overall success of this plan rests solely on the chief administrator. His support is critical if success is desired. However, it is equally important that the manager of the K-9 unit be able to convince his staff that the implementation of such a plan is necessary. Cooperation between all work units and good working relationships with other departments is also critical for program success.

D. CRITICAL MASS

To insure that the plan will be a success and for the program to make a smooth and successful transition, it is necessary to identify those groups and individuals who have a vested interest.

Once the involved persons (critical mass) have been identified, it is necessary to identify their level of commitment. The levels of commitment are listed as the following.

1. Groups and individuals who will make the change occur.
2. Groups and individuals who will help the change occur.
3. Groups and individuals who will let the change occur.
4. Groups and individuals who will block the change from occurring.

The following participants were determined to be in the Critical Mass involved in this project.

<u>PARTICIPANTS</u>	<u>LEVEL OF COMMITMENT</u>
Chief of Police	Make it occur
Immediate Staff	Let it happen
City Manager	Help change occur
City Council	Let change occur
Police Association	Block change
P.O.S.T.	Block change

The following list reflects those whose level of commitment needs to be changed upward in order to insure the change will be a success.

<u>PARTICIPANTS</u>	<u>LEVEL OF COMMITMENT</u>
Police Association	From (block) to Let it occur
Immediate Staff	From (let) to Help it occur
City Council	From (let) to Help it occur
P.O.S.T.	From (block) to Let it occur

The changes in commitment levels are in two phases. The first is raising the awareness of the Police Association and P.O.S.T. from blocking the move to letting it occur through participation in the planning portion of the plan to convince their Staff and advisory commission that their leadership is critical to the success of the plan.

The second phase is to convince the City Council to help the plan succeed. That could be accomplished by involving the City Council in the planning, implementation, and review of the plan.

E. MANAGEMENT STRUCTURE

To facilitate planning and implementation of any plan, it is important that a transition manager (project manager) be selected.

The Chief of Police should appoint a Captain, specifically the Uniform Division Commander, to oversee the planning, implementation, and evaluation of the project. The project manager will have the authority to cross divisional lines for problem resolution should it be considered necessary.

In addition, a task force committee comprised of members of the K-9 unit and representatives of neighboring jurisdictions will be established to assist the project team to supply statistical support data and to assist in the evaluation process.

The project manager, through the use of a matrix planning system, will create the framework in which the task force unit will operate. The manager will act as facilitator, drawing on the expertise of unit task force members and command staff to establish policies and procedures. He will also be responsible for project design and staffing.

F. TECHNOLOGIES

The technologies that are most critical to this plan have been identified as the following:

1. Open Systems
2. Responsible Charting
3. Planning Matrix
4. Team Development
5. Structural Design
6. Activity Evaluation

To plan an operational plan, such as establishing standards for K-9 unit, it is important for managers to be aware of the demands being placed on the organization and what impact the trends have, short term and long term, on the police mission. This is where an open system planning method proves to be effective.

Through responsible charting and using a training matrix, the project manager will be able to track the progress of individuals and groups. It sets timetables and clearly defines the work to be done and when it will be accomplished. Should adjustments be necessary, they can be quickly implemented.

Team development is an important function of successful change management. It is important that all members effected by this plan be included in the group-think process and that creativity and self-initiative be encouraged. The project manager should act as a facilitator and a coach to insure that all ideas are explored.

Analysis of the plan is one of the most important links to the success of the plan. It looks at motivating change, managing the transition, and considers political dynamics. This evaluation plan insures that the structure is sound, the systems and processes are appropriate and that a continual monitoring process of the new organization will occur. It describes what activities are to be fulfilled and by whom. It also clarifies what method of evaluation will be used and how it will effect the organization in the future.

CONCLUSION

This independent study focused on the question, "Is there a future for police dog programs?" I utilized Futures technology to try to address the question. The process was productive because not only did it explore the question, it provided alternatives, policies, and future direction for the answer.

Based on the brainstorming that occurred during the workshops and evaluation of the questionnaires, I was able to evaluate the past and present to forecast the possible future. Trend analysis indicates that there is, in fact, a future for the police dog. The dog's role will change in some areas; however, the dog will continue to be a valuable investigative tool to law enforcement. Use of dogs for drug and explosive detection will increase as well as their need to provide search and rescue capabilities. The dog will continue to be used for general patrol assignments; however, it is believed that the dog will not be permitted to bite a person unless it is absolutely necessary.

As a result of the forecast process, a major assumption emerged. The use of dogs, like any other specialized law enforcement tool, could be restricted and/or eliminated through misuse or poor management. It became evident that future law enforcement executives must pay closer attention to the internal and external environment surrounding not only the police dog issue but other issues as well. It should be realized that there is continuous

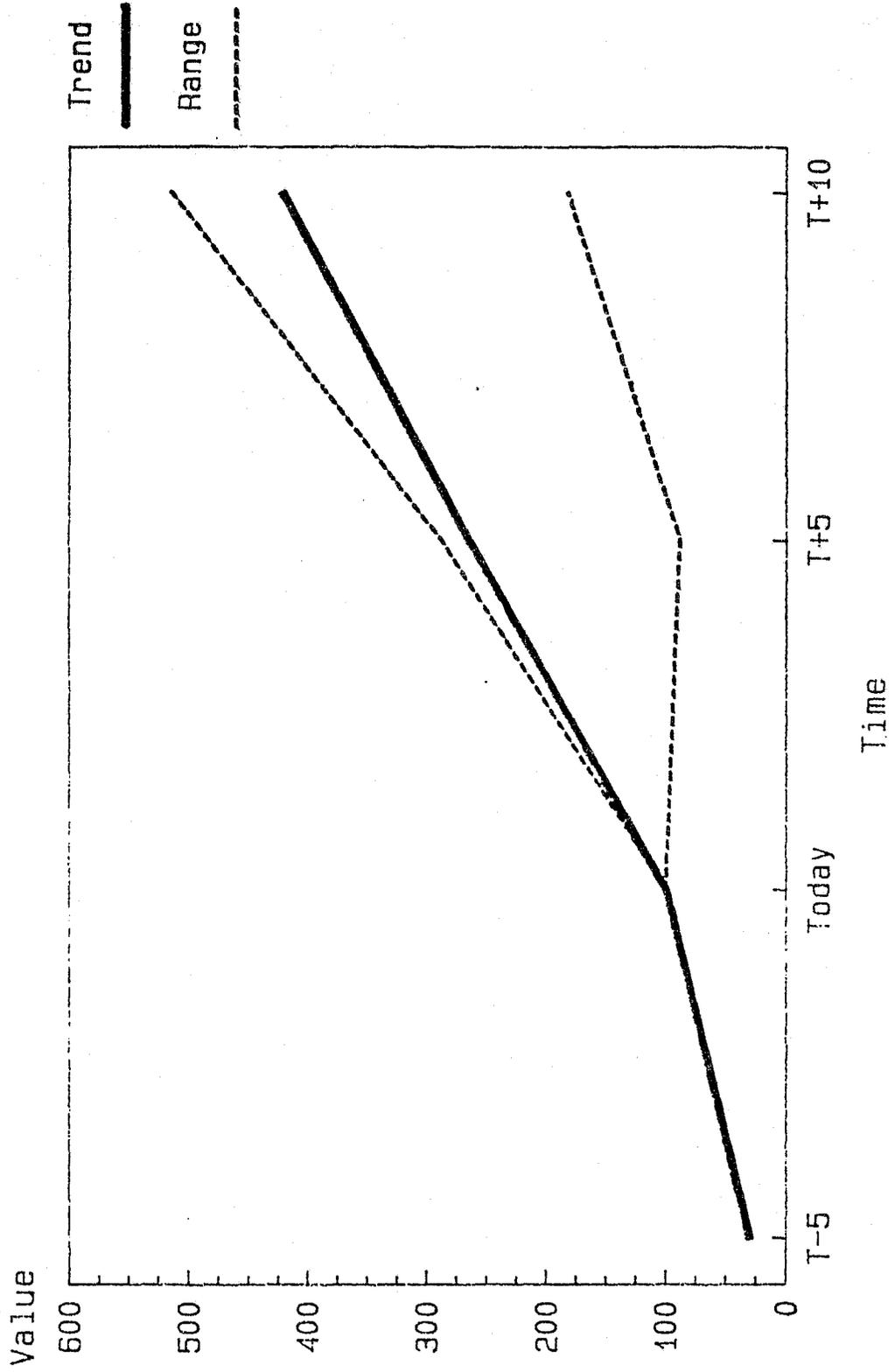
change and increased complexity in our present day environment that surrounds each of our organizations. Executives must expand their concept of management in order to better cope with the outside forces that influence us. They must recognize the fact that strategic management pays simultaneous and equal attention to both external and internal capability. It is the decision process that joins the organization capability with the opportunities and threats it faces in its environment.

It is believed that future leaders should take an entrepreneurial approach by taking the initiative to implement change before it is mandated by others. It will require law enforcement leaders to create a compelling vision of what is possible and to communicate it to others. They must effectively manage the critical factors and guide and support others toward the achievement of goals and, most importantly, future leaders must remain future focused and continue to talk about making a real difference through their efforts.

APPENDIX A

VICARIOUS LIABILITY

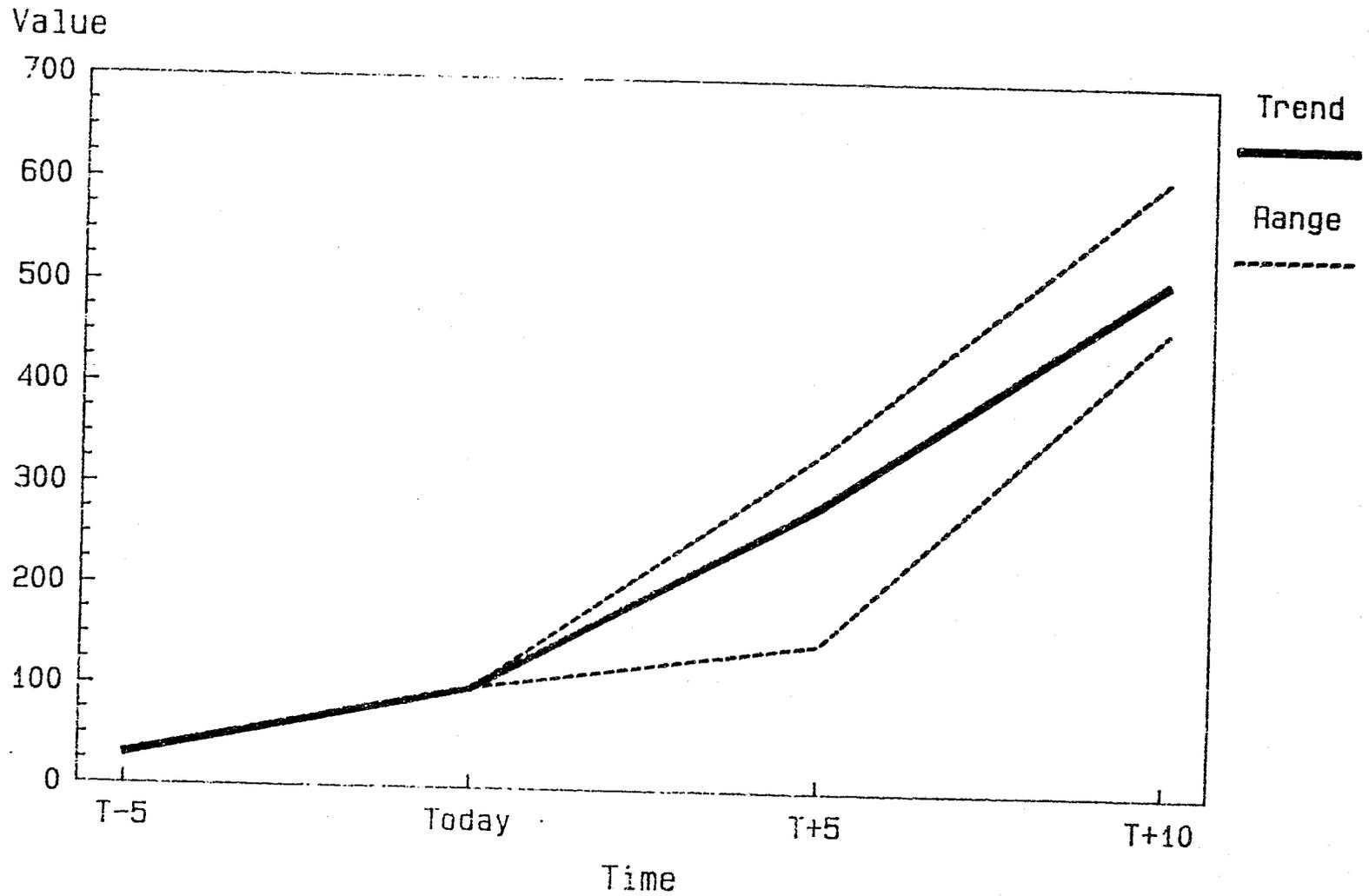
Trend No. 1



Values From
Ten People

EXPANSIONS OF K-9 PROGRAMS

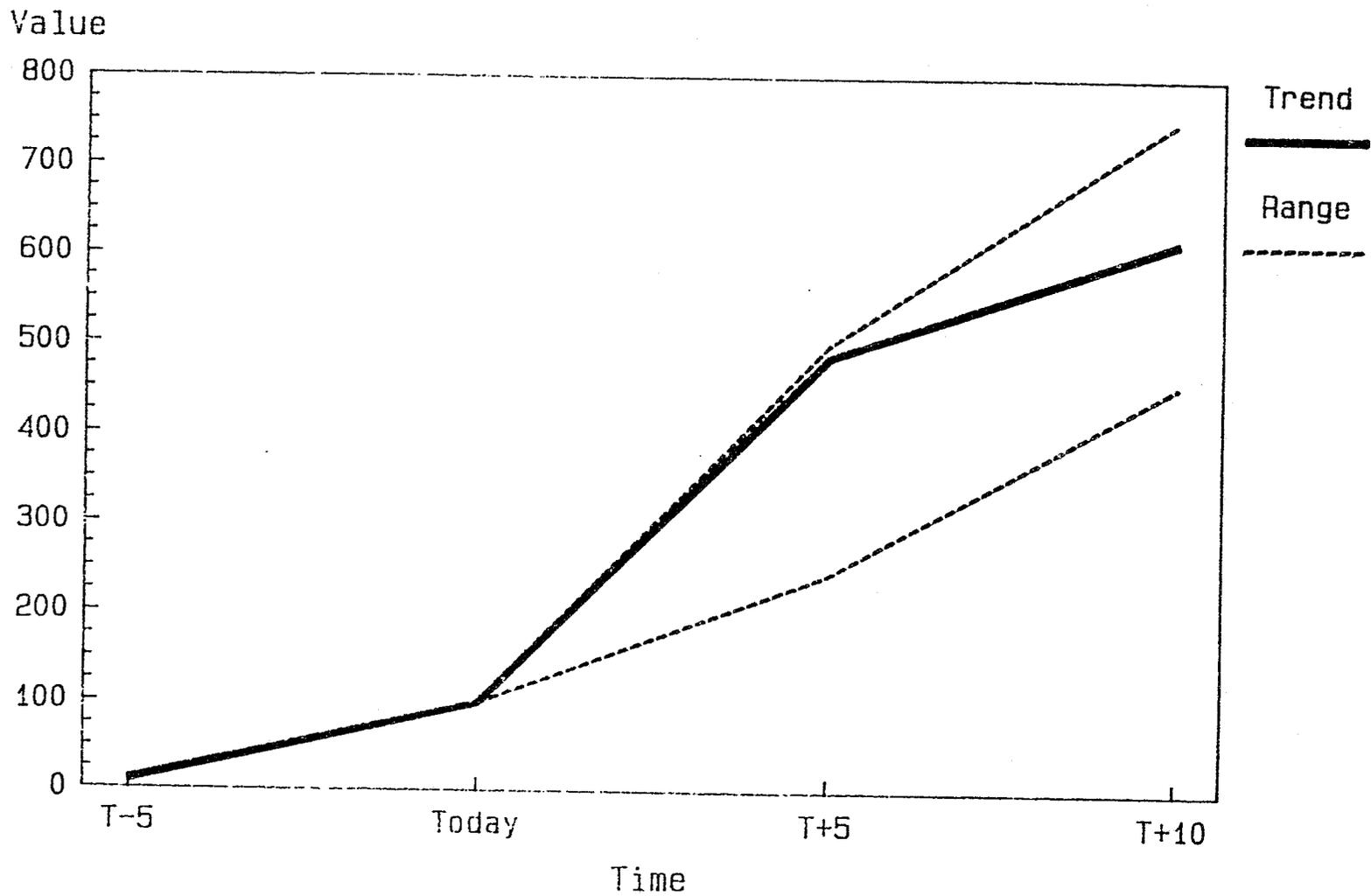
Trend No. 2



Values From
Ten People

MANDATED STANDARDS

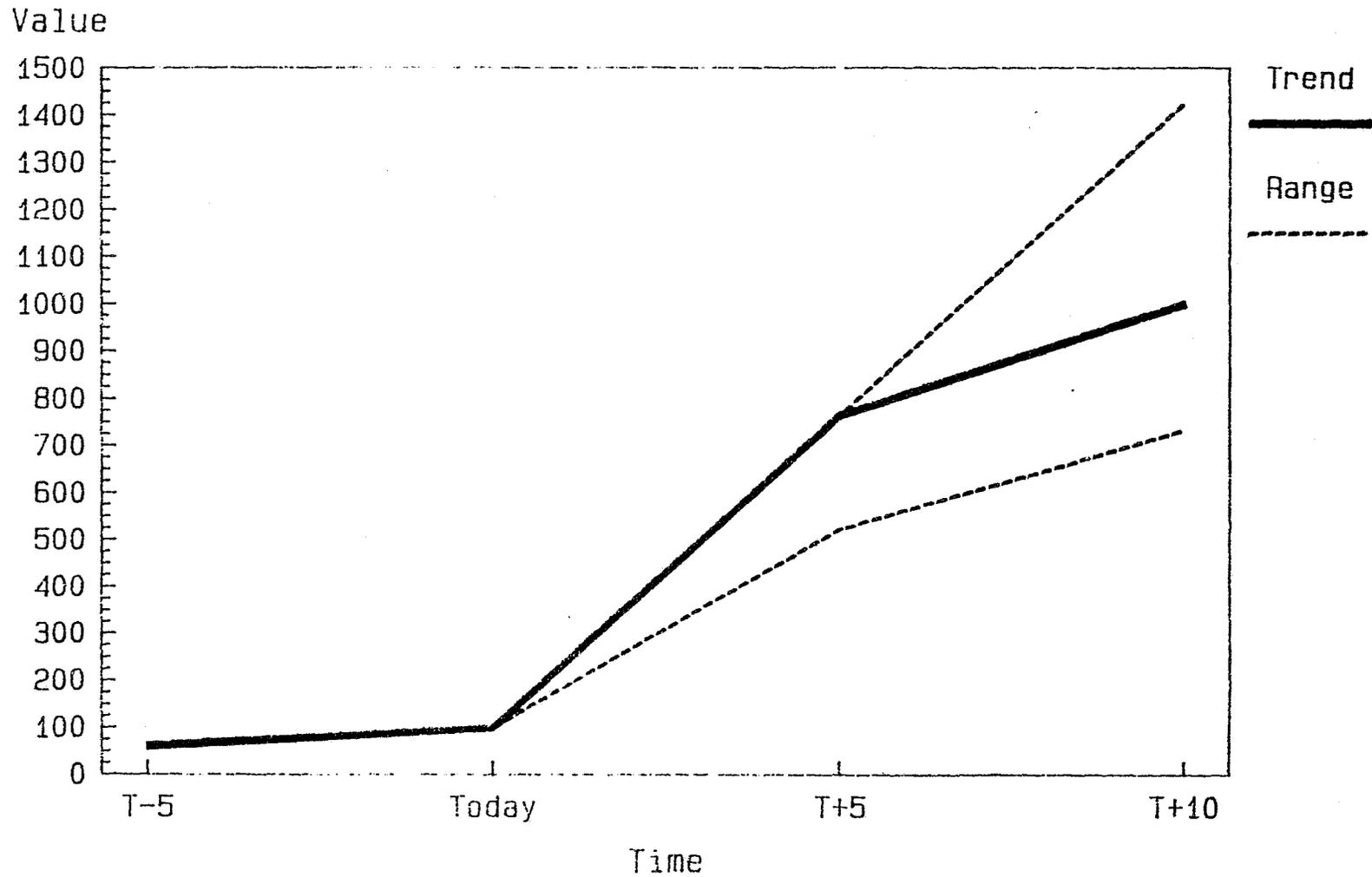
Trend No. 3



Values From
Ten People

DRUG USE & DRUG SMUGGLING

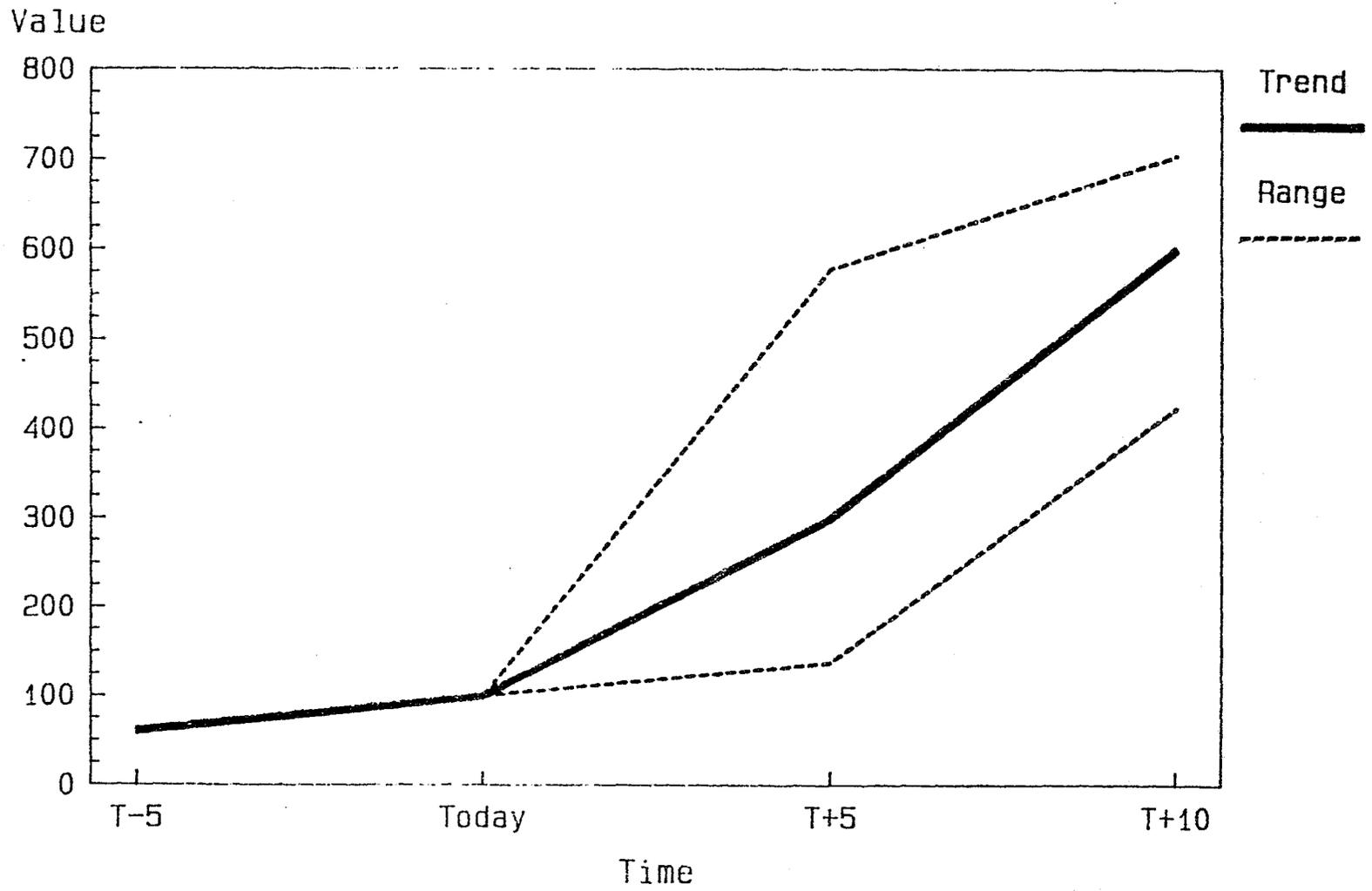
Trend No. 4



Values From
Ten People

TERRORISM

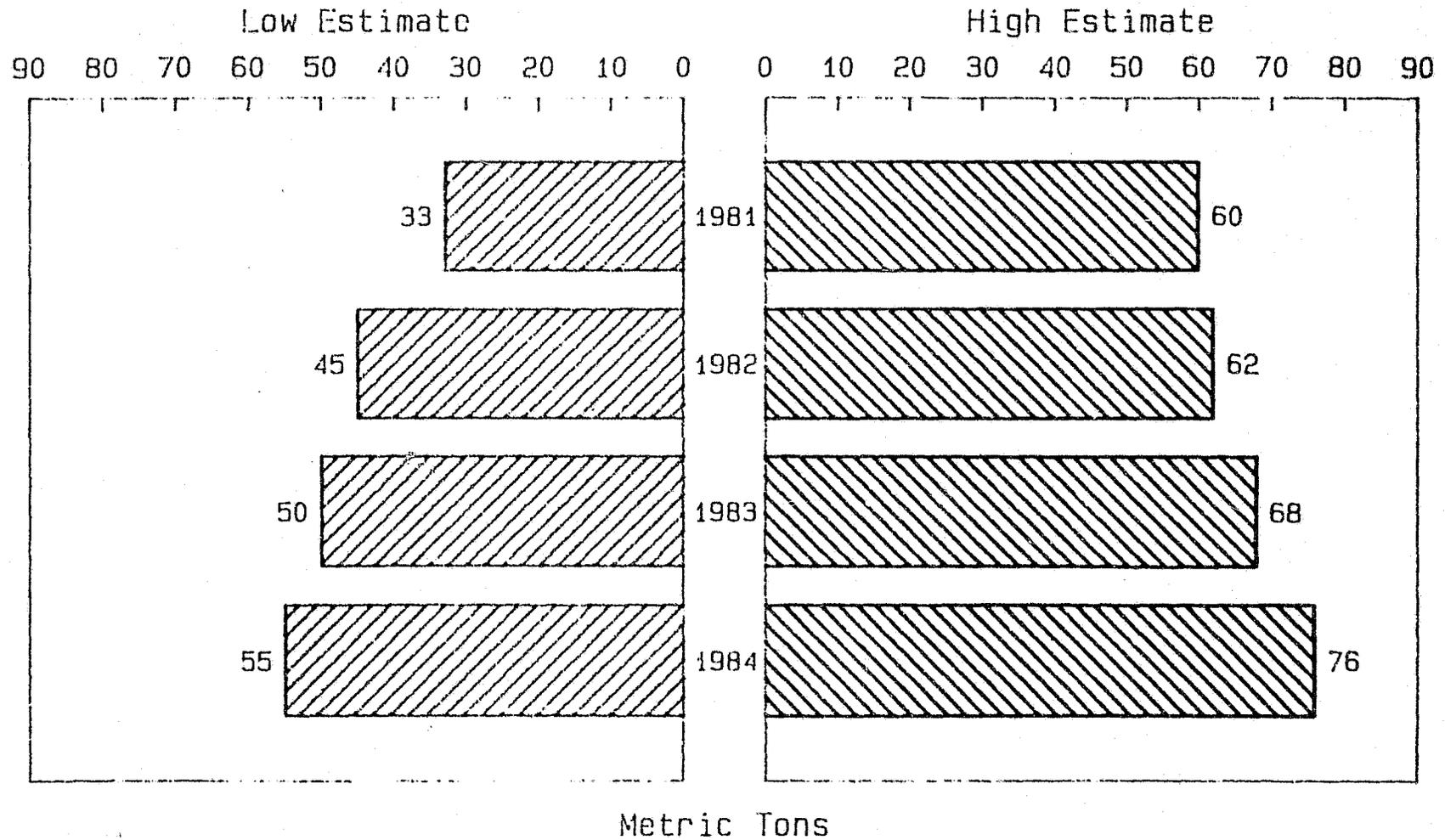
Trend No. 5



Values From
Ten People

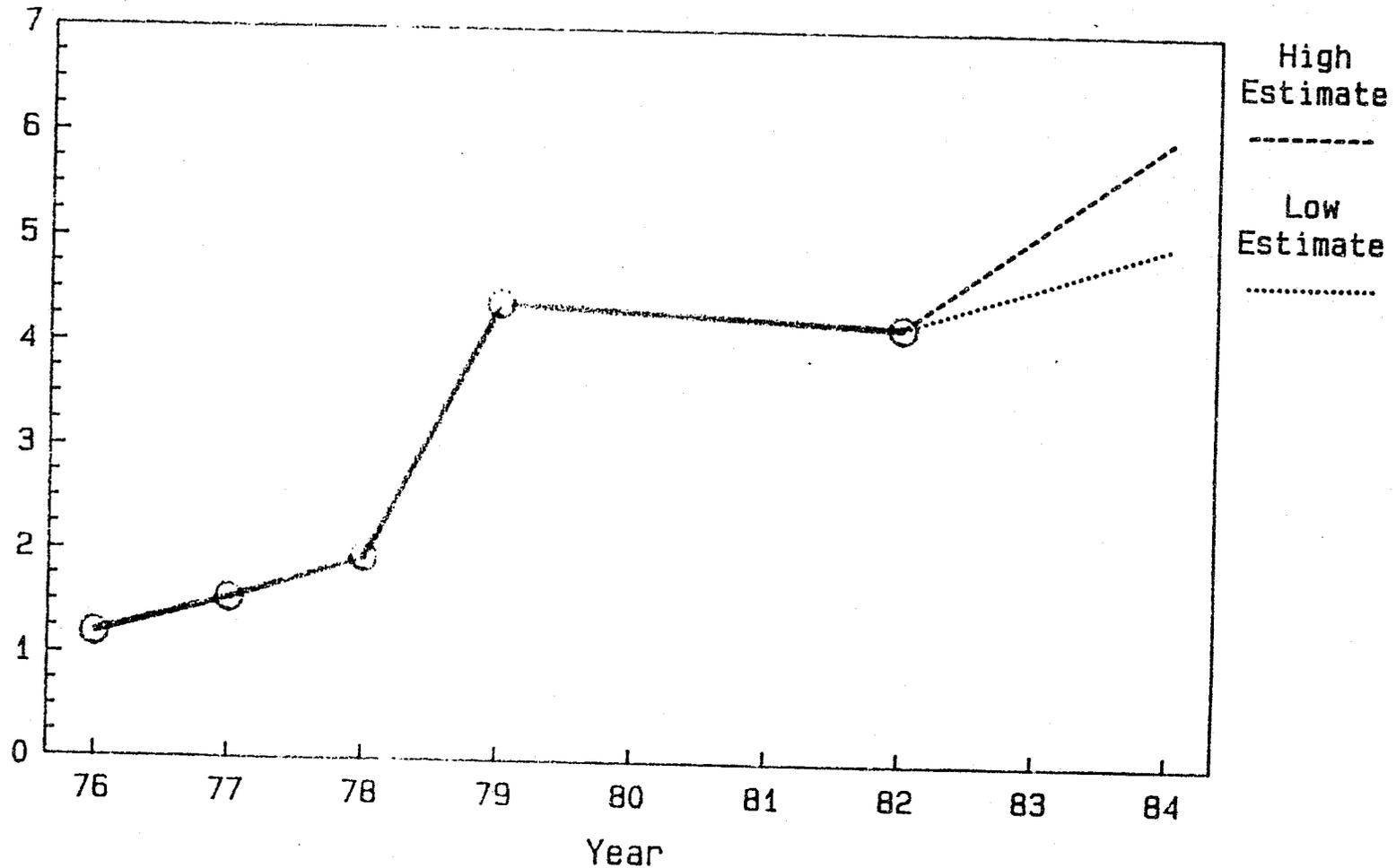
APPENDIX B

UNITED STATES Cocaine Consumption Estimates 1981 Through 1984



UNITED STATES Monthly Cocaine Use 1976 Through 1984

Users (Millions)

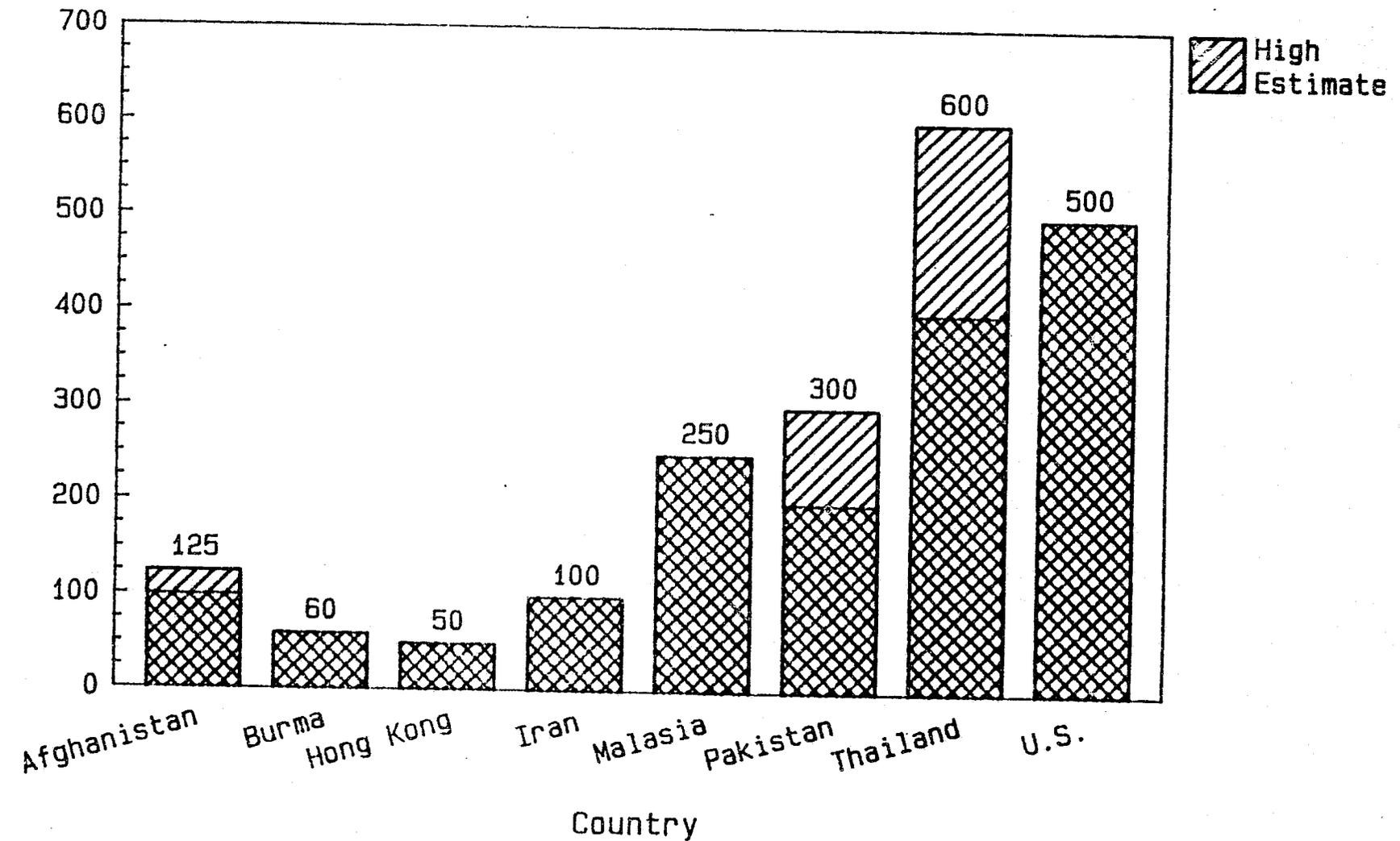


No Data:
80, 81, 83

HEROIN/OPIUM ADDICTS

Estimated By Country
1984

Thousands

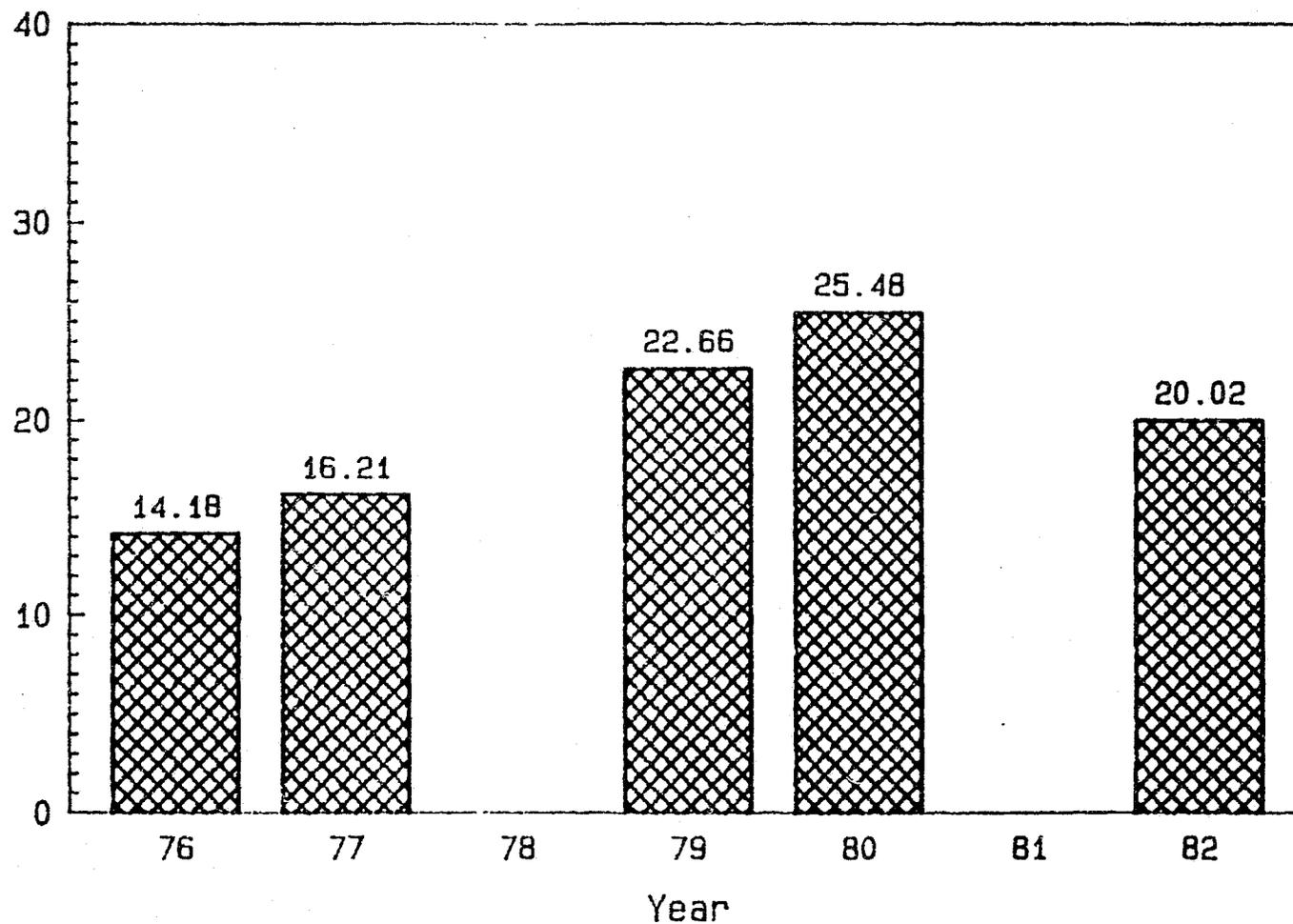


UNITED STATES

Monthly Marijuana Use

1976 Through 1982

Users (Millions)



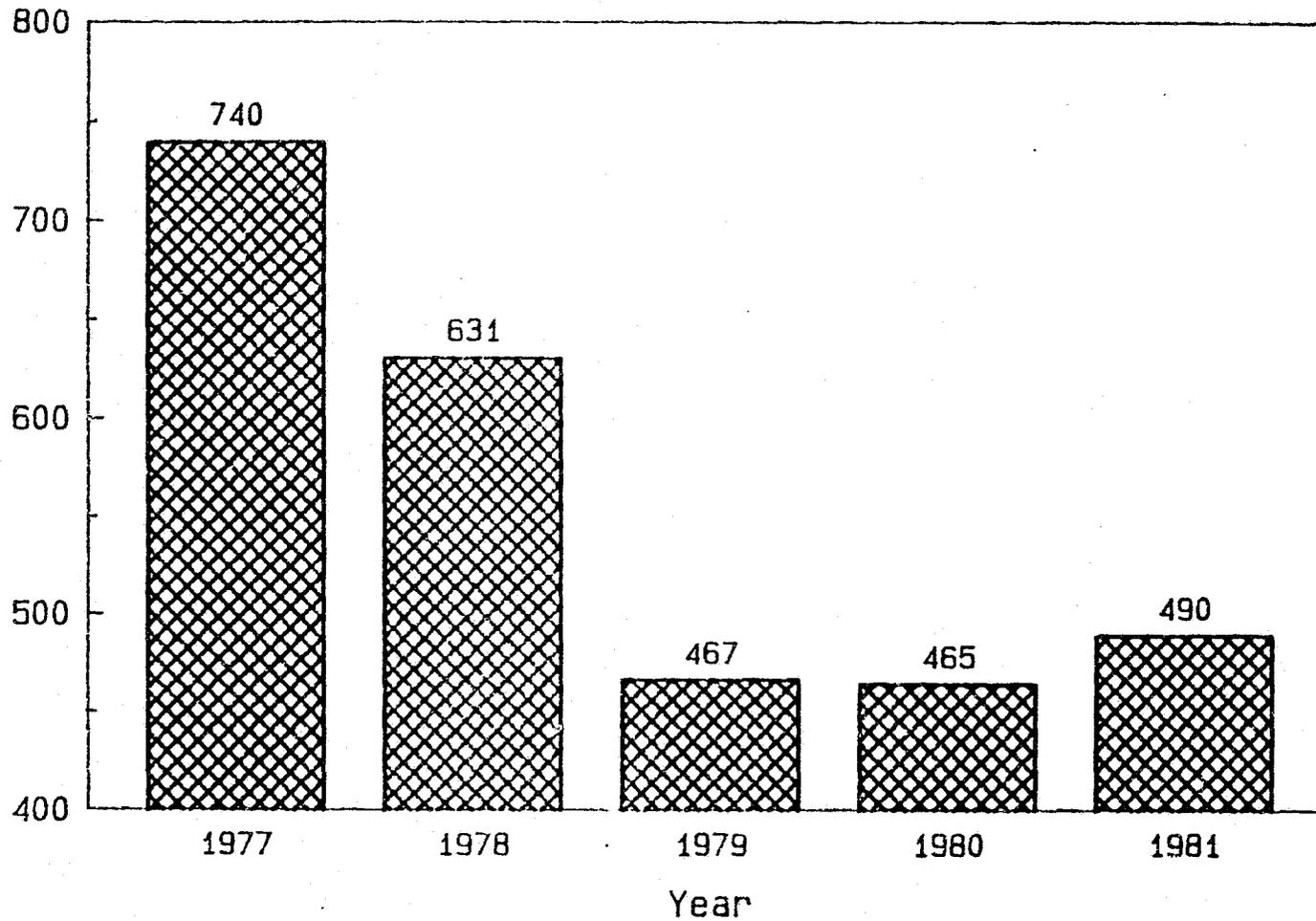
No Data:
78, 81

UNITED STATES

Heroin Addicts/Users

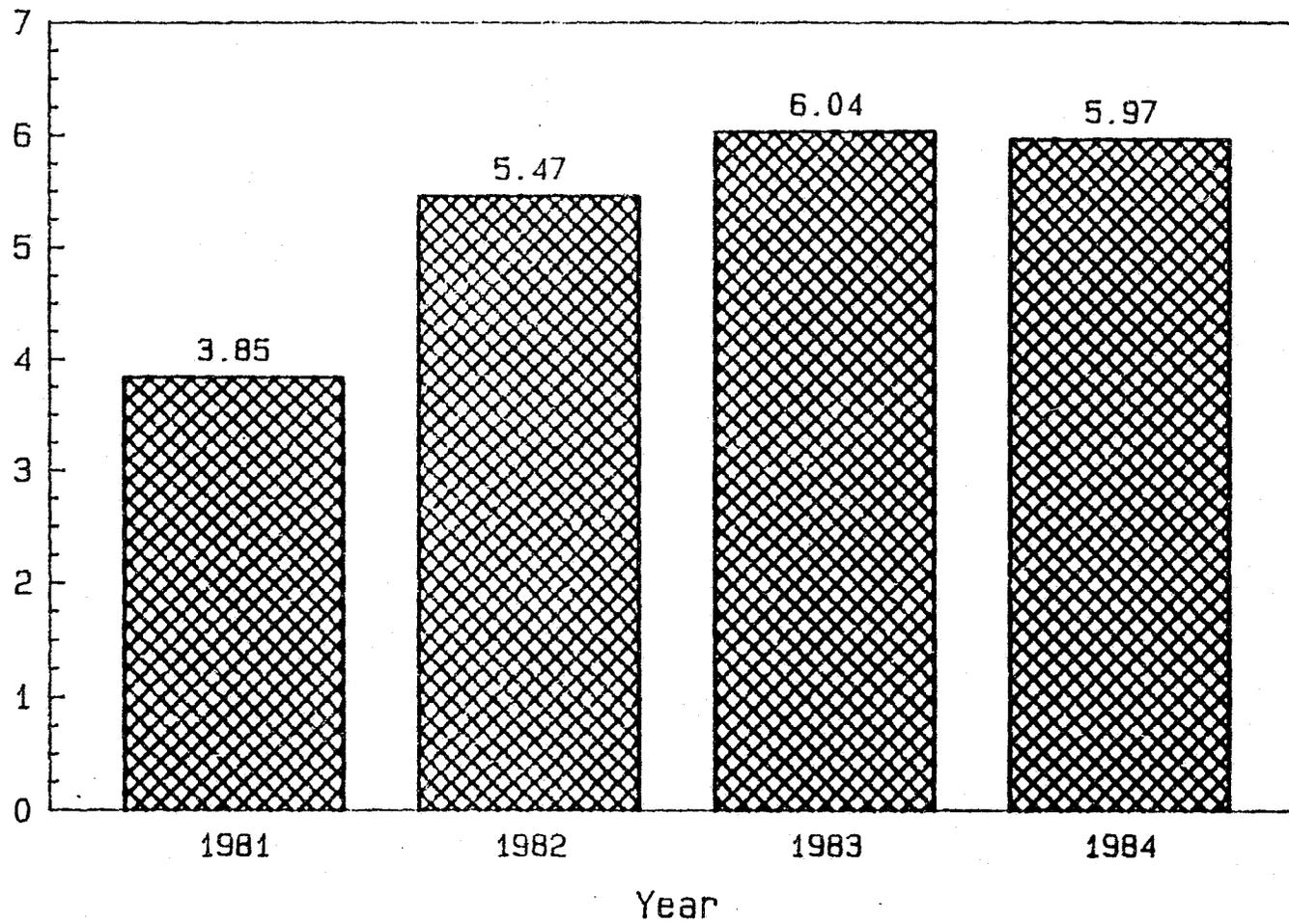
1977 Through 1981

Thousands



UNITED STATES Heroin Consumption 1981 Through 1984

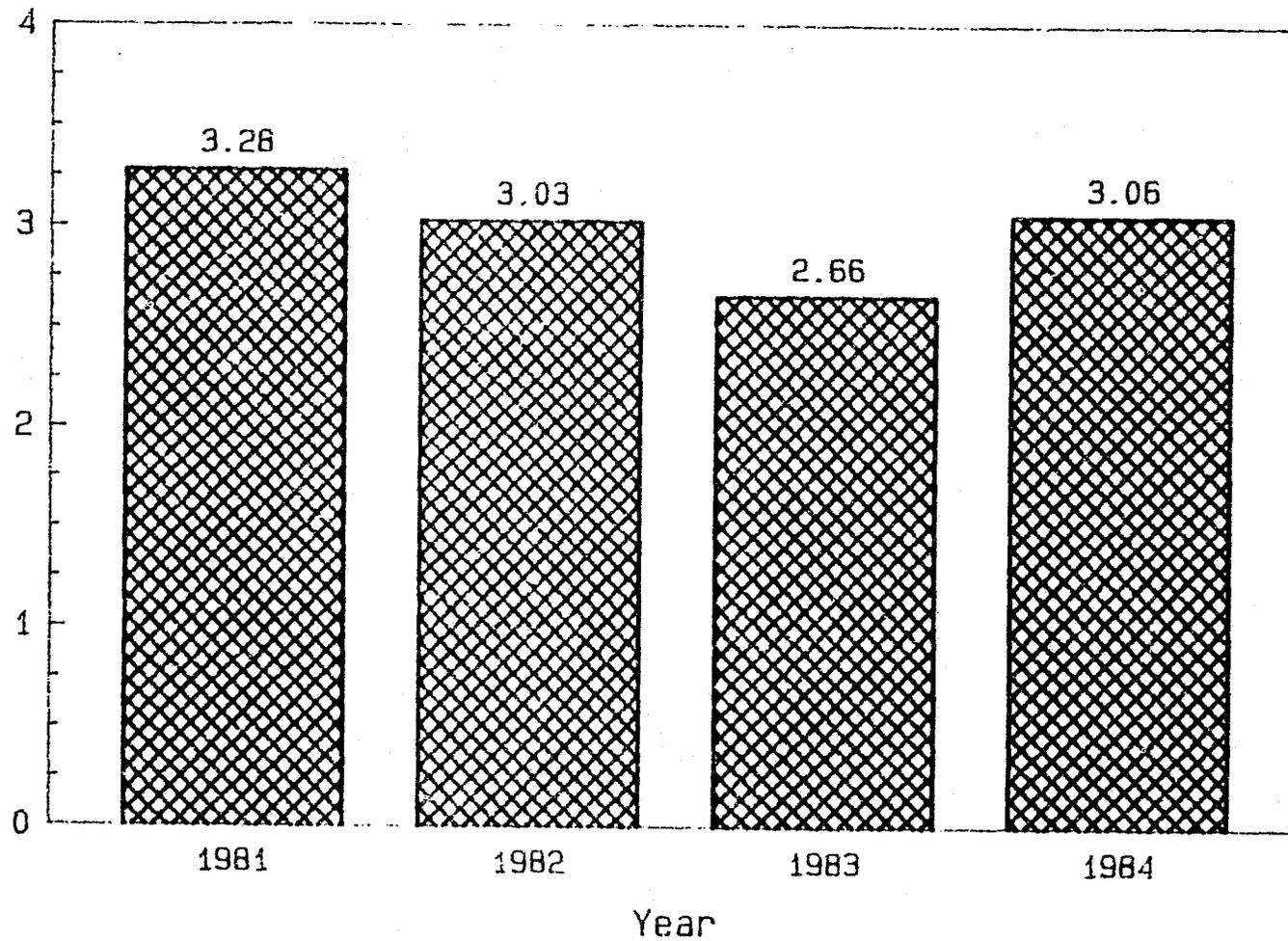
Metric Tons



UNITED STATES

"Dangerous Drug" Consumption 1981 Through 1984

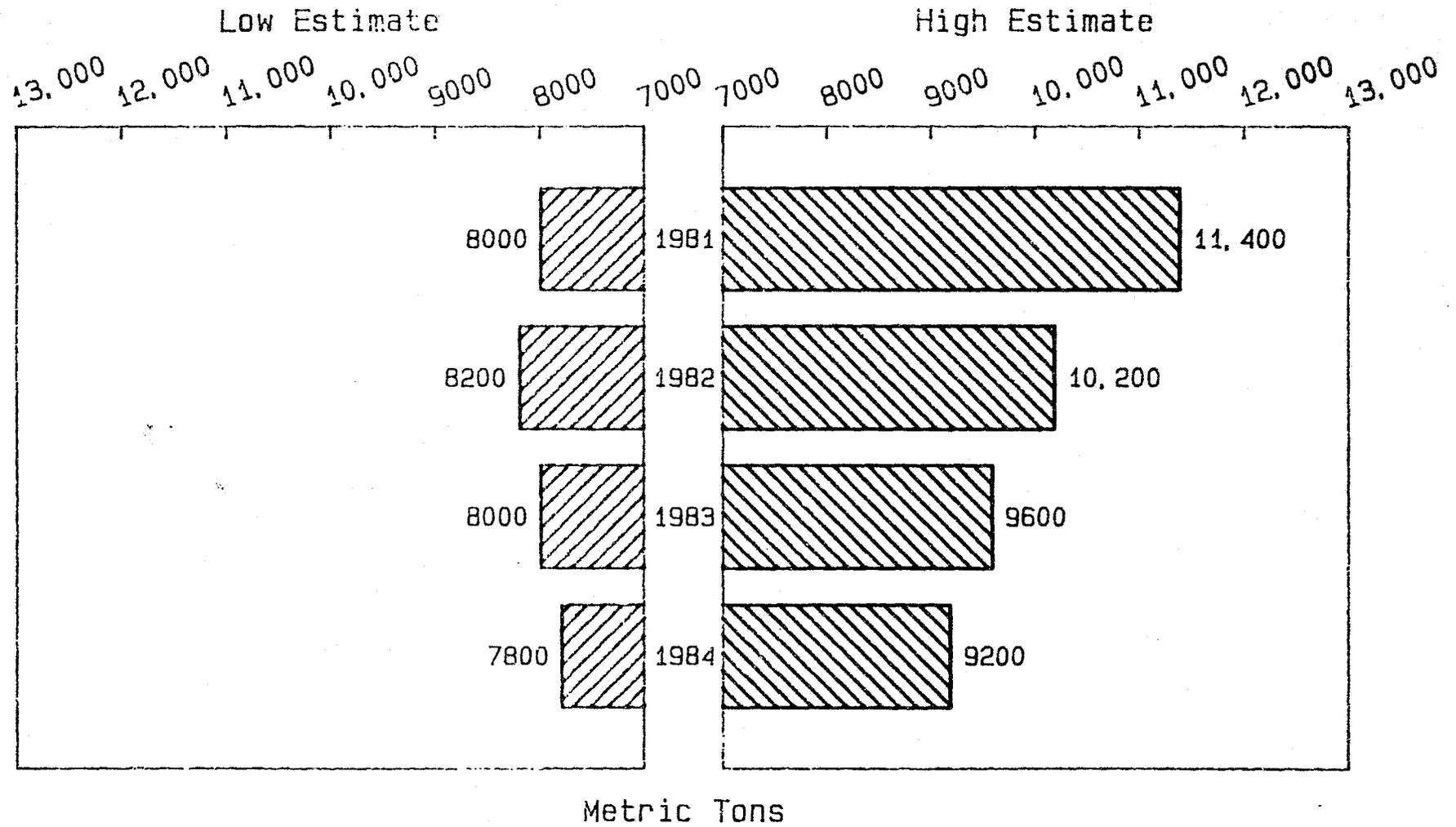
Billion Dosage Units



UNITED STATES

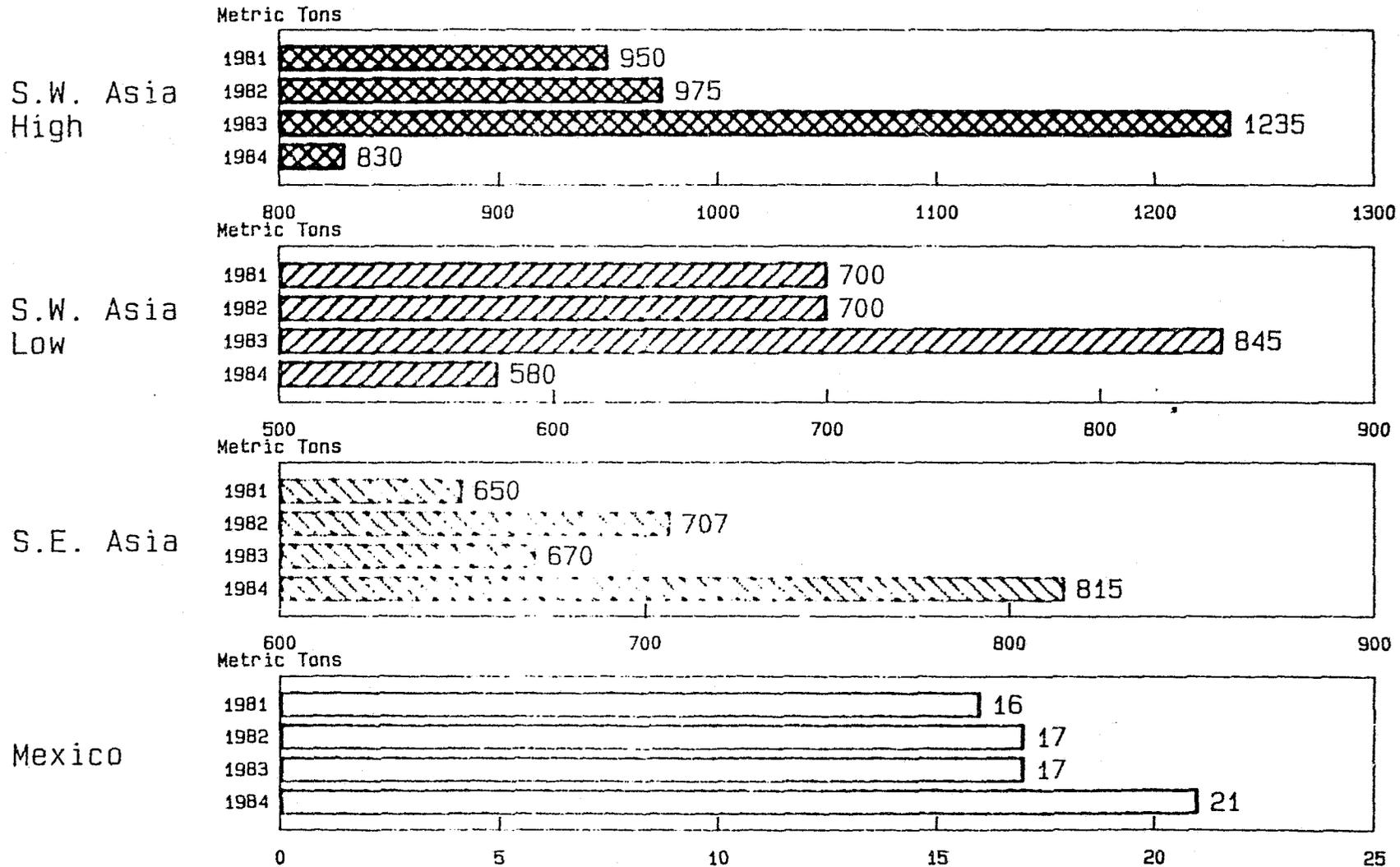
Marijuana Consumption Estimates

1981 Through 1984



ESTIMATED OPIUM PRODUCTION

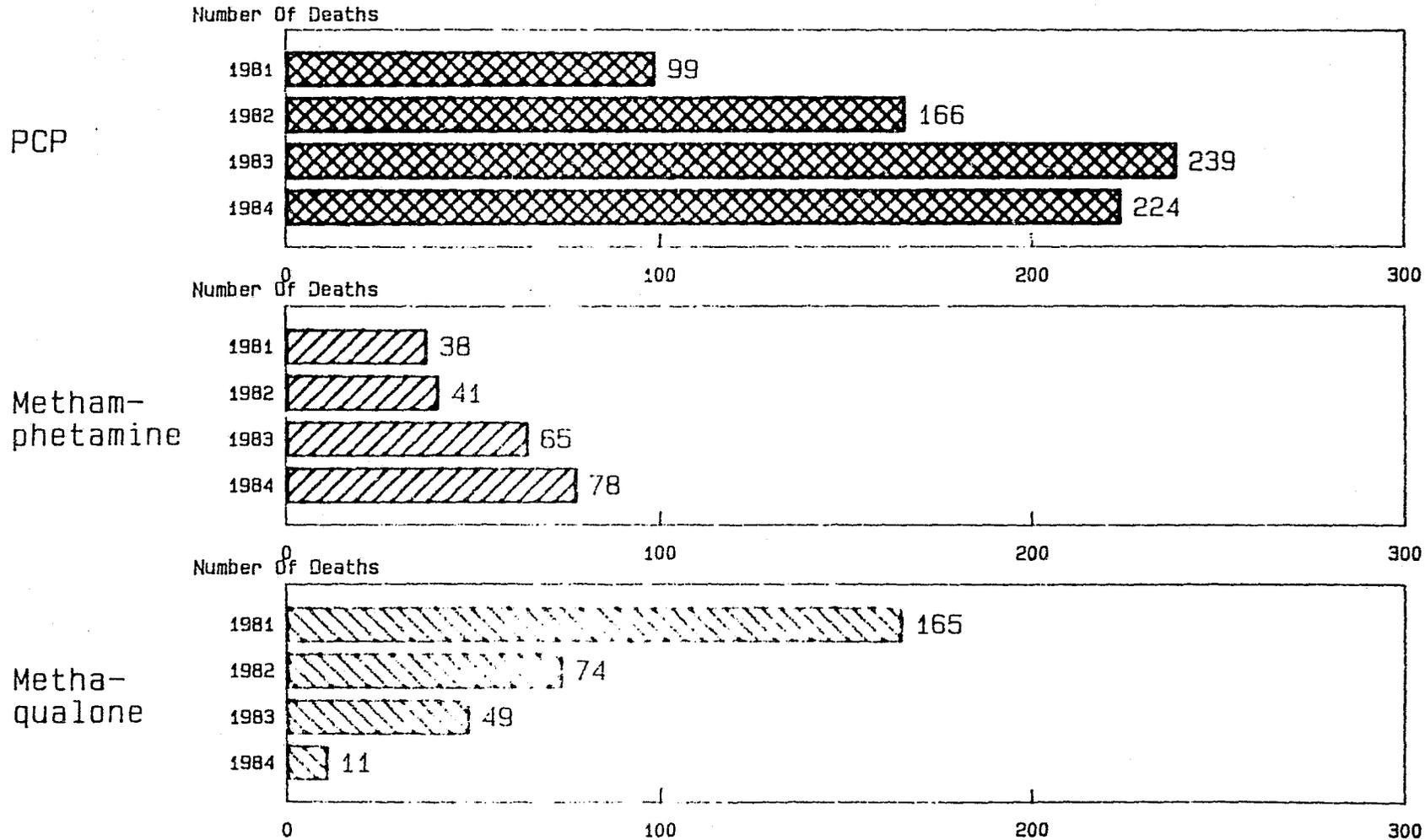
1981 Through 1984



RELATED DEATHS

Selected Dangerous Drugs

1981 Through 1984



RELATED EMERGENCY ROOM VISITS

Selected Dangerous Drugs

1981 Through 1984

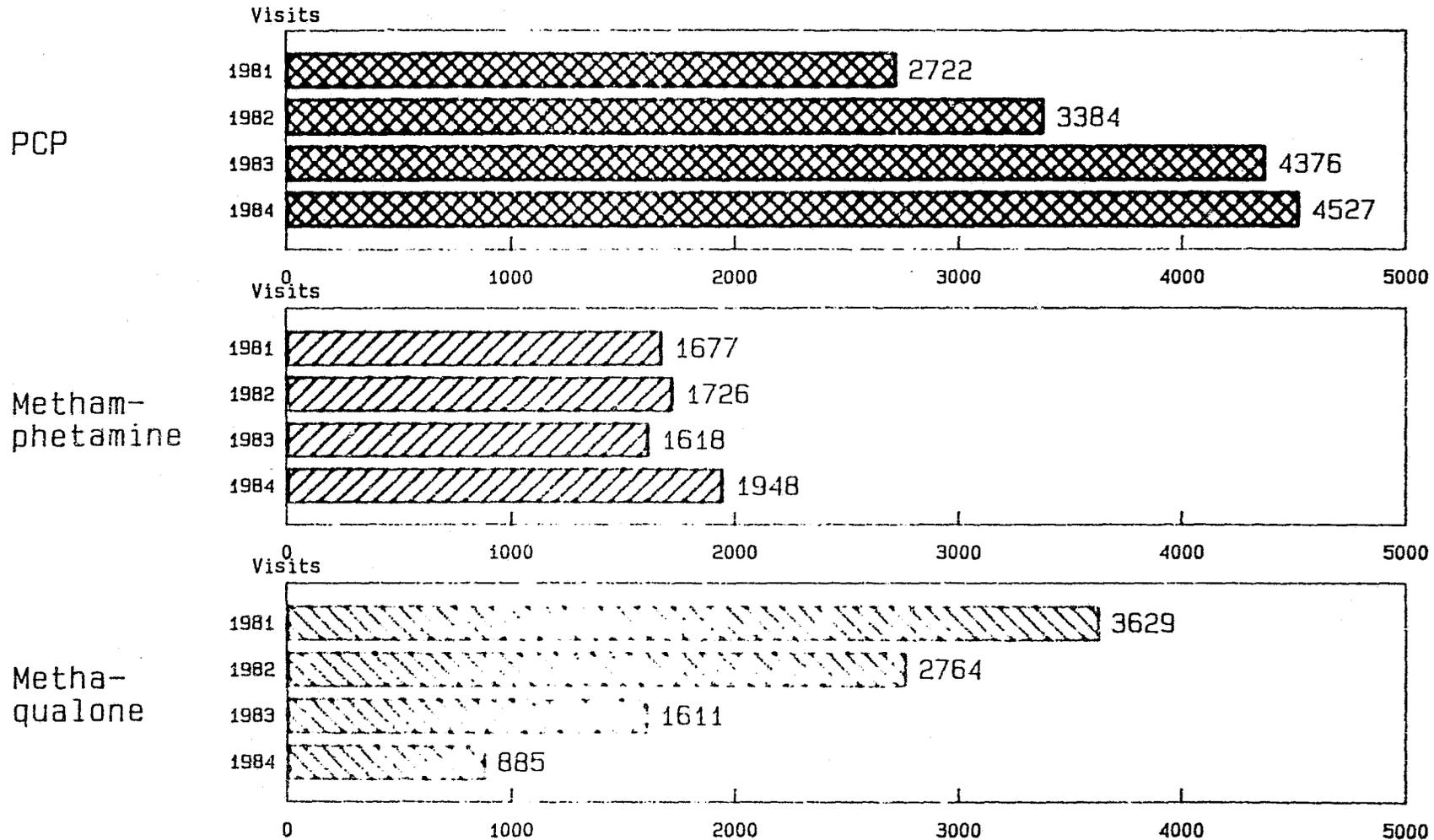


Table I.—Types of Explosive Incidents 1976–1985
 [Reported Deaths, Injuries, and Damage]

Type of Incident	1976		1977		1978		1979		1980		1981		1982		1983		1984		1985		10-Year Totals	
	No.	%	No.	%GT																		
Bombing	870	32	1 058	33	963	30	901	29	922	32	805	34	597	34	575	34	648	35	720	32	8,059	32%
Attempted Bombing	319	12	319	10	287	9	179	6	163	6	152	7	127	7	131	8	144	8	169	8	1,990	8%
Incendiary Bombing	352	13	339	11	446	14	346	11	368	13	329	14	235	13	164	10	155	9	151	7	2,885	12%
Attempted Incendiary	101	4	81	3	71	2	41	1	68	2	99	4	41	2	40	2	34	2	63	3	642	3%
Stolen Explosives	327	12	327	10	362	11	335	11	349	12	243	10	201	11	208	12	212	12	219	10	2,783	11%
Recovered Explosives	579	21	653	27	987	30	1,167	38	908	32	637	27	503	28	499	30	566	31	828	37	7,527	30%
Threat to Treasury Facility	44	2	33	1	22	1	35	1	22	1	24	1	10	1	9	—	7	—	8	—	214	1%
Hoax Devices	67	2	105	3	47	1	26	1	11	—	12	—	8	1	15	1	10	1	17	1	318	1%
Accidental-Noncriminal	47	2	62	2	71	2	60	2	64	2	37	2	40	2	49	3	52	3	51	2	533	2%
Total	2,706		3,177		3,256		3,093		2,875		2,338		1,762		1,690		1,828		2,226		24,951	Grand Total (GT)
Percent of Grand Total	11%		13%		13%		12%		12%		9%		7%		7%		7%		9%			
Reported Killed	73		127		68		54		91		75		56		71		47		104		766	
Percent of 10-Year Total	10%		17%		9%		7%		12%		10%		7%		9%		6%		14%			
Reported Injured	272		374		707		328		483		262		221		400		288		477		3,812	
Percent of 10-Year Total	7%		10%		19%		9%		13%		7%		6%		10%		8%		12%			
Reported Property Damage ¹	\$12.1		\$61.3		\$27.5		\$16.0		\$31.2		\$105.6		\$12.3		\$34.3		\$74.9		\$26.5		\$401.7	
Percent of 10-Year Total	3%		15%		7%		4%		8%		26%		3%		8%		19%		7%			

¹Property damage reported in million-dollar increments.

Table II.—Explosive Incidents By Category By State 1976-1985

	BOMBINGS ¹										TOTAL	INCENDIARY ²										TOTAL	OTHER ³										TOTAL	1976-1985 TOTAL
	76	77	78	79	80	81	82	83	84	85		76	77	78	79	80	81	82	83	84	85		76	77	78	79	80	81	82	83	84	85		
AL....	7	20	21	9	13	11	9	11	15	9	125	15	12	20	9	7	5	4	2	4	2	80	27	48	60	50	48	37	22	20	26	30	368	573
AK....	8	7	9	4	4	0	3	3	0	1	39	3	1	3	0	0	2	1	1	2	0	13	8	9	9	5	3	5	1	4	7	2	53	105
AZ....	11	16	14	9	27	16	24	11	17	10	155	4	13	18	5	20	4	6	2	0	0	72	14	20	17	7	19	11	11	13	13	15	140	367
AR....	7	12	11	7	5	7	9	2	10	9	79	2	1	1	2	3	1	0	0	0	0	10	12	31	22	29	26	21	9	18	13	20	201	290
CA....	140	166	161	133	162	124	106	61	99	124	1,276	105	66	132	132	105	119	58	23	31	33	834	62	79	77	35	68	49	32	45	52	81	583	2,693
CO....	25	24	37	20	28	27	11	17	22	30	241	24	28	22	16	25	40	34	22	17	31	259	35	38	51	29	22	14	12	6	10	24	241	741
CT....	5	16	16	9	7	13	4	7	6	7	90	9	8	9	1	5	2	0	3	2	0	39	16	11	6	19	10	13	7	16	11	8	117	246
DE....	4	3	0	1	2	2	1	0	2	5	20	0	0	0	0	0	0	0	0	0	0	0	2	2	8	4	1	0	2	0	1	1	21	41
DC....	6	4	10	2	7	2	2	8	6	6	53	1	0	3	0	1	2	0	2	3	1	13	5	3	2	4	4	2	4	3	4	8	39	105
FL....	25	25	23	36	25	27	25	28	27	29	270	17	12	9	18	17	8	4	3	9	2	99	24	13	32	18	18	27	17	22	37	24	232	601
GA....	21	21	14	17	17	15	20	14	16	17	172	6	1	13	6	5	6	3	7	5	4	56	26	27	49	76	35	31	20	8	18	27	317	545
HI....	7	1	0	3	8	1	13	0	3	3	39	1	0	0	1	0	0	0	0	0	2	10	3	5	4	6	4	3	4	0	3	3	35	84
ID....	11	2	6	6	15	8	4	4	7	5	68	2	1	2	2	0	0	0	0	0	1	8	11	13	10	10	5	3	9	9	4	5	79	155
IL....	107	151	74	85	97	102	62	76	49	65	868	17	16	16	16	19	16	7	9	6	11	133	25	64	57	76	70	26	32	20	24	48	442	1,443
IN....	18	18	25	24	16	12	10	13	12	15	163	9	10	6	4	15	2	8	2	1	2	59	11	9	21	21	19	9	14	20	12	27	166	388
IA....	1	8	4	8	11	8	0	6	4	2	52	0	1	2	3	1	1	0	0	0	0	8	15	12	11	8	7	8	3	3	7	7	81	141
KS....	5	14	6	4	10	10	3	4	11	19	86	1	0	1	2	2	2	0	2	0	0	10	6	22	22	11	16	15	14	15	21	19	161	257
KY....	61	65	90	29	27	32	31	21	18	25	399	19	9	9	7	12	8	8	6	5	9	92	87	99	101	142	114	82	62	62	31	79	859	1,350
LA....	10	7	6	10	4	4	9	3	6	9	68	3	1	3	0	2	0	0	1	7	4	21	11	25	29	21	23	26	9	15	12	15	186	275
ME....	6	2	1	0	0	2	1	1	3	6	22	1	1	0	0	1	0	1	0	1	1	6	5	4	3	3	2	1	0	0	3	5	26	54
MD....	21	46	25	19	28	24	11	16	39	18	247	12	20	15	8	11	33	7	4	7	9	129	12	26	17	8	13	9	7	10	4	9	115	491
MA....	34	25	18	19	15	13	13	14	9	9	169	4	10	27	7	4	2	3	2	0	1	60	12	16	18	14	14	11	12	8	21	15	141	370
MI....	24	43	29	31	29	28	21	19	23	20	267	5	10	5	5	4	7	4	5	5	0	50	15	36	24	14	11	12	17	14	21	23	187	504
MN....	13	6	12	21	23	23	6	4	11	8	127	1	1	0	5	1	5	3	1	1	0	18	2	8	8	20	10	4	2	3	3	6	66	211
MS....	9	4	5	6	4	5	5	1	7	5	51	2	3	3	3	1	2	3	4	5	2	28	8	11	13	26	23	20	11	12	20	6	150	229
MO....	39	58	32	38	41	34	17	13	13	15	300	18	17	26	23	15	8	4	1	2	2	116	31	54	38	69	42	27	33	20	28	34	376	792
MT....	6	6	1	10	2	7	3	1	1	1	38	0	1	1	2	0	0	1	3	0	0	8	3	3	1	2	11	16	18	8	3	3	68	114

Table III.—Total Explosive Incidents By State 1976–1985

YEARLY TOTALRANK	1976		1977		1978		1979		1980		1981		1982		1983		1984		1985		10-YEAR	
	#	R	#	R	#	R	#	R	#	R	#	R	#	R	#	R	#	R	#	R	TOTAL	MR ¹
AL	49	19	80	13	101	12	68	13	68	15	53	13	35	14	33	17	45	13	41	19	573	13
AK	19	30	17	33	21	32	9	33	7	40	7	34	5	33	8	32	9	29	3	41	105	33
AZ	29	25	49	22	49	25	21	27	66	17	31	22	41	13	26	21	30	18	25	25	367	25
AR	21	29	44	23	34	29	38	20	34	27	29	24	18	24	20	24	23	21	29	23	290	24
CA	307	1	311	1	370	1	300	1	335	1	322	1	196	1	129	1	182	1	241	1	2,693	1
CO	84	9	90	10	110	7	65	14	75	13	81	8	57	7	45	12	49	11	85	7	741	7
CT	30	24	35	28	31	30	29	24	22	33	28	25	11	28	26	21	19	24	15	29	246	24
DE	6	39	5	42	8	41	5	36	3	43	2	39	3	34	0	38	3	33	6	38	41	38-39
DC	12	35	7	40	15	36	6	35	12	38	6	35	6	32	13	29	13	27	15	29	105	35
FL	66	15	50	21	64	17	72	10	60	18	62	11	46	10	53	9	73	7	55	13	601	10
GA	53	17	49	22	76	15	99	8	57	19	52	14	43	11	29	20	39	15	48	15	545	15
HI	11	36	11	38	4	42	10	32	13	37	4	37	17	25	0	38	6	31	8	36	84	36-38
ID	24	28	16	34	18	34	18	29	20	34	11	33	13	27	13	29	11	28	11	33	155	34
IL	149	4	231	3	147	6	177	3	186	2	144	2	101	2	105	3	79	5	124	3	1,443	3
IN	38	23	37	26	52	23	52	16	50	21	23	29	32	16	35	15	25	20	44	17	388	17-23
IA	16	31	21	31	17	35	19	28	19	35	17	32	3	34	9	31	11	28	9	35	141	31-35
KS	12	35	36	27	29	31	17	30	28	32	27	26	17	25	21	23	32	17	38	20	257	17-35
KY	167	3	173	5	200	2	178	2	153	4	122	3	101	2	89	4	54	8	113	4	1,350	2-4
LA	24	28	33	29	38	27	31	23	29	31	30	23	18	24	19	25	25	20	28	24	275	23-24
ME	12	35	7	40	4	42	3	38	3	43	3	38	2	35	1	37	7	30	12	32	54	35-38
MD	45	20	92	11	57	21	35	21	55	20	66	10	25	20	30	19	50	10	36	22	491	20
MA	50	18	51	20	63	18	40	19	33	28	26	27	28	18	24	22	30	18	25	25	370	18
MI	44	21	89	12	58	20	50	17	44	23	47	15	42	12	38	13	49	11	43	18	504	12
MN	16	31	15	35	20	33	46	18	34	27	32	21	11	28	8	32	15	26	14	30	211	18-35
MS	19	30	18	32	21	32	35	21	28	32	27	26	19	23	17	26	32	17	13	31	229	32
MO	88	7	129	7	96	13	130	4	98	8	69	9	54	8	34	16	43	14	51	14	792	7-14
MT	9	37	10	39	3	43	14	31	13	37	23	29	22	22	12	30	4	32	4	40	114	37
NE	3	41	10	39	12	37	9	33	16	36	7	34	10	29	7	33	3	33	15	29	92	33
NV	24	28	15	35	11	38	17	30	37	25	21	30	14	26	21	23	32	17	15	29	207	30
NH	13	34	10	39	2	44	4	37	1	44	1	40	8	30	4	35	3	33	15	29	61	44
NJ	79	10	78	14	64	17	61	15	67	16	43	16	31	17	49	11	24	22	37	21	533	14-16
NM	25	27	21	31	34	29	28	25	35	26	34	20	13	27	14	28	39	15	47	16	290	27
NY	143	5	185	4	192	3	110	7	96	9	88	6	92	4	89	4	105	3	104	5	1,204	4
NC	71	14	72	17	86	14	116	5	95	12	55	12	43	11	57	8	52	9	62	12	699	12
ND	2	42	0	44	2	44	13	29	8	39	5	36	6	32	3	36	1	35	2	42	47	36-44
OH	257	2	211	3	168	4	178	2	144	5	106	4	54	5	87	5	74	6	90	6	1,399	5
OK	49	19	61	13	70	16	75	9	29	31	42	17	54	8	37	14	35	16	47	16	499	16
OR	74	11	39	24	59	19	32	22	31	29	24	28	22	22	21	23	20	23	21	27	343	22-23
PA	85	8	108	8	102	11	61	15	93	10	42	17	51	9	63	7	47	12	82	8	734	8
RI	8	38	5	42	9	40	3	38	6	41	4	37	7	31	6	34	4	32	10	34	62	34-38
SC	14	33	38	25	50	24	71	11	40	24	28	25	22	22	31	18	19	24	16	28	329	24
SD	6	39	7	40	10	39	8	34	3	43	5	36	2	35	0	38	2	34	5	39	48	39
TN	72	13	89	12	104	10	115	6	101	7	88	6	95	3	72	6	80	4	79	9	895	6
TX	124	6	161	6	149	5	177	3	156	3	91	5	74	6	108	2	137	2	201	2	1,378	2-6
UT	21	29	52	19	45	26	23	26	47	22	34	20	24	21	37	14	17	25	22	26	322	26
VT	4	40	6	41	4	42	5	36	5	42	2	39	0	36	1	37	3	33	7	37	37	36-42
VA	73	12	99	9	108	8	110	7	87	11	62	11	34	15	30	19	49	11	68	10	720	11
WA	43	22	74	16	50	2	70	12	72	14	82	7	26	19	50	10	49	11	66	11	582	11
WV	63	16	75	15	105	9	147	3	102	6	40	18	17	25	14	28	24	22	37	21	624	3-28
WI	27	26	14	36	35	28	32	22	19	35	31	22	18	24	16	27	29	19	21	27	242	22-27
WY	8	38	13	37	21	32	18	29	30	30	20	31	25	20	16	27	13	27	7	37	171	27-37
GUAM	3	41	0	44	2	44	6	35	1	44	0	41	0	36	0	38	0	36	0	44	12	44
PUERTO RICO	15	32	27	30	56	22	31	23	19	35	39	19	24	21	20	24	9	29	13	31	253	19-35
VIRGIN IS.	0	43	1	43	0	45	1	39	0	45	0	41	0	36	0	38	0	36	1	43	3	43
TOTAL	2,706		3,177		3,256		3,093		2,875		2,338		1,762		1,690		1,828		2,226		24,951	

¹Modal Rank (MR) - Most commonly appearing rank over the 10-year period.

NE ...	2	7	3	6	4	4	3	6	1	10	46
NV ...	6	6	3	5	19	6	8	9	20	8	90
NH ...	2	4	1	1	0	1	3	2	2	7	23
NJ ...	47	44	31	29	29	15	17	19	10	9	250
NM ...	7	6	11	12	9	18	7	7	10	26	113
NY ...	76	100	115	54	57	52	71	56	55	57	693
NC ...	20	9	19	18	22	8	10	20	14	12	152
ND ...	0	0	1	3	2	5	3	0	0	1	15
OH ...	136	107	83	71	50	45	30	26	36	40	624
OK ...	12	21	9	21	10	11	12	11	17	16	140
OR ...	31	24	23	20	14	15	10	9	8	5	159
PA ...	35	35	38	14	34	14	17	23	11	23	244
RI ...	3	4	4	3	4	1	4	3	4	2	32
SC ...	7	8	6	9	14	10	5	12	5	4	80
SD ...	2	4	1	3	1	3	0	0	0	1	15
TN ...	37	29	32	55	31	32	20	26	35	21	318
TX ...	47	11	49	34	43	19	18	35	37	74	397
UT ...	6	33	19	9	11	15	6	13	6	8	126
VT ...	0	0	2	1	0	1	0	0	2	2	8
VA ...	21	40	38	49	19	20	12	7	17	26	249
WA ...	24	44	21	32	27	44	12	35	35	27	301
WV ...	12	12	17	24	21	7	2	1	2	19	117
WI ...	11	5	21	18	12	15	12	6	17	9	126
WY ...	2	3	6	0	6	6	4	5	3	2	37
Guam .	2	0	0	0	1	0	0	0	0	0	3
Puerto Rico	10	21	47	27	18	33	15	17	9	8	205
Virgin Is..	0	0	0	1	0	0	0	0	0	0	1
TOTAL..	1,189	1,377	1,250	1,080	1,065	957	724	706	792	889	10,049

0	1	1	0	1	0	1	0	0	0	0	4
3	4	0	2	0	2	0	0	1	0	12	
2	0	0	0	0	0	0	0	0	0	2	
14	16	10	4	6	6	2	7	0	5	70	
5	2	0	1	11	3	2	1	9	8	42	
31	32	35	11	11	12	8	9	6	12	167	
9	1	3	4	3	2	1	0	3	4	30	
1	0	0	0	0	0	1	0	0	0	2	
33	24	29	27	43	33	28	33	22	16	288	
6	3	11	3	2	6	0	4	2	0	37	
10	4	5	3	1	5	0	1	0	4	33	
9	21	8	0	4	2	9	2	2	6	63	
0	0	2	0	1	0	3	0	0	0	6	
0	3	2	6	5	2	4	2	1	0	25	
0	0	0	0	0	0	1	0	0	0	1	
2	9	11	5	20	26	38	7	6	7	131	
27	30	22	30	30	4	4	17	12	19	195	
1	0	7	2	0	0	1	3	0	0	14	
0	0	1	0	1	0	0	0	1	0	3	
7	5	8	2	6	8	2	1	3	4	46	
2	7	2	2	2	4	2	5	4	4	34	
5	8	6	9	7	3	1	2	3	1	45	
2	1	1	0	0	2	0	1	1	1	9	
0	0	1	0	2	0	2	1	0	1	7	
1	0	0	0	0	0	0	0	0	0	1	
2	0	6	2	0	3	7	3	0	5	28	
0	1	0	0	0	0	0	0	0	0	1	
451	420	517	390	436	428	276	204	189	214	3,527	

1	2	8	3	11	3	6	1	2	5	42	92
15	5	8	10	18	13	6	12	11	7	105	207
9	6	1	3	1	0	5	2	1	8	36	61
18	18	23	28	32	22	12	23	14	23	213	533
13	13	23	15	15	13	4	6	20	13	135	290
36	53	42	45	28	24	13	24	44	35	344	1,204
42	62	64	94	60	45	32	37	35	46	517	699
1	0	1	15	6	0	2	3	1	1	30	47
88	80	56	80	51	28	26	28	16	34	487	1,399
31	37	50	51	17	25	42	22	16	31	322	499
33	11	31	9	16	4	12	11	12	12	151	343
41	52	56	47	55	26	25	38	34	53	427	734
5	1	3	0	1	3	0	3	0	8	24	62
7	27	42	56	21	16	13	17	13	12	224	329
4	3	9	5	2	2	1	0	2	4	32	48
33	51	61	55	50	30	37	39	39	51	446	895
50	90	78	113	83	68	52	56	88	108	786	1,378
14	19	19	12	36	19	17	21	11	14	182	322
4	6	1	4	4	1	0	1	0	5	26	37
45	51	62	59	62	31	20	22	29	38	425	720
17	23	27	36	43	34	12	10	10	35	247	582
46	55	82	114	74	30	14	11	19	17	462	624
14	8	13	14	7	14	6	9	11	11	107	242
6	10	14	18	22	14	19	10	10	4	127	171
0	0	2	6	0	0	0	0	0	0	8	12
3	6	3	2	1	3	2	0	0	0	20	253
0	0	0	0	0	0	0	0	0	1	1	3
1,064	1,380	1,489	1,623	1,351	953	762	760	647	1,123	11,375	24,951

*Bombings include both actual and attempted.

*Incendiary includes both actual and attempted.

*Other includes Accidental, Hoax, Threat, Stolen, and Recovered Explosives.

GRAND
TOTAL

Table IV.—Analysis Of Bombing Incidents By Target As To Deaths, Injuries, and Property Damage 1976-1985

Target	Killed 19__											Injured 19__											Property Damage ¹ 19__											
	76	77	78	79	80	81	82	83	84	85	Total	76	77	78	79	80	81	82	83	84	85	Total	76	77	78	79	80	81	82	83	84	85	Total	
Residential	13	17	7	7	15	13	9	9	3	22	115	21	66	57	43	52	25	32	34	58	70	461	9.2	10.2	29.8	2.6	7.6	8.2	15.1	12.4	11.4	5.7	112.2	
Commercial	3	7	6	4	3	8	2	13	-	1	50	20	48	46	24	37	60	8	30	20	41	334	36.0	66.4	87.8	29.3	51.7	102.7	12.2	71.9	30.5	37.2	525.7	
Vehicles	11	11	7	10	13	10	7	4	1	9	83	21	21	25	23	35	22	16	14	21	25	234	3.8	3.6	21.2	14.5	14.3	4.4	7.2	4.9	8.2	12.6	94.7	
Education	1	-	-	1	-	-	-	-	-	-	2	8	13	5	26	35	5	16	-	14	10	133	2.6	4	5.3	3.0	24.5	.4	2.4	.5	.6	20.5	60.2	
Mail Boxes	-	-	-	-	-	-	-	-	-	-	-	1	1	2	-	1	-	-	2	2	1	10	-	.3	-	.1	-	-	-	-	-	-	.4	
Open Areas	-	1	2	-	5	8	3	2	4	1	26	-	8	13	43	24	31	17	35	23	22	216	-	-	-	.1	.5	.1	.1	-	.2	-	1.0	
Utilities	1	1	-	-	-	-	-	-	-	-	2	2	1	2	-	-	-	-	1	2	1	9	2.8	6.3	17.3	.5	13.8	41.0	5.7	.4	9.1	3.0	99.9	
Law Enforcement...	-	-	-	1	-	-	-	-	-	-	1	1	-	-	4	-	2	2	1	5	3	18	.1	.1	.7	.9	8.3	.7	.3	.4	1.0	.2	12.7	
Government																																		
State/Local	1	-	1	-	-	1	-	-	-	-	3	32	1	4	1	-	4	1	-	1	5	49	12.3	1.5	.7	1.2	.6	1.1	1.1	.1	.3	.1	19.0	
Government Federal	2	-	-	-	-	-	-	-	-	-	2	-	4	1	-	1	1	2	1	1	2	13	.2	-	.1	.2	.2	.1	-	2.9	-	.2	3.9	
Banks	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	2	-	1	3	-	-	6	1.4	2.2	.5	.3	2.1	2.9	.6	6.9	-	-	16.9	
Military	-	-	-	1	-	-	-	-	-	-	1	-	-	1	1	-	-	2	1	2	1	8	-	-	-	.2	-	.1	.1	1.4	7.5	-	9.3	
Airports/Aircraft ...	-	1	-	-	-	1	1	-	-	-	3	-	1	-	4	2	-	15	-	-	2	24	-	-	-	-	1.2	195.0	.1	-	-	8.1	504.4	
Other ²	14	-	-	1	5	-	-	3	1	1	25	55	13	279	24	28	11	4	11	17	10	452	17.4	12.4	8.7	3.6	9.4	4.7	27.8	4.0	3.0	4.1	95.1	
Totals	46	38	23	25	41	41	22	31	9	37	313	167	180	435	198	217	161	116	134	166	193	1,967	85.8	103.4	172.1	56.5	134.2	661.4	72.7	105.8	71.8	91.7	1,555.4	

¹Property damage estimates presented in rounded increments of \$100,000

²Other category does not include accidental noncriminal explosive incidents.

Table V.—Explosive Incidents By Motive Including Estimated Monetary Loss 1976-1985

[B - Bombing I - Incendiary]

Motive Yearly	Number- No. Percent - % Loss - \$	1976		1977		1978		1979		1980		1981		1982		1983		1984		1985		10-Year Subtotals		10-Year Total
		B	I	B	I	B	I	B	I	B	I	B	I	B	I	B	I	B	I	B	I	B	I	% Grand Total
		No.		No.		No.		No.		No.		No.		No.		No.		No.		No.		No.		
Vandalism	No.	41	12	52	16	106	19	169	23	174	34	124	29	92	16	119	11	131	13	151	13	1,159	186	1,345
	%	32.8	19.4	21.1	19.6	28.9	12.2	36.0	15.0	41.0	18.4	36.9	21.0	32.9	15.1	40.8	10.7	38.7	14.9	42.3	17.8			
	\$	3.2	4	24.5	1.0	11.9	2.1	5.8	5	59.0	212.0	6.4	6	7.3	23.2	7.0	3	55.7	1	9.2	6.2	\$190.0	\$276.4	30.9%
Revenge	No.	32	27	56	37	165	67	147	95	147	117	95	81	103	71	95	51	106	51	111	46	997	643	1,640
	%	25.6	43.6	22.8	45.1	28.7	42.9	33.0	62.1	34.7	63.2	28.3	56.7	36.6	66.9	32.5	50.0	31.4	58.6	31.1	63.0			
	\$	53.1	1.2	9.0	4.1	57.8	13.3	28.5	17.2	47.2	9.9	40.1	11.6	64.0	43.9	32.1	22.6	41.1	51.0	23.7	15.4	\$396.6	\$193.2	37.7%
Protest	No.	5	9	45	3	30	26	41	7	38	10	40	8	28	7	18	12	31	17	15	3	291	102	393
	%	4.0	14.5	18.3	3.6	8.2	16.7	9.2	4.6	8.9	5.1	11.9	5.8	10.0	6.6	6.2	11.8	9.2	19.5	4.2	4.1			
	\$	3.0	-	17.2	-	111.7	12.6	63.9	7.9	67.1	2.2	5366.7	1.1	57.6	1.3	68.6	3.5	160.5	27.3	66.5	7.5	\$5,985.0	\$63.4	9.0%
Extortion	No.	9	-	4	1	19	2	33	2	23	4	32	2	23	1	23	4	15	1	18	1	199	18	217
	%	7.2	-	1.6	1.2	5.2	1.3	7.1	1.3	5.4	2.2	9.5	1.4	8.2	.9	7.9	3.9	4.4	1.2	5.0	1.4			
	\$.1	-	10.0	-	26.7	-	17.7	.8	309.9	.3	37.9	-	229.7	-	40.1	2	7.2	1.0	40.3	.1	\$719.9	\$2.4	11.9%
Labor Related	No.	29	11	78	14	87	30	38	21	18	10	21	15	10	8	17	18	31	1	39	8	368	136	504
	%	23.2	17.7	31.8	17.1	23.8	19.2	8.5	13.7	4.3	5.4	6.2	10.9	3.6	7.6	5.8	17.6	9.2	1.2	11.0	11.0			
	\$	9.0	8.4	100.2	8	275.9	58.7	64.6	3	115.6	4.6	22.9	6.4	2.7	1	92.9	7.9	50.3	-	117.3	8.0	\$851.4	\$95.2	11.6%
Insurance Fraud	No.	8	3	6	11	7	9	5	4	6	8	8	2	5	3	8	2	6	3	6	1	65	46	111
	%	6.4	4.8	2.4	13.4	1.9	5.8	1.1	2.6	1.4	4.3	2.4	1.4	1.8	2.9	2.7	2.0	1.8	3.4	1.7	1.4			
	\$	64.1	102.6	60.6	86.5	35.7	1.4	24.2	11.5	31.2	17.1	114.0	4.5	24.4	3.7	109.0	125.0	10.8	2.7	30.8	1.0	\$504.8	\$356.0	2.5%
Homicide/Suicide	No.	1	-	5	-	12	3	12	1	18	2	16	1	19	-	12	4	18	1	17	1	130	13	143
	%	.8	-	2.0	-	3.3	1.9	2.7	.7	4.3	1.1	4.8	.7	6.7	-	4.1	4.0	5.3	1.2	4.8	1.4			
	\$	-	-	1	-	6.3	-	3.6	2.0	11.0	3.0	33.5	-	56.2	-	12.3	11.5	6.8	-	14.8	-	\$144.6	\$16.5	3.3%
Yearly Total	No.	125	62	246	82	366	156	445	153	424	185	336	138	280	106	292	102	338	87	357	73	3,209	1,144	4,353
	\$	132.5	112.6	221.6	92.4	526.0	88.1	208.3	40.2	641.0	279.1	5623.5	27.2	441.9	72.2	362.5	171.0	332.4	82.1	302.6	38.2	\$8,792.3	\$1,003.1	\$9,795.4
Unreported* or Undetermined	No.	745	290	812	257	597	290	456	193	498	183	469	191	317	129	283	62	310	68	363	78	4,850	1,741	6,591
	\$	536.5	76.4	604.5	114.6	904.9	262.1	305.4	11.8	352.2	71.2	742.3	220.6	147.7	65.7	506.0	19.4	249.7	54.3	319.7	257.0	\$4,668.9	\$1,093.1	\$5,762

*Estimated property damage presented in \$10,000 increments

*Grand Total reflects total for all incidents in which a motive was reported.

*Yearly percent is by category (i.e., bombing data considered independently of incendiary data for a given year).

*Category does not include damage resulting from accidental noncriminal explosions.

Table XI.—Explosive Theft Incidents by State 1976-1985

YEARLY TOTAL/RANK	1976		1977		1978		1979		1980		1981		1982		1983		1984		1985		10-YEAR TOTAL MR ¹	
	No.	R	TOTAL	MR ¹																		
AL	8	10	10	7	14	8	11	7	9	10	11	6	7	7	6	7	6	6	4	8	86	7
AK	2	16	2	15	3	17	4	12	3	16	2	15	1	13	—	13	3	9	1	11	21	13-16
AZ	3	15	7	10	8	12	6	10	5	14	3	14	1	13	5	8	1	11	4	8	43	8-14
AR	2	16	8	9	6	14	6	10	3	16	2	15	2	12	4	9	3	9	4	8	40	9
CA	12	8	17	3	17	6	8	8	18	5	14	3	6	8	10	5	11	4	11	4	124	8
CO	11	9	9	8	16	7	7	9	6	13	7	10	3	11	2	11	6	6	4	8	71	8-11
CT	4	14	1	16	2	18	8	8	4	15	3	14	—	14	4	9	—	12	—	12	26	14
DE	—	18	—	17	—	20	—	16	—	19	—	17	1	13	—	13	—	12	—	12	1	12-17
DC	—	18	—	17	—	20	—	16	—	19	—	17	—	14	—	13	—	12	—	12	—	12-17
FL	3	15	3	14	9	11	7	9	2	17	3	14	4	10	5	8	5	7	3	9	44	9-14
GA	7	11	7	10	7	13	8	8	8	11	5	12	5	9	2	11	5	7	4	8	58	11
HI	1	17	—	17	1	19	—	16	1	18	—	17	—	14	—	13	1	11	—	12	4	17
ID	5	13	6	11	4	16	6	10	2	17	2	15	5	9	6	7	3	9	3	9	42	9
IL	3	15	7	10	12	10	7	9	6	13	5	12	13	3	2	11	9	5	3	9	67	9-10
IN	3	15	2	15	5	15	6	10	6	13	2	15	2	12	2	11	3	9	4	8	35	15
IA	8	10	4	13	3	17	2	14	2	17	2	15	1	13	—	13	3	9	1	11	26	13
KS	5	13	7	10	6	14	2	14	6	13	6	11	2	12	4	9	9	5	6	6	53	13-14
KY	29	1	34	1	27	1	17	3	29	1	25	1	20	1	27	1	13	2	37	1	258	1
LA	4	14	9	8	12	10	7	9	7	12	11	6	4	10	5	8	1	11	3	9	63	8-10
ME	1	17	2	15	2	18	1	15	1	18	—	17	—	14	—	13	2	10	1	11	10	15-18
MD	2	16	3	14	6	14	—	16	5	14	1	16	2	12	—	13	1	11	2	10	22	14-16
MA	4	14	1	16	1	19	1	15	1	18	2	15	1	13	—	13	1	11	—	12	12	13-15
MI	3	15	2	15	2	18	3	13	1	18	1	16	4	10	—	13	—	12	1	11	17	13-18
MN	—	18	5	12	2	18	4	12	4	15	2	15	2	12	2	11	—	12	1	11	22	12
MS	2	16	—	17	2	18	2	14	7	12	5	12	2	12	1	12	2	10	4	8	27	12
MO	8	10	16	4	7	13	12	6	12	9	5	12	12	4	6	7	12	3	11	4	161	4
MT	2	16	1	16	—	20	—	16	8	11	12	5	3	11	5	8	3	9	1	11	35	11-16
NE	1	17	1	16	3	17	2	14	—	19	—	17	1	13	—	13	1	11	—	12	9	17
NV	5	13	4	13	1	19	5	11	6	13	3	14	1	13	5	8	—	12	—	12	30	13
NH	6	12	1	16	—	20	1	15	—	19	—	17	2	12	1	12	—	12	2	10	13	12
NJ	2	16	2	15	2	18	8	8	3	16	4	13	3	11	3	10	3	9	—	12	30	16
NM	6	12	3	14	8	12	6	10	6	13	2	15	3	11	—	13	3	9	3	9	40	9-13
NY	7	11	13	5	7	13	3	13	4	15	1	16	3	11	5	8	6	6	2	10	51	11-13
NC	13	7	16	4	7	13	8	8	9	10	7	10	5	9	4	9	9	5	14	2	92	9-10
ND	—	18	—	17	1	19	3	13	1	18	—	17	1	13	1	12	—	12	—	12	7	12
OH	26	2	11	6	14	8	14	4	8	11	5	12	5	9	10	5	3	9	3	9	99	9
OK	5	13	8	9	13	9	14	4	7	12	3	14	12	4	6	7	4	8	5	7	77	4-9
OR	11	9	5	12	7	13	3	13	4	15	1	16	2	12	7	6	4	8	2	10	46	12-13
PA	16	4	16	4	21	3	19	2	19	4	13	4	10	5	14	3	12	3	12	3	152	3-4
RI	—	18	—	17	1	19	—	16	—	19	1	16	—	14	—	13	—	12	1	11	3	10-19
SC	2	16	2	15	2	18	2	14	3	16	2	15	—	14	2	11	2	10	2	10	19	10-16
SD	3	15	—	17	1	19	1	15	—	19	—	17	1	13	—	13	2	10	—	12	8	13-19
TN	14	6	16	4	19	5	17	3	13	9	8	9	7	7	12	4	6	6	11	4	123	4
TX	15	5	16	4	22	2	33	1	27	2	17	2	15	2	16	2	21	1	14	2	196	2
UT	7	11	6	11	7	13	3	13	12	9	9	8	9	6	6	7	6	6	6	6	71	6
VT	2	16	4	13	—	20	3	13	3	16	—	17	—	14	—	13	—	12	—	12	12	13
VA	11	9	13	5	14	8	14	4	15	7	10	7	3	11	5	8	13	2	11	4	109	4-8
WA	12	8	3	14	9	11	13	5	17	6	8	9	2	12	4	9	4	8	7	5	79	8-9
WV	21	3	19	2	20	4	17	3	23	3	10	7	4	10	3	10	5	7	6	6	128	3
WI	8	10	2	15	4	16	—	16	3	16	4	13	—	14	—	13	2	10	3	9	26	16
WY	2	16	3	14	4	16	6	10	9	10	4	13	9	6	6	7	3	9	1	11	47	10-16
Guam	—	18	—	17	—	20	5	11	—	19	—	17	—	14	—	13	—	12	—	12	5	12-17
Puerto Rico	—	18	—	17	1	19	—	16	1	18	—	17	—	14	—	13	—	12	—	12	5	12-17
Virgin Is	—	18	—	17	—	20	—	16	—	19	—	17	—	14	—	13	—	12	1	11	1	17
Totals	327		327		362		335		349		243		201		208		212		219		2,783	

¹Modal Rank (MR)—Most commonly appearing rank over 10-year period.

Table XV.—Quantity Of Explosives Recovered By Category 1976–1985

High Explosives—In Pounds

	1976	1977	1978	1979	1980	1981	1982	1983	1984	1985	10-YEAR TOTAL
Dynamite	32,933	43,039	41,008	30,975	87,653	24,546	22,574	20,755	9,962	22,536	335,981
TNT C-4 Military	662	855	783	5,333	288	502	2,661	143	304	329	11,860
Primer	14,768	2,733	344	138	268	47	124	170	247	339	19,178
Boosters	1,460	2,804	362	2,897	2,425	377	604	298	87	1,179	12,493
Yearly Total	49,823	49,431	42,497	39,343	90,634	25,472	25,963	21,366	10,600	24,383	379,512

Low Explosives—In Pounds

Black Powder	113	277	723	2,856	433	19	41	363	319	1,044	6,188
Smokeless Powder	59	16	1,361	7,546	45	114	6	49	312	162	9,670
Yearly Total	172	293	2,084	10,402	478	133	47	412	631	1,206	15,858

Blasting Agents—In Pounds

9,317	21,260	23,623	33,335	27,744	12,822	16,046	319	3,065	3,793	151,324
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Detonating Cord/Ignitor Cord/Safety Fuse—In Feet

99,504	84,554	101,117	148,850	120,561	48,375	82,887	57,492	79,306	87,820	910,466
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Blasting Caps—By Count

20,857	40,719	44,456	29,222	37,670	11,386	16,000	15,053	12,061	29,571	256,995
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Grenades—By Count

*	*	*	566	136	96	138	49	402	314	1,701
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*Pertinent data regarding the recovery of grenades were not recorded independently for the years 1976 through 1978.

Note: The category of Other, as reflected in statistics for 1976 through 1984, has been deleted from this table as well as the category Potassium Chlorate Photoflash Powder. Those recoveries that would have fit these categories for 1985 are not reported in this table.

Table XVI.—Incidents of Recovered Explosives Previously Reported Stolen¹ 1979–1985

	1979	1980	1981	1982	1983	1984	1985	Total
Number of Incidents	121	123	90	66	49	69	103	621
Pounds of Explosives	11,813	92,961	11,142	15,133	3,994	6,867	15,125	159,035
Blasting Caps	12,778	10,416	5,835	7,345	4,404	6,015	22,479	69,272
Feet of Safety Fuse and Detonating Cord .	35,000	37,264	13,970	29,785	22,267	17,833	49,378	205,497

¹Recovered explosives may have been reported stolen in years other than recovered.

Table XVII.—Incidents of Explosive Recoveries by State 1976-1985

YEARLY TOTAL RANK	1976		1977		1978		1979		1980		1981		1982		1983		1984		1985		10-YEAR	
	No.	R	No.	R	No.	R	No.	R	No.	R	No.	R	No.	R	No.	R	No.	R	No.	R	TOTAL	MR ¹
AL	14	12	36	7	43	7	33	11	36	7	26	5	15	9	13	10	20	7	25	11	261	7
AK	6	18	7	24	4	30	—	31	—	28	3	24	—	23	4	18	3	20	—	31	27	18-31
AZ	10	14	8	23	9	25	1	30	12	18	8	19	9	14	8	15	11	14	9	22	85	14
AR	7	17	22	14	11	23	21	15	20	14	17	12	7	16	13	10	10	15	14	18	142	14-15
CA	32	3	40	6	44	6	23	13	42	5	30	4	21	6	31	3	39	2	67	2	369	6
CO	19	8	15	17	24	14	22	14	16	16	7	20	9	14	4	18	4	19	19	15	139	14
CT	9	15	6	25	2	32	11	22	6	23	9	18	7	16	10	13	9	16	6	25	75	16-25
DE	1	23	1	30	7	27	4	28	—	28	—	27	1	22	—	22	1	22	1	30	16	22
DC	2	22	—	31	—	34	2	29	—	28	—	27	—	23	1	21	—	23	3	28	8	23-28
FL	16	10	9	22	19	17	8	25	12	18	24	7	13	10	18	6	31	4	18	16	168	4-25
GA	14	12	18	16	38	9	67	5	22	12	25	6	12	11	6	17	11	14	22	13	235	12
HI	—	24	5	26	3	31	6	26	3	25	2	25	3	20	—	22	2	21	3	28	27	25-26
ID	6	18	5	26	6	28	4	28	3	25	—	27	4	19	3	19	—	23	2	29	33	19-28
IL	15	11	47	4	42	8	63	6	60	2	18	11	18	8	16	8	13	12	45	3	337	8
IN	7	17	4	27	14	21	15	18	11	19	5	22	11	12	16	8	7	18	23	12	113	18
IA	6	18	6	25	7	27	6	26	5	24	6	21	1	22	2	20	4	19	5	26	48	26
KS	1	23	14	18	14	21	9	24	10	20	8	19	12	11	11	12	12	13	12	19	103	19
KY	55	1	61	2	67	1	121	1	82	1	53	1	40	1	34	2	16	10	39	4	568	1
LA	4	20	12	20	14	21	11	22	16	16	14	14	4	19	10	13	11	14	11	20	107	20
ME	3	21	1	30	1	33	2	29	1	27	1	26	—	23	—	22	1	22	4	27	14	22-27
MD	8	16	15	17	10	24	8	25	8	22	8	19	5	18	10	13	1	22	5	26	78	22
MA	6	18	12	20	14	21	9	24	11	19	4	23	9	14	4	18	18	8	15	17	102	18
MI	9	15	29	10	20	16	10	23	9	21	10	17	11	12	11	12	16	10	21	14	146	10-12
MN	1	23	2	29	4	30	14	19	5	24	2	25	—	23	1	21	3	20	4	27	36	23
MS	6	18	9	22	8	26	19	17	14	17	14	14	8	15	11	12	17	9	1	30	107	17
MO	15	11	32	9	27	12	50	8	27	9	20	9	21	6	12	11	16	10	23	12	243	9
MT	—	24	1	30	1	33	2	29	3	25	4	23	12	11	3	19	—	23	2	29	28	23-29
NE	—	24	1	30	5	29	1	30	9	21	2	25	3	20	1	21	1	22	5	26	28	21-30
NV	10	14	1	30	7	27	5	27	11	19	9	18	4	19	7	16	11	14	7	24	72	19-27
NH	1	23	4	27	—	34	2	29	1	27	—	27	2	21	1	21	1	22	6	25	18	27
NJ	13	13	10	21	16	19	19	17	26	10	16	13	9	14	13	10	11	14	21	14	154	14
NM	7	17	10	21	15	20	9	24	9	21	10	17	1	22	6	17	17	9	9	22	93	17
NY	15	11	20	15	25	13	20	16	16	16	8	19	5	18	12	11	34	3	25	11	180	11
NC	29	5	41	5	55	3	85	3	48	4	38	3	26	4	28	4	24	6	31	7	405	3
ND	1	23	—	31	—	34	12	21	5	24	—	27	1	22	2	20	1	22	1	30	23	22
OH	45	2	60	3	37	10	59	7	41	6	22	8	19	7	14	9	7	18	28	8	332	7-8
OK	23	7	23	13	34	11	35	10	10	20	22	8	28	3	16	8	11	14	21	14	223	8-14
OR	17	9	3	28	22	15	6	26	11	19	3	24	9	14	4	18	8	17	10	21	93	9-28
PA	17	9	28	11	27	12	24	12	32	8	12	16	13	10	17	7	15	11	36	6	221	11-12
RI	5	19	1	30	2	32	—	31	1	27	1	26	—	23	2	20	—	23	7	24	19	23
SC	5	19	24	12	38	9	50	8	17	15	13	15	13	10	14	9	11	14	10	21	195	9-15
SD	1	23	3	28	8	26	4	28	2	26	2	25	—	23	—	22	—	23	4	27	24	23
TN	15	11	32	9	37	10	33	11	32	8	22	8	23	5	22	5	29	5	37	5	282	5
TX	27	6	67	1	47	4	77	4	50	3	49	2	33	2	36	1	63	1	85	1	534	1
UT	6	18	13	19	12	22	8	25	21	13	7	20	8	15	12	11	4	19	6	25	97	19-25
VT	2	22	2	29	1	33	1	30	1	27	1	26	—	23	1	21	—	23	5	17	14	23
VA	30	4	32	9	46	5	40	9	42	5	19	10	15	9	13	10	10	15	26	10	273	9-10
WA	4	20	15	17	17	18	22	14	24	11	25	6	10	13	6	17	4	19	27	9	154	17
WV	23	7	34	8	61	2	90	2	50	3	19	10	10	13	8	15	13	12	11	20	319	2
WI	5	19	5	26	9	25	13	20	3	25	10	17	6	17	9	14	9	17	8	23	76	17
WY	3	21	6	25	10	24	10	23	12	18	9	18	10	13	3	19	7	18	3	28	73	18
Guam	—	24	—	31	2	32	1	30	—	28	—	27	—	23	—	22	—	23	—	31	3	23-31
Puerto Rico	3	21	1	30	1	33	—	31	—	28	—	27	2	21	—	22	—	23	—	31	7	21-31
Virgin Is	—	24	—	31	—	34	—	31	—	28	—	27	—	23	—	22	—	23	—	31	—	31
Totals	579		853		987		1,167		908		637		503		499		566		828		7,527	

¹Modal Rank (MR)—Most commonly appearing rank over 10-year period.

**Table XVIII.—Pounds Of Explosives Recovered
By State By Year 1976-1985 (HE + LE + BA)**

YEARLY TOTAL PERCENT	1976		1977		1978		1979		1980		1981		1982		1983		1984		1985		10-YEAR	
	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%	TOTAL	% GT
AL	375	1	4,630	6	2,681	4	372	—	607	1	931	2	195	—	717	3	2,071	12	167	—	12,746	2
AK	725	1	4,901	6	8	—	—	—	—	—	4	—	—	—	27	—	4	—	—	—	5,669	1
AZ	197	—	189	—	187	—	—	—	905	1	497	1	478	1	257	1	156	1	1,126	4	3,992	1
AR	68	—	205	—	847	1	815	1	755	1	527	1	87	—	2,751	12	345	2	853	3	7,253	1
CA	349	1	951	1	5,721	8	651	1	3,615	3	1,232	3	309	1	1,200	5	358	2	174	—	14,560	3
CO	783	1	630	1	529	1	1,512	2	1,793	2	81	—	36	—	33	—	305	2	66	—	5,768	1
CT	229	—	108	—	2	—	284	—	2	—	72	—	179	—	34	—	540	3	16	—	1,466	—
DE	—	—	—	—	2,196	3	14	—	—	—	—	—	30	—	—	—	—	—	4	—	2,244	—
DC	1	—	—	—	—	—	13	—	—	—	—	—	—	—	—	—	—	—	—	—	14	—
FL	508	1	38	—	1,672	2	651	1	63	—	2,967	8	381	1	409	2	129	1	1,278	4	8,096	1
GA	485	1	1,105	1	2,435	3	549	1	705	1	3,127	8	266	1	95	—	158	1	569	2	9,494	2
HI	—	—	1	—	1	—	—	—	—	—	—	—	2	—	—	—	—	—	11	—	15	—
ID	1,205	2	46	—	355	—	1,764	2	91	—	—	—	160	—	50	—	—	—	10	—	3,681	1
IL	468	1	1,115	1	307	—	2,598	3	1,024	1	2,280	6	2,238	5	2,647	12	54	—	1,278	4	14,009	2
IN	1,286	2	261	—	290	—	1,124	1	518	—	11	—	309	1	8	—	11	—	584	2	4,402	1
IA	4,666	7	122	—	232	—	351	—	6	—	1,596	4	—	—	26	—	13	—	9	—	7,021	1
KS	—	—	1,008	1	3,720	5	314	—	70	—	162	—	277	1	1,529	7	722	4	310	1	8,112	1
KY	8,006	13	8,301	10	5,013	7	5,393	6	18,464	15	2,786	7	10,343	25	607	3	3,106	19	5,738	19	67,757	12
LA	345	1	1,220	1	820	1	103	—	726	1	930	2	113	—	162	1	140	1	201	1	4,760	1
ME	180	—	2	—	—	—	25	—	—	—	2	—	—	—	—	—	125	1	76	—	410	—
MD	10	—	16	—	6,298	8	29	—	49	—	502	1	30	—	7	—	—	—	—	—	6,941	1
MA	85	—	59	—	355	—	69	—	14	—	8	—	683	2	199	1	333	2	5	—	1,810	—
MI	14	—	352	—	176	—	18	—	112	—	295	1	2,666	6	168	1	68	—	222	1	4,093	1
MN	—	—	325	—	53	—	138	—	142	—	—	—	—	—	20	—	5	—	52	—	735	—
MS	683	1	458	1	215	—	275	—	417	—	318	1	742	2	112	1	491	3	1	—	3,712	1
MO	1,750	3	7,439	9	1,176	2	5,047	6	632	1	325	1	3,027	7	212	1	594	4	637	2	20,839	4
MT	—	—	2	—	944	1	47	—	500	—	26	—	722	2	61	—	—	—	—	—	2,302	—
NE	—	—	55	—	259	—	200	—	124	—	—	—	505	1	2	—	—	—	168	—	1,313	—
NV	1,937	3	1	—	262	—	81	—	1,905	2	415	1	18	—	307	1	87	1	203	1	5,266	1
NH	150	—	117	—	—	—	2	—	—	—	—	—	—	—	12	—	—	—	3	—	284	—
NJ	34	—	26	—	44	—	176	—	78	—	2	—	81	—	46	—	831	5	48	—	1,366	—
NM	198	—	9,440	11	696	1	1,099	1	529	—	1,113	3	300	1	188	1	79	—	9	—	13,651	2
NY	1,172	2	135	—	601	1	437	1	255	—	67	—	725	2	351	2	632	4	165	—	4,570	1
NC	3,622	6	7,182	9	1,134	2	1,467	2	586	1	2,640	7	556	1	352	2	557	4	1,083	4	19,509	3
ND	40	—	—	—	—	—	1,184	1	355	—	—	—	1	—	370	2	4	—	2	—	1,956	—
OH	12,762	20	2,642	3	7,145	10	3,670	4	21,941	18	249	1	412	1	138	1	28	—	1,935	6	50,922	9
OK	1,313	2	6,041	7	1,943	3	9,134	11	1,228	1	89	—	4,318	10	1,284	6	153	1	248	1	25,751	4
OR	2,228	4	—	—	945	1	36	—	2,315	2	9	—	625	1	825	4	220	1	837	3	8,043	1
PA	964	2	4,028	5	3,450	5	622	1	44,092	37	914	2	1,344	2	1,719	8	57	1	889	3	58,109	10
RI	60	—	3	—	100	—	—	—	—	—	300	1	—	—	5	—	—	—	5	—	473	—
SC	75	—	249	—	1,055	1	593	1	258	—	124	—	123	—	274	1	773	5	806	3	4,330	1
SD	30	—	635	1	20	—	296	—	10	—	4	—	—	—	—	—	—	—	71	—	1,066	—
TN	242	—	3,144	4	794	1	1,502	2	1,382	1	959	2	1,110	3	739	3	1,179	7	2,456	8	13,507	2
TX	1,285	2	6,428	8	7,375	10	4,143	5	2,834	2	11,514	30	4,377	10	2,414	11	980	6	4,202	14	45,552	8
UT	330	1	346	—	682	1	240	—	983	1	208	1	542	1	142	1	159	1	161	—	3,793	1
VT	265	—	306	—	4	—	150	—	27	—	1	—	—	—	1	—	—	—	855	3	1,609	—
VA	4,108	7	678	1	658	1	1,795	2	895	1	282	1	2,161	5	403	2	472	3	1,037	3	12,489	2
WA	328	1	1,262	1	258	—	1,846	2	3,513	3	277	1	287	1	142	1	300	2	503	2	8,716	2
WV	1,317	2	6,727	8	10,833	14	32,512	39	3,969	3	471	1	193	—	1,225	5	253	2	1,715	6	59,215	10
WI	81	—	400	—	127	—	34	—	423	—	254	1	7	—	10	—	—	—	138	—	1,474	—
WY	2,204	4	813	1	152	—	773	1	127	—	436	1	1,268	3	1	—	63	—	2	—	5,839	1
Guam	—	—	—	—	196	—	47	—	—	—	—	—	—	—	—	—	—	—	—	—	243	—
Puerto Rico	5,100	9	13	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	5,113	1
Virgin Is	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—	—
Totals	62,313		84,155		74,966		84,195		119,369		39,007		42,231		22,281		16,615		30,928		576,060	

Grand Total

Figure II
Total Criminal Bombing Incidents 1976-1985

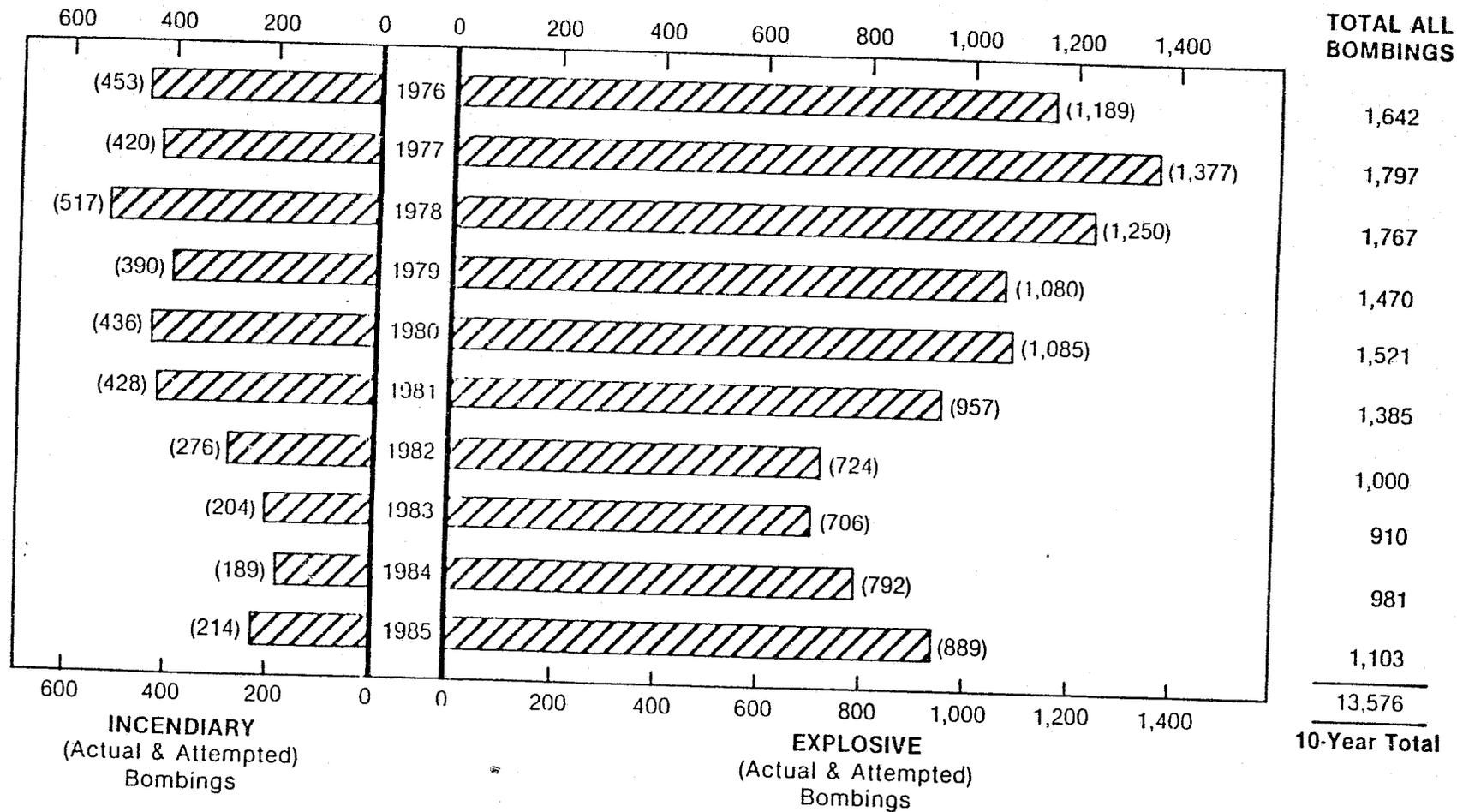
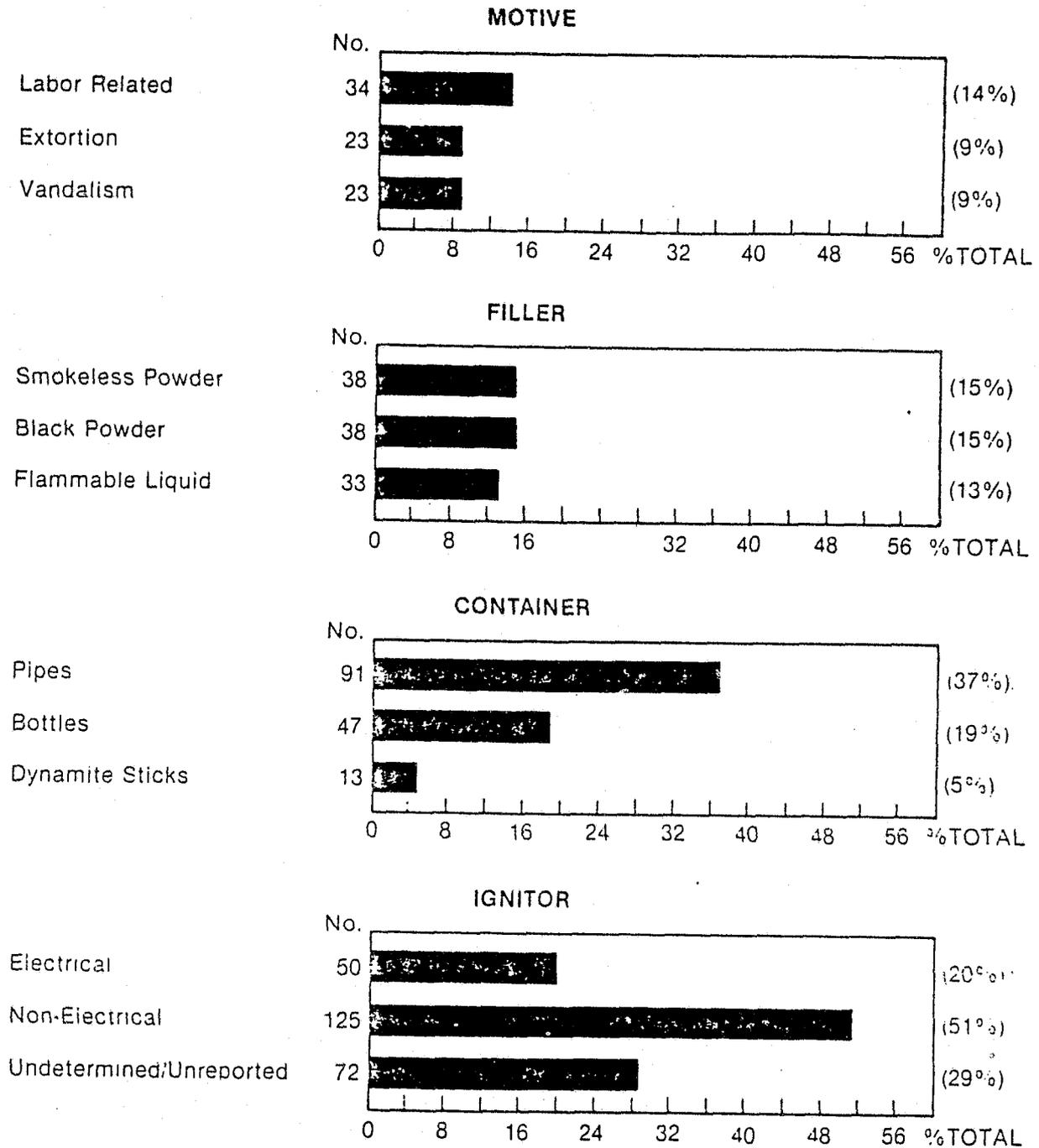


Figure III Analysis ^{1/} of Explosive Incidents Directed Against Commercial ^{2/} Targets

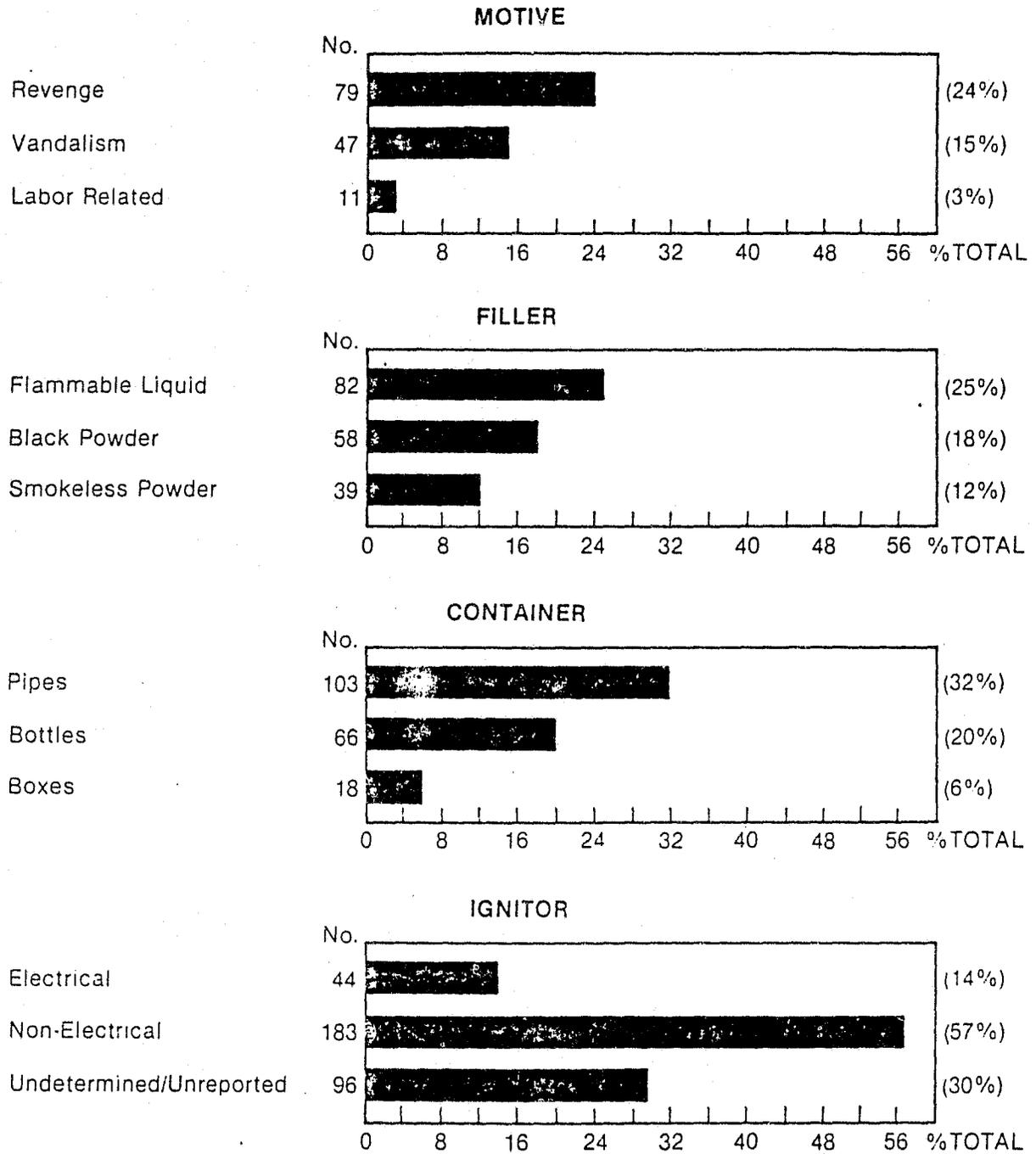


Total Number of Explosive Incidents Analyzed-247

^{1/} Only the three most prevalent motives, fillers, and containers are reported by target type. Both functioned and attempted bombings and incendiary incidents are incorporated in the analysis.

^{2/} Commercial targets, for the purpose of this analysis, include all targets previously reported as commercial plus banks, utilities, and airports.

**Figure IV
Analysis ^{1/} of Explosive Incidents
Directed Against Residential ^{2/} Targets**

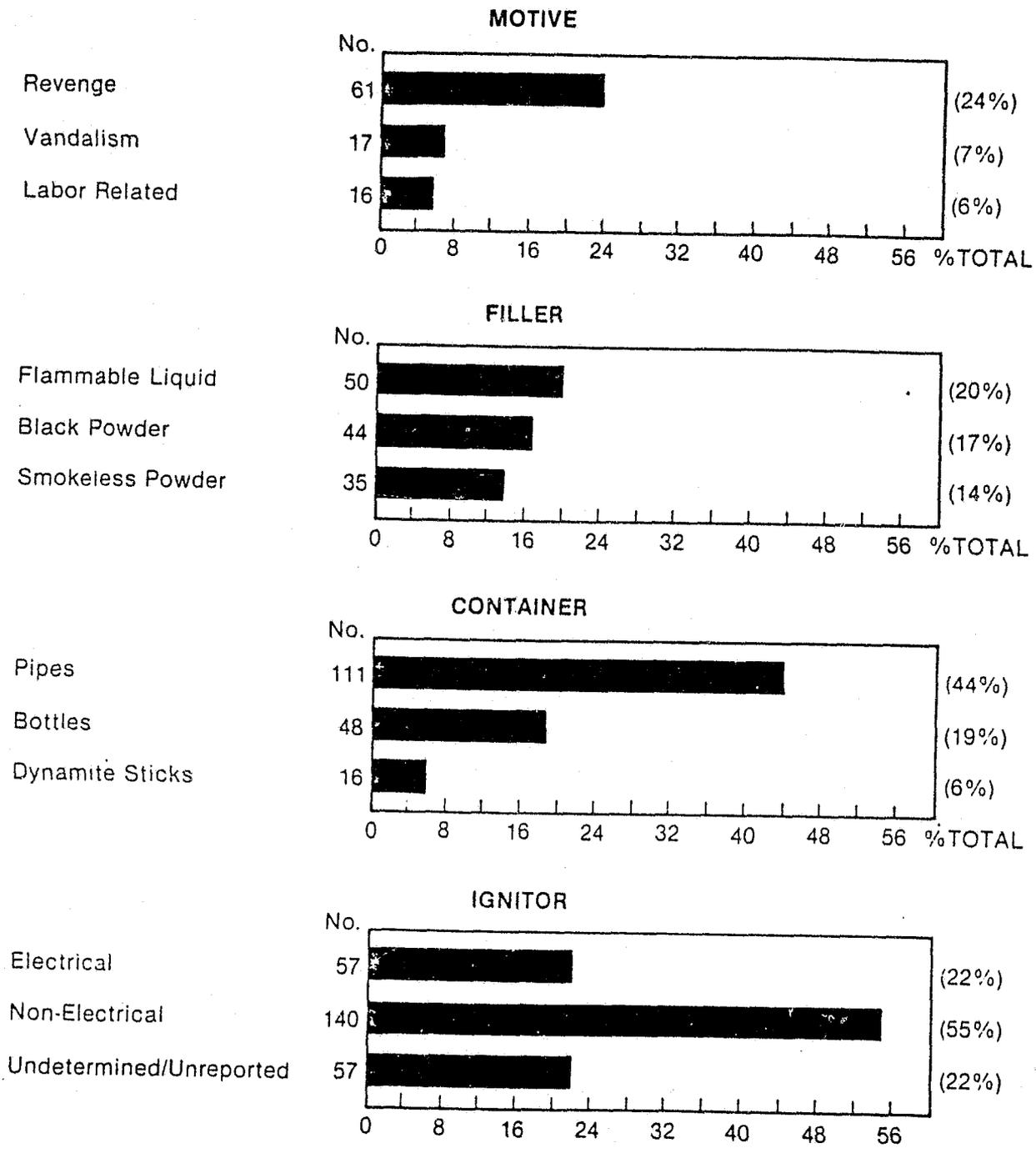


Total Number of Explosive Incidents Analyzed-323

^{1/} Only the three most prevalent motives, fillers, and containers are reported by target type. Both functioned and attempted bombings and incendiary incidents are incorporated in the analysis.

^{2/} Residential targets, as defined in the Glossary of Terms, include all residences including apartments, hotels, and motels.

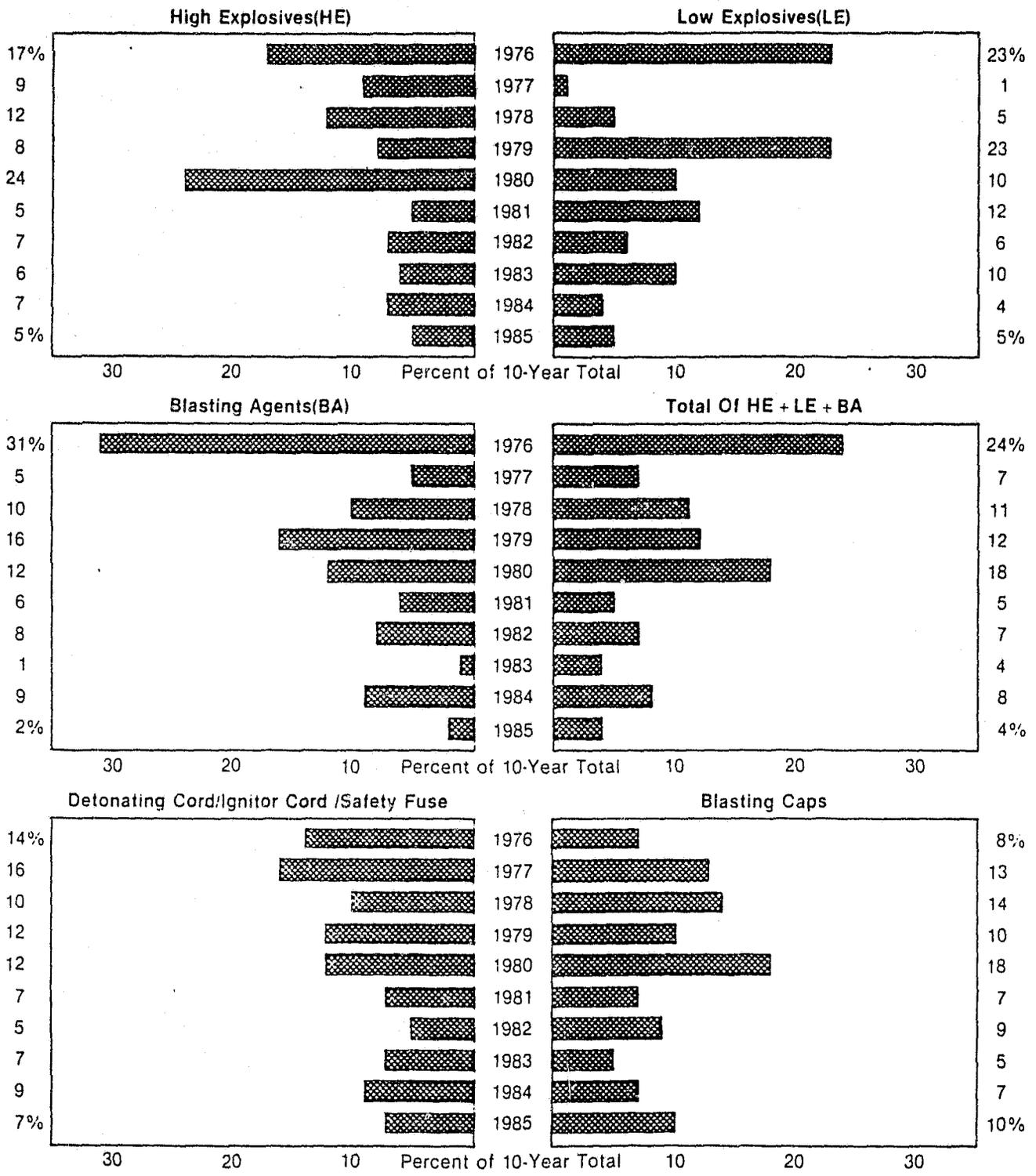
Figure V
Analysis^{1/} of Explosive Incidents
Directed Against Vehicular^{2/} Targets



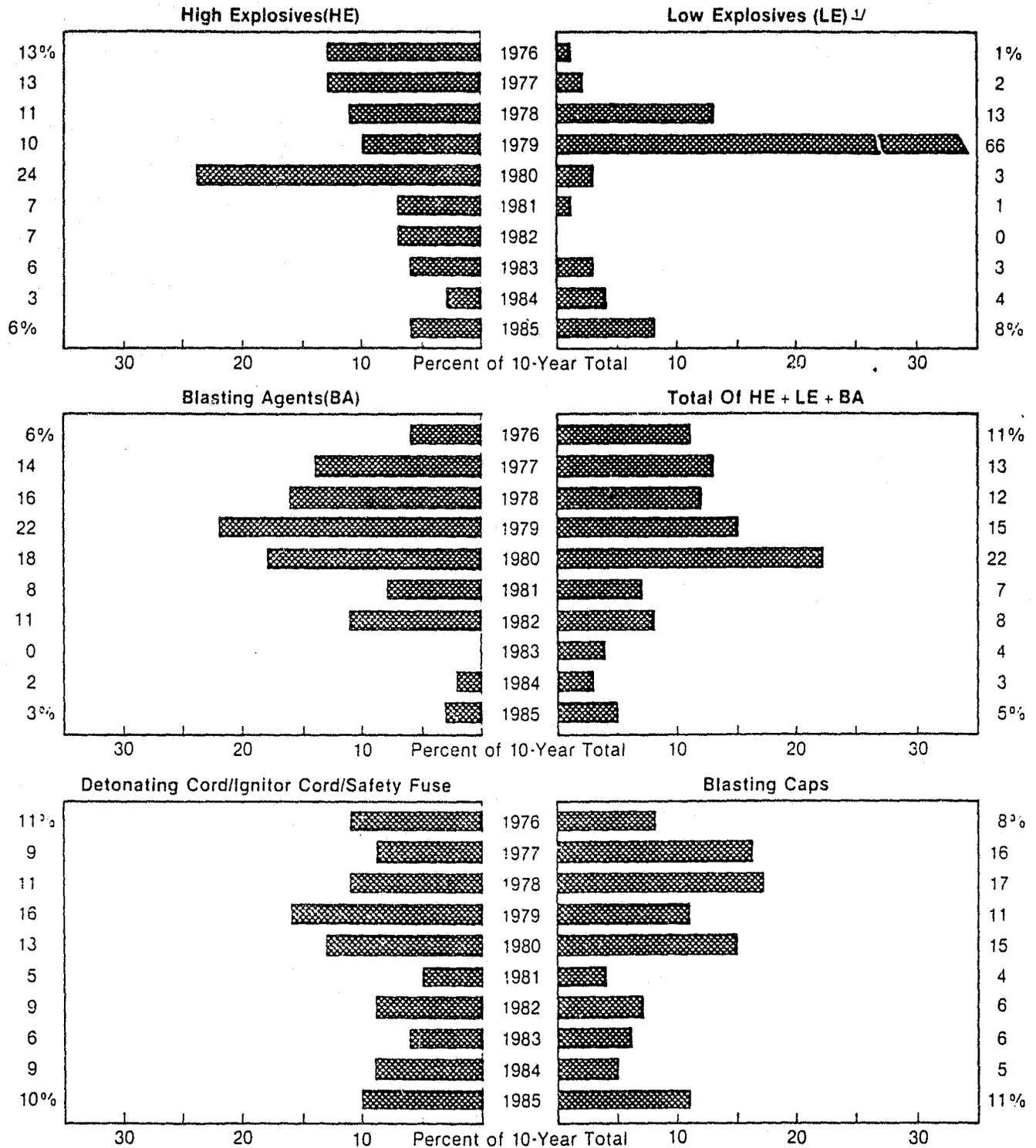
Total Number of Explosive Incidents Analyzed-254

^{1/}Only the three most prevalent motives, fillers, and containers are reported by target type. Both functioned and attempted bombings and incendiary incidents are incorporated in the analysis.
^{2/}Vehicular targets, for the purpose of this analysis, include all targets previously reported on as vehicular plus police vehicles and aircraft.

Figure VI
Comparison Of Categories Of Explosives Stolen
By Year As Percent Of 10-Year Totals 1976-1985



**Figure IX
Comparison Of Categories Of Explosives Recovered
By Year As Percent Of 10-Year Totals 1976-1985**



∟Categories of Other and Potassium Chlorate/Photoflash Powder not included.

APPENDIX C

CROSSIMPACT EVALUATION FORM

EVENTS	NOMINAL PROBABILITY 1995	E V E N T S					T R E N D S				
		E ₁	E ₂	E ₃			T ₁	T ₂	T ₃	T ₄	T ₅
E1	200	X	-10	110			No Effect	10	100	80	No Effect
E2	200	---	X	---			40	40	30	No Effect	100
E3	310	---	-5	X			100	60	No Effect	80	90
					X		30	90	10	No Effect	30
						X	.100	.100	100	100	100
	X										
	X										
	X										

TREND EVALUATION FORM

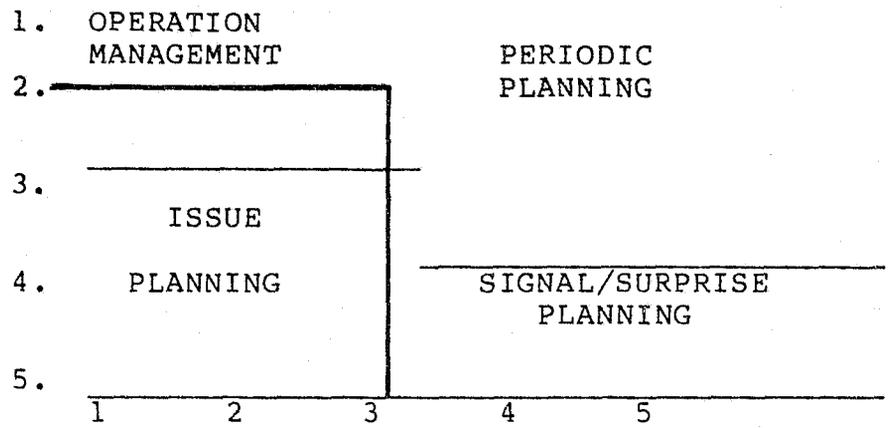
Subgroup: _____

TREND STATEMENT	LEVEL OF THE TREND (Ratio: Today = 100)			
	5 Years Ago	Today	"Will be" in 10 Years	"Could be" in 13 Years
VICARIOUS LIABILITY	30	100	288	421
EXPANSION OF K-9 PROGRAMS	30	100	336	510
MANDATED STANDARDS	10	100	500	616
DRUG USE/SMUGGLING	60	100	700	1000
ACTS OF TERRORISM	60	100	300	600

EVENT EVALUATION FORM

EVENT STATEMENT	PROBABILITY		NET IMPACT ON THE ISSUE AREA (-10 to +10)	NET IMPACT ON LAW ENFORCE- MENT (-10 to +10)
	1995 By 1990 (0-100)	2000 By 1995 (0-100)		
#1 MAJOR NATURAL DISASTER	200	350	+5	-1
#2 ORGANIZED TERRORIST CRIMES	200	300	+7	+1
#3 COLLAPSE OF FINANCIAL SYSTEM - A TAXPAYERS REVOLT	310	400	-8	-9

APPENDIX D



VISIBILITY
TURBULENCE

2
3.1

SITUATION AUDIT #1

STRATEGIC FOUR - FACTOR ANALYSIS

EXTERNAL ENVIRONMENT/STRATEGIC PLAN

Potential Unacceptability by:

Community College; Law Enforcement Agencies; Continual Changing Environment; Must Sell Concept to Law Enforcement Executives/P.O.S.T.

RESOURCE REQUIREMENTS

CONTINUING BUDGET REDUCTIONS
NEED THOROUGH RESEARCH
SHARED COMMITMENTS

ORGANIZATIONAL CONSIDERATIONS

EXECUTIVES WANT ANONYMITY
BEHAVIOR INNOVATIVE APPROACHES
NECESSARY TO KNOW POLITICAL
CLIMATE

INTERNAL ENVIRONMENT/STRATEGIC CONTROL

NECESSARY TO COORDINATE WITH STATE
AND FEDERAL AND LOCAL ASSOCIATIONS
MUST SELL TO P.O.S.T. EXECUTIVES

WOTS-UP ANALYSIS

OPPORTUNITIES

CREATE NEW CONCEPTS
PROVIDE EFFECTIVE SERVICES
REDUCE LIABILITY RISK
DEVELOP UNIFORM STANDARDS
INCREASE CONTINUITY/PROFICIENCY
IMPROVE PUBLIC IMAGE
IMPROVE NETWORKING

THREATS

UNACCEPTABLE TO NON-SWOT
FINANCIAL FUTURE UNKNOWN
INTERNAL RESISTANCE TO CHANGE
PUBLIC PRESSURE GROUPS
MANDATORY IMPOSED STANDARDS
NOT CAPABLE OF PERFORMING

STRENGTHS

COOPERATIVE MANAGEMENT
WILLINGNESS TO SHARE
OPEN MINDED MANAGEMENT
COMMON GOALS
SHARED INTERESTS

WEAKNESSES

- BUREAUCRATIC PROCEDURES TO
AFFECT TIMELY CHANGE
- TENDENCY TO MOVE TOO SLOWLY
- INEXPERIENCE - LACK OF
KNOWLEDGE

APPENDIX E

PLOTTING OF SNAILDARTERS

MOST CERTAIN

.INSURANCE CARRIERS

.POST DIRECTOR

.POLICE ASSOCIATIONS

.CIVILIAN DOG TRAINERS

.CHIEF OF POLICE

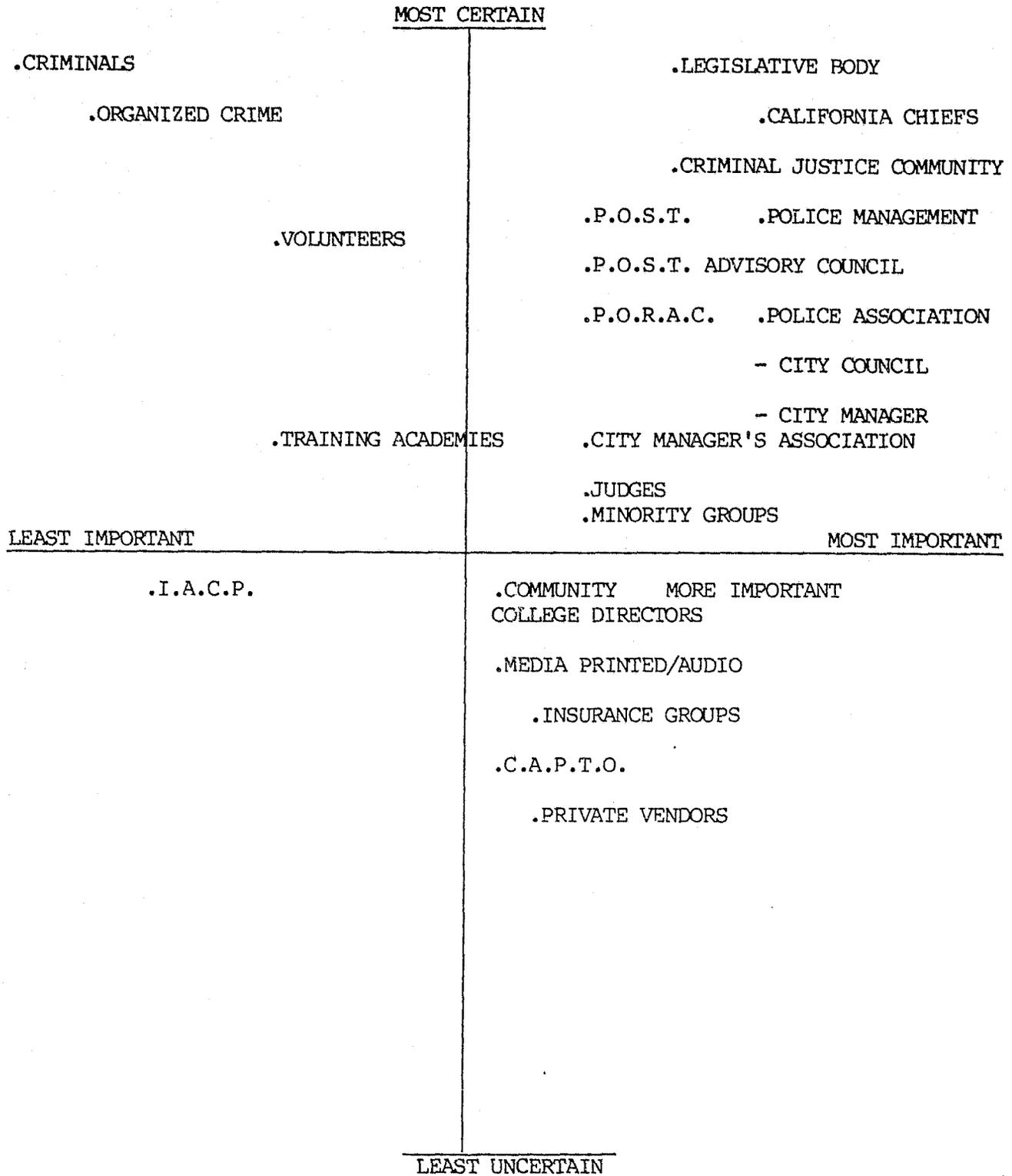
LESS IMPORTANT

.MEDIA

MOST IMPORTANT

LEAST UNCERTAIN

PLOTTING OF STAKEHOLDERS





HUNT INSURANCE GROUP

INCORPORATED

2324 Centerville Rd. / P.O. Box 12909 / Tallahassee, FL 32317 / (904) 385-3636 / Florida Watts (800) 342-4042 / Telex 548456 (JEHUNT)

October 21, 1986

Lt. Jared Zwickey
Records Service Bureau Commander
City of Concord Police Department
Willow Pass and Parkside
Concord, California 94519

RE: K-9 Standards in Florida

Dear Lt. Zwickey:

Enclosed is the copy of the Florida State Division of Criminal Justice Standards and Training Certification program for K-9 dogs. The second meeting of the new task force is scheduled for October 29th in Orlando, Florida and we will determine at that time whether there are any changes to be made to these guidelines or not. I have also included a copy of the guidelines from the State of Washington which you might find interesting. I have not completed your survey questionnaire because most of what you are looking for does not directly involve our operation. We are an insurance administration agency and make recommendations to the governing board of directors for the Self-insurance funds which we set up, and the final decisions on coverages and guidelines are left to the majority vote of the participants in the fund.

We firmly believe that there is a place in the law enforcement field for canine operations and will continue to see a need for these types of operations. Many seminar speakers addressing terrorism and other forms of security threats to our nation are all in favor of canine units and forces to help combat these threats. We are seeing an increase in the number of dogs and units in Florida on an almost daily basis and we are working with these agencies on a very positive note to assure a continuing insurance coverage for these units. The deeper we get into the needs and requirements of the units, the more we see a need for a nationwide standard of training and certification for all canine units, whether they are City, County or State operated.

Please keep in touch and let me know what is happening on the West coast and anytime you need any information, do not hesitate to contact me. We are more than happy to assist any other organization that is working towards the same goal of a unified, standard and certification program for law enforcement agencies.

Sincerely,

Dick Hunt, CIC

Director - Field Services

Governmental & Law Enforcement Insurance Specialists Since 1945

Enclosures

FLORIDA SHERIFFS' SELF-INSURANCE FUND

Administrators: John E. Hunt and John E. Hunt Jr.

P O Box 12909 Tallahassee, Florida 32317

(904) 385-3636 FL WATS 800-342 4042

September 18, 1986

MEMORANDUM

TO: ALL FLORIDA SHERIFFS

FROM: DICK HUNT, CIC - DIRECTOR, FIELD SERVICES
HUNT INSURANCE GROUP, ADMINISTRATORS

RE: K-9 CERTIFICATION REMINDER

This is a reminder that by December 1, 1986, all K-9 units that are to be covered under the Florida Sheriffs' Self-Insurance Fund must be either certified or in a training program to be certified upon completion of the course. If the unit is in training we need to have on file a signed copy of the guidelines which were sent to you in May, and a Temporary Employment Application for each dog and handler. There will be coverage provided on a temporary basis while the unit is in training and the dog may be allowed to ride with his handler on patrol as long as the dog is kept "on lead" at all times. A non-certified or trainee unit should never be put in a situation where the dog will have to be let "off lead" except in a life threatening situation that cannot be avoided.

Certification of the unit may be attained through the USPCA Field Trial (which was held last week in Gainesville and the next trial is scheduled for April, 1987) or by contacting three (3) certified trainers or USPCA judges (per the attached list) and holding an individual trial within your county or municipality, or jointly with neighboring agencies. The cost for this type of trial should only be room and board for the three individuals and they should not be directly involved with your agency. The USPCA will not recognize this type of trial nor will the judges be allowed to issue a USPCA P.D.I. certificate, but as long as the trial is administered under the Commission on Standards and Training or USPCA's guidelines, then the form signed by the three individuals will be acceptable for coverage and this will be good for one year from the date of "testing". The unit(s) must receive 70% or better in proficiency in obedience and aggression in order for them to be considered insurable.

NOTE: If a dog should fail to certify at a USPCA or Standards and Training trial then the unit shall not be allowed back on the street unless they are "on lead" until they have been re-tested

and re-certified. If the team meets the 70% or better proficiency level at a USPCA trial, but does not certify because of failing box or article search, the USPCA Executive Board has assured me that upon request an individual agency may receive copies of the score sheets and a letter from USPCA. A copy of both in our file will suffice as certification.

NOTE: We must have a signed copy of the guidelines and a copy of the certification for each dog and handler for all certified units and there will be no coverage afforded for any dog or handler for which we have no documentation on file. Please remember that any time during the year that a dog or handler is added or replaced we must have a Temporary Employment Application and signed copy of the guidelines for each change or addition. A premium of \$350 per dog will be charged for annual coverage and will be pro-rated for the period of time that a dog has been added during the policy period.

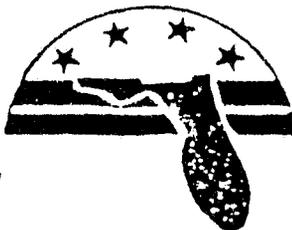
Points of Clarification:

1. Number 5 in the Guidelines which excludes coverage for bodily injury to the handler(s) refers to the handler in charge of the dog and this exclusion is designed to deny coverage that should be paid under Workers Compensation, major medical insurance or an individual's homeowners policy.
2. If a K-9 unit certifies at a USPCA trial, ie: April of 1986 and attends another trial in September of 1986, to build points towards a national title and fails to certify at the second trial, then the coverage will cease at that time and the dog shall go back "on lead" at all times until the unit has been re-certified.
3. All K-9 units shall be re-certified on an annual basis (12 months from date of last certification) unless there are mitigating circumstances such as injury or illness in the dog or handler or required attendance at a court trial by the handler, etc. but must be cleared with the administrators and every effort shall be made to re-certify at the earliest available time.

We hope this answers everyone's questions and if not, please do not hesitate to contact our office. Through working together we will achieve a high standard in training and performance of all K-9 units and achieve the standardization that the Standards and Training Commission and the USPCA will both be satisfied with.

(See Attachment)

FLORIDA SHERIFFS'



SELF-INSURANCE FUND

Administrators John E. Hunt and John E. Hunt Jr.

P.O. Box 12809 Tallahassee Florida 32317

(904) 386-2161

APPROVED K-9 CERTIFICATION TRIALS AND JUDGES (INCLUDING INSTRUCTIONS)

- 1) United States Police Canine Association Certification Trials - held twice annually. For information contact current Region I Secretary/Treasurer Alan Kronschnabl in Clearwater, Florida. (813) 461-3054.
- 2) Ron Bowling - Lakeland Police Department (813) 682-7102, Ext 275 (USPCA Regional Judge)
- 3) Larry Banker - c/o Monroe County Sheriffs' Office (305) 296-2424 (USPCA National and Regional Judge)
- 4) Fred Wheeler - Hillsborough County Sheriffs' Office (813) 247-6411 (USPCA Regional Judge)
- 5) Terry Shawborn - Hillsborough County Sheriffs' Office (USPCA National and Regional Judge)
- 6) Karl Robins - Miami Police Department (305) 547-7492 (USPCA Regional Judge)
- 7) Allan Kronschnabl - Clearwater, Florida (813) 461-3054 (USPCA National and Regional Judge)
- 8) Ron Allen - Landmark Kennel, Miami, Florida (305) 253-1092 (National and Regional Judge)
- 9) Three (3) K-9 trainers who could be used in Court as expert witnesses may be used for certification if they are willing to back their certification in Court.

IF THE UNITED STATES POLICE CANINE ASSOCIATION (USPCA) TRIALS CANNOT BE MADE OR IF THE DOG(S) AND/OR HANDLER(S) FAIL TO CERTIFY AT THE USPCA TRIALS, A DEPARTMENT MAY ARRANGE FOR A LOCAL CERTIFICATION THROUGH USPCA IN THEIR OWN AREA BY CONTACTING THREE (3) OF THE JUDGES LISTED ABOVE AND MAKING ARRANGEMENTS. THE USPCA RULES REQUIRE ONE (1) NATIONAL JUDGE AND TWO (2) REGIONAL JUDGES BE IN ATTENDANCE AT ALL USPCA CERTIFICATION TRIALS. THESE RULES MAKE IT EQUITABLE AND AFFORDABLE FOR ALL DEPARTMENTS TO HAVE THEIR DOG(S) AND HANDLER(S) CERTIFIED ON A TIMELY AND ECONOMICAL BASIS.

THE CERTIFICATION REQUIREMENT HAS BEEN ESTABLISHED AS A FRONT LINE DEFENSE IN A COURT OF LAW FOR BOTH LEGITIMATE AND NON-LEGITIMATE BITES INVOLVING WORKING POLICE DOGS, AND TO HELP PROVIDE A VEHICLE FOR CONTINUOUS, AFFORDABLE AND ATTAINABLE INSURANCE COVERAGE FOR THESE WORKING DOGS.

IF THERE ARE ANY CERTIFIED PERSONS THAT SHOULD BE ADDED TO THE APPROVED LIST, PLEASE CONTACT THE FUND ADMINISTRATORS AND WE WILL ADD THEM FOR THE USE OF OTHER DEPARTMENTS.

IF THERE ARE ANY QUESTIONS OR IF ANY ADDITIONAL INFORMATION IS REQUIRED, PLEASE CONTACT THE FUND ADMINISTRATORS HUNT INSURANCE GROUP

FLORIDA SHERIFFS'  SELF-INSURANCE FUND

Administrators: John E. Hunt and John E. Hunt, Jr.

P.O. Box 12909 Tallahassee Florida 32317

(904) 85-3636 FL. WATS 800 342 4042

MEMORANDUM - URGENT

TO: ALL SHERIFFS

FROM: DICK HUNT, CIC, DIRECTOR - FIELD SERVICES

RE: REVISED GUIDELINES FOR K-9 COVERAGE (Not applicable to Bloodhounds or Narcotics sniffing dogs)

DATE: May 23, 1986

The revised Guidelines for K-9 Coverage Under the Florida Sheriff's Self-Insurance Fund which you received the other day were issued to replace the Guidelines sent out in January 1986. The requirement for a chain link, or its equivalence, kennel for the off duty dogs is strongly recommended while the dog is not in the handler's home or while not being watched, ie: playing in back yard, eating, etc.

There will be a six (6) month grace period allowed for the Certification of dogs and handlers currently employed by your department, and for any new dog(s) purchased during the policy year. This grace period is to follow the Police Standards Guidelines for new Deputies and the attached form must be completed, signed and returned to the Fund Administrators immediately for all dogs and handlers not currently certified or for any dogs or handlers acquired during the policy year.

ALL dogs and handlers must be certified within six (6) months from:

- 1) June 1, 1986 for currently employed dogs and handlers; or
- 2) Date of completion of training course or date of purchase if already trained; or
- 3) Date of signing the attached form.

The filings that are required immediately for each dog and handler in order for the Fund to provide coverage are:

- 1) Copy of revised guidelines signed by the handler and the Sheriff with dog's name; and
- 2) Copy of current (within past 12 months) Certification per the guidelines; or
- 3) Copy of attached form completed, signed and dated.

NOTE: THE GRACE PERIOD WILL NOT APPLY TO ANY DOG OR HANDLER WHO FAILS TO CERTIFY IN OBEDIENCE AND APPREHENSION. Any dog or handler who fails to certify should not be used in any apprehension work until re-certification has been completed.

PLEASE DO NOT TAKE THIS MATTER LIGHTLY! There will be no coverage provided in apprehension work for any dog or handler who is not on file with the Fund Administrators nor for any dog or handler who has not satisfied all of the Guideline requirements within the applicable grace period.

The guideline requirements do not apply to bloodhounds or narcotics sniffing dogs, provided this is their only function within the department.

TEMPORARY K-9 DOG EMPLOYMENT APPLICATION

Sheriff's Department _____ Date _____

Handler's Name _____ Dog's Name _____

In compliance with the Guidelines for K-9 Coverage under the Florida Sheriff's Self-Insurance Fund, the Sheriff's Department agrees that within six (6) months from the date above, the K-9 dog and handler named above will be Certified to the Police Standards Training Guidelines or its equivalence in both obedience and apprehension work. If compliance is not met within this time frame, the dog and handler named above will be withdrawn from service to the Sheriff's Department in all phases of apprehension work. If the dog and/or handler fails to certify within this time frame, then we also agree to withdraw the dog and handler from service to the Sheriff's Department in all phases of apprehension work. Copy of Certification will be forwarded to the Fund Administrators upon receipt in our office.

Sheriff's Signature

Handler's Signature



FLORIDA SHERIFFS' SELF-INSURANCE FUND

Administrators

P.O. Box 12904 Tallahassee, Florida 32317

(904) 385-3636 FL WATTS 800 342 4042

M E M O R A N D U M

May 7, 1986

TO: ALL FLORIDA SHERIFFS

FROM: DICK HUNT, CIC, DIRECTOR - FIELD SERVICES

RE: REVISED GUIDELINES FOR K-9 COVERAGE
UNDER THE FLORIDA SHERIFFS' SELF-INSURANCE FUND

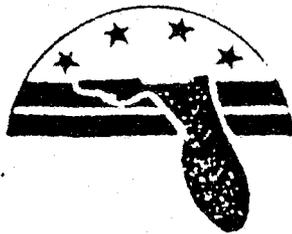
At the April Board of Managers Meeting, after additional research into the K-9 operations, the Managers adopted the attached "revised" guidelines for continuing coverage for K-9 dogs and operations under the Fund.

Please review the attached guidelines carefully and in order to insure coverage, have your K-9 handlers and trainers familiarize themselves with these new guidelines. Please have each of your handlers sign a copy of the first page and return it to our office to be placed in your file.

Coverage will only apply to those dogs for which we have a signed copy of the guidelines and copy of certification within the past 12 months, through USPCA or similar certification field trial or signed by at least three (3) expert witnesses that can be used in court (if necessary) certifying that the dog and handler has been duly trained and worked on a regular basis. Any claims arising out of use of dogs not certified and filed with the administrators will be denied. The USPCA field trials are the only certification trials that we are aware of at this time until the police standards trials are established. We will work with you and your handlers any way we can to help get your dogs and handlers certified as soon as is possible.

Please be aware of the urgency of this request to complete the form and certification and to file the necessary copies of forms with the Administrators. This action is necessary in order to provide or continue coverage for you and your department.

If you do not currently have a K-9 dog or unit, please keep these guidelines for future reference.



REVISED GUIDELINES FOR K-9 COVERAGE UNDER THE FLORIDA SHERIFFS' SELF-INSURANCE FUND AGREEMENT

- 1) ALL DOG(S) SHALL BE OWNED BY THE SHERIFFS' DEPARTMENT OR LEASED IN WRITING TO THE SHERIFFS' DEPARTMENT AND A COPY OF THE LEASE ON FILE WITH THE FUND ADMINISTRATORS.
- 2) DOG(S) AND HANDLER(S) SHALL HAVE APPROVED CERTIFICATION OF POLICE STANDARDS TRAINING OR ITS EQUIVALENCE, IN OBEDIENCE AND APPREHENSION/AGGRESSION WORK, PRIOR TO USE IN ANY APPREHENSION/AGGRESSION WORK, AND A COPY OF THE ANNUAL CERTIFICATION ON FILE WITH THE FUND ADMINISTRATORS FOR REVIEW BY THE BOARD OF MANAGERS.
NOTE: CERTIFICATES OF TRAINING ARE NOT ACCEPTABLE AS APPROVED CERTIFICATION. (See attached sheet for approved certification trials and judges)
- 3) IF DOG(S) OR HANDLER(S) FAIL TO CERTIFY, OR ARE ADDED DURING THE POLICY YEAR, THE DOG(S) AND/OR HANDLER(S) SHALL NOT BE USED IN ANY APPREHENSION/AGGRESSION WORK UNTIL CERTIFICATION HAS BEEN OBTAINED AND A COPY FILED WITH THE FUND ADMINISTRATORS. DOG(S) AND/OR HANDLER(S) MAY BE USED IN NARCOTICS AND EXPLOSIVES RELATED WORK PRIOR TO CERTIFICATION (OR FAILURE TO CERTIFY), PROVIDED THERE IS NO APPREHENSION/AGGRESSION WORK INVOLVED WITH THE OPERATIONS (EXCEPT FOR AGGRESSIVE NARCOTICS SEARCH DOG(S)).
- 4) ANY AND ALL BACK UP/RELIEF HANDLER(S) SHALL BE CERTIFIED WITH THEIR RESPECTIVE DOG(S) AND NOT ALLOWED TO HANDLE ANY OTHER DOG(S).
- 5) THE FUND WILL NOT PROVIDE COVERAGE FOR BODILY INJURY TO THE HANDLER(S), THE HANDLERS' FAMILY MEMBERS OR TO PROPERTY DAMAGE TO PROPERTY OWNED, RENTED TO, LEASED TO, OR IN THE CARE, CUSTODY OR CONTROL OF THE HANDLER(S) OR THEIR FAMILY OR FAMILY MEMBERS.
- 6) ALL HANDLERS SHALL HAVE ADEQUATE, APPROPRIATE WARNING SIGNS ON ALL FOUR SIDES OF THE PREMISES/KENNEL WHEREVER THE DOG(S) IS KEPT AT ALL TIMES WHEN OFF DUTY.
- 7) ALL SHERIFFS' DEPARTMENTS WHICH EMPLOY K-9 UNITS SHALL HAVE A WORKING MANUAL FOR ALL HANDLER(S) TO FOLLOW AND SHALL HAVE ALL HANDLER(S) READ AND SIGN A STATEMENT OF UNDERSTANDING OF THE MANUAL AND SHALL FOLLOW THE MANUAL GUIDELINES AS WELL AS THESE GUIDELINES AT ALL TIMES.
- 8) EACH AND EVERY DOG MUST BE DECALRED ON THE APPROPRIATE APPLICATION FORM AT THE BEGINNING OF EACH POLICY YEAR AND A COPY OF THE ANNUAL CERTIFICATION FORWARDED WITH THE APPLICATION TO THE FUND ADMINISTRATORS, PRIOR TO COVERAGE BEING AFFORDED FOR THE DOG(S). A CONTRIBUTION OF \$ 350.00 PER DOG SHALL BE MADE TO THE FUND FOR COVERAGE AND ANY DOG(S) ACQUIRED DURING THE POLICY YEAR SHALL MEET ALL OF THE ABOVE GUIDELINES PRIOR TO COVERAGE AND A PRO-RATA CONTRIBUTION PAID TO THE FUND AT THE TIME OF ACQUISITION.

Dog Handler (Print)

Dog Name Date of Cert.

Dog Handler (Signature)

FLORIDA SHERIFFS'



SELF-INSURANCE FUND

Administrators: HUNT INSURANCE GROUP, INC.

P.O. Box 12919 Tallahassee, Florida 32311

904 944 1161

APPROVED K-9 CERTIFICATION TRIALS AND JUDGES (INCLUDING INSTRUCTIONS)

- 1) United States Police Canine Association Certification Trials - held twice annually. For information contact current Region I Secretary/Treasurer Alan Kronschnabl in Clearwater, Florida. (813) 461-3054.
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IF THERE ARE ANY CERTIFIED PERSONS THAT SHOULD BE ADDED TO THE APPROVED LIST, PLEASE CONTACT THE FUND ADMINISTRATORS AND WE WILL ADD THEM FOR THE USE OF OTHER DEPARTMENTS.

IF THERE ARE ANY QUESTIONS OR IF ANY ADDITIONAL INFORMATION IS REQUIRED, PLEASE CONTACT THE FUND ADMINISTRATORS, HUNT INSURANCE GROUP, INC. AT 1-800-342-4042.

STATE OF FLORIDA
DIVISION OF CRIMINAL JUSTICE STANDARDS AND TRAINING
CERTIFICATION

GENERAL DUTY POLICE K-9

CERTIFICATION REQUIRED

UPON ARRIVAL, ALL POLICE K-9s WITHIN THE STATE OF FLORIDA SHALL MEET THE MINIMUM REQUIREMENTS ESTABLISHED, AND BE CERTIFIED BY THE DIVISION OF CRIMINAL JUSTICE STANDARDS AND TRAINING.

K-9s COMPLETING TRAINING PRIOR TO THE IMPLEMENTATION DATE, SHALL HAVE A MAXIMUM OF TWELVE MONTHS FROM THE IMPLEMENTATION DATE TO COMPLY WITH THE STANDARDS OF PROFICIENCY, AND RECEIVE CERTIFICATION.

POLICE K-9s WHO DO NOT DEMONSTRATE ACCEPTABLE PROFICIENCY DURING EXAMINATION, MAY BE GRANTED ONE REEXAMINATION, PROVIDING THE REEXAMINATION IS CONDUCTED NOT LESS THAN SIX WEEKS FROM THE ORIGINAL EXAMINATION DATE.

CERTIFIED TRAINING CENTER

ALL BASIC MINIMUM STANDARD TRAINING PROGRAMS SHALL BE CONDUCTED THROUGH CRIMINAL JUSTICE STANDARDS AND TRAINING COMMISSION CERTIFIED TRAINING CENTERS. SUCH PROGRAMS SHALL REQUIRE AND COMPLY WITH ALL REQUIREMENTS FOR CRIMINAL JUSTICE STANDARDS AND TRAINING COMMISSION APPROVED TRAINING PROGRAMS.

K-9s TRAINED OUT OF STATE

IT SHALL BE THE POLICY OF THE DIVISION OF CRIMINAL JUSTICE STANDARDS AND TRAINING TO CERTIFY POLICE K-9s WHICH HAVE RECEIVED TRAINING OUTSIDE THE STATE OF FLORIDA, PROVIDING THE OUT OF STATE TRAINING PROGRAM COMPLIES WITH THE MINIMUM HOURS OF INSTRUCTION REQUIRED AND THE POLICE K-9 DEMONSTRATES ACCEPTABLE PROFICIENCY STANDARDS AS ESTABLISHED BY THE COMMISSION AND EXAMINED BY NO LESS THAN TWO (2) CRIMINAL JUSTICE STANDARDS AND TRAINING COMMISSION APPROVED CERTIFIED EXAMINERS.

RECEIVED

NEXT INSURANCE ABOUT

CERTIFICATION OF K-9 TRAINERS

ALL PERSONS CONDUCTING K-9 TRAINING SHALL BE CERTIFIED AS K-9 TRAINERS BY THE DIVISION OF CRIMINAL JUSTICE STANDARDS AND TRAINING.

PERSONS APPLYING FOR K-9 TRAINER CERTIFICATION SHALL MEET THE FOLLOWING CRITERIA:

1. A MINIMUM OF FIVE (5) YEARS LAW ENFORCEMENT EXPERIENCE.
2. A MINIMUM OF THREE (3) YEARS EXPERIENCE AS A POLICE K-9 HANDLER.
3. MUST HAVE SUCCESSFULLY COMPLETED THE CRIMINAL JUSTICE STANDARDS AND TRAINING COMMISSION FORTY (40) HOUR INSTRUCTOR TECHNIQUES COURSE.
4. MUST HAVE ATTENDED A FORMAL BASIC LAW ENFORCEMENT K-9 TRAINING SCHOOL.
5. MUST HAVE A LETTER OF RECOMMENDATION FROM THE DIRECTOR OF A CRIMINAL JUSTICE STANDARDS AND TRAINING COMMISSION CERTIFIED TRAINING CENTER.

CERTIFICATION OF EXAMINERS

ALL K-9 TEAMS (K-9 AND HANDLER), UPON COMPLETION OF THE BASIC K-9 TRAINING COURSES, SHALL BE EXAMINED BY NO LESS THAN TWO (2) CERTIFIED POLICE K-9 EXAMINERS, ONE OF WHICH SHALL NOT BE AFFILIATED WITH THE TRAINING CENTER CONDUCTING THE BASIC TRAINING PROGRAM.

PERSONS APPLYING FOR EXAMINER CERTIFICATION SHALL MEET THE FOLLOWING CRITERIA:

1. MUST BE A CERTIFIED POLICE K-9 TRAINER IN THE STATE OF FLORIDA.
2. MUST HAVE A MINIMUM OF THREE (3) YEARS EXPERIENCE AS A POLICE K-9 TRAINER.
3. MUST HAVE SUCCESSFULLY TRAINED A MINIMUM OF TWELVE (12) K-9 TEAMS.

CERTIFYING PROCESS

1. UPON COMPLETION OF THE BASIC COURSE, EACH K-9 TEAM MUST BE EVALUATED BY NO LESS THAN TWO (2) CERTIFIED TRAINING EXAMINERS, ONE OF WHICH SHALL NOT BE AFFILIATED WITH THE TRAINING CENTER CONDUCTING THE BASIC TRAINING PROGRAM.

XVIII APPROVAL OF GENERAL DUTY POLICE K-9 TRAINING PROPOSED AS IN-SERVICE TRAINING

THE K-9 TASK FORCE HAS DEVELOPED A 400 HOUR CURRICULUM, COURSE COMPLETION REQUIREMENTS FOR K-9 TRAINERS AND EXAMINERS, AND MINIMUM STANDARDS PROFICIENCY TESTS FOR THE GENERAL DUTY POLICE K-9 PROGRAM. IF APPROVED AS AN IN-SERVICE PROGRAM, AFTER JULY 1, 1985, THIS PROGRAM WILL ALLOW OFFICERS TO FULFILL THE REQUIREMENTS OF MANDATORY RETRAINING UNDER SECTION 943.135, F.S.

RECOMMENDATION

STAFF RECOMMENDS COMMISSION APPROVAL OF THIS PROGRAM, DEVELOPED BY THE K-9 TASK FORCE, AS AN IN-SERVICE TRAINING PROGRAM.

OBEDIENCE -- 100 HOURS

DURING THIS PHASE OF TRAINING, THE K-9 WILL RECEIVE TRAINING IN BOTH BASIC AND ADVANCE OBEDIENCE COMMAND. COMMAND TO BE MASTERED SHALL INCLUDE: SIT, DOWN, STAND, HEEL, AND COME. THE K-9 SHALL FURTHER RECEIVE TRAINING IN DISTANCE CONTROL, STAY, OUT OF SIGHT CONTROL, SOCIAL EXPOSURE (PEOPLE), AND CONTROL OF ANIMAL AGGRESSION. ALSO, DURING THIS 100 HOUR BLOCK OF INSTRUCTION, THE FOLLOWING IDENTIFIED TOPICS OF INSTRUCTION SHALL BE INCORPORATED: REPORT WRITING, K-9 MAINTENANCE, COURT PREPARATION AND TESTIMONY, FIRST AID, LEGAL ASPECT, FIELD PROCEDURES, AND RECORD KEEPING.

UPON COMPLETION, THE K-9 WILL DEMONSTRATE PROFICIENCY IN ALL COMMANDS:

1. HEELING CONTROL.
 - A. THE K-9 WILL, ON ONE COMMAND AND OFF LEAD, HEEL ON THE HANDLER'S LEFT SIDE UNTIL RELEASED BY THE HANDLER FROM THE HEEL. THE EXERCISE WILL CONSIST OF THREE LEGS AND AT LEAST ONE RIGHT, ONE LEFT, ONE ABOUT TURN, ONE HALT, AND ONE CHANGE OF PACE.
2. DISTANCE CONTROL.
 - A. THE K-9 WILL BE CONTROLLED, GIVEN COMMANDS -- BOTH HAND AND VOICE -- FROM A DISTANCE OF NOT LESS THAN 50 FEET.
3. STAY COMMAND.
 - A. THE K-9 WILL, ON COMMAND, TAKE A POSITION AND HOLD THAT POSITION UNTIL COMMANDED TO RETURN TO THE HEEL.
4. OUT OF SIGHT CONTROL.
 - A. THE K-9 WILL BE PLACED IN A POSITION AND REMAIN IN THAT POSITION FOR A MINIMUM OF THREE MINUTES WITH THE HANDLER OUT OF SIGHT OF THE K-9.
5. SOCIAL EXPOSURE.
 - A. THE K-9 WILL BE PUT ON A STAY COMMAND, ANY POSITION, AND MORE THAN ONE PERSON WILL PASS BY THE K-9, AT A DISTANCE OF SIX INCHES TO TWO FEET. THE K-9 WILL NOT BREAK THE COMMAND -- THE K-9 WILL BE OFF LEAD.

OBEDIENCE (CONT'D.)

6. ANIMAL AGGRESSION.

- A. AT LEAST TWO K-9S WILL BE PLACED IN A POSITION NOT LESS THAN FOUR FEET APART, WITH THE HANDLERS IN FRONT OF THE K-9S, NOT LESS THAN TWENTY FEET. EACH K-9 MUST PERFORM AT LEAST FOUR COMMANDS (SELECTED BY THE CERTIFYING EXAMINER). THE K-9S WILL BE OFF LEAD.

AGILITY -- 40 HOURS

DURING THIS PHASE, THE K-9 WILL BE TAUGHT TO OVERCOME OBSTACLES THAT MAY BE ENCOUNTERED DURING A TOUR OF DUTY.

THE K-9 WILL BE TAUGHT TO, ON COMMAND, JUMP AT LEAST FOUR (4) HURDLES, NO LESS THAN THREE FEET IN HEIGHT; AN EIGHT FOOT BROAD JUMP (GRADUATED FROM FOUR TO TWELVE INCHES IN HEIGHT); CLIMB A SIX FOOT LADDER TO AN EIGHTEEN INCH PLATFORM, EIGHT FEET LONG; SURMOUNT A SOLID WALL, AT LEAST SIX FEET IN HEIGHT, AND CRAWL THROUGH A DRAIN PIPE, AT LEAST TEN FEET IN LENGTH (EIGHTEEN TO THIRTY INCHES IN DIAMETER).

1. HURDLES.
 - A. THE K-9 WILL JUMP AT LEAST FOUR HURDLES, A MINIMUM OF THREE FEET HIGH. THESE HURDLES SHALL RESEMBLE DIFFERENT TYPES OF FENCES.
 - B. THE K-9 WILL BE OFF LEAD AND WILL JUMP ON COMMAND OF THE HANDLER.
2. BROAD JUMP.
 - A. THE K-9 WILL JUMP A GRADUATED JUMP FROM FOUR INCHES TO TWELVE INCHES HIGH, EXTENDED TO A MINIMUM OF EIGHT FEET.
 - B. THE K-9 WILL BE OFF LEAD AND JUMP ON COMMAND OF THE HANDLER.
 - C. AFTER CLEARING THE JUMP, THE K-9 WILL RETURN TO THE HEEL OR FINISH POSITION.
3. CATWALK.
 - A. THE K-9 WILL CLIMB A LADDER SIX FEET HIGH, TO AN EIGHTEEN INCH WIDE PLATFORM, EIGHT FEET LONG. THE K-9 WILL BE OFF LEAD.
 - B. THE K-9 WILL WALK ACROSS THE PLATFORM UNTIL GIVEN A STAND COMMAND BY THE HANDLER.
 - C. AFTER THE STAND COMMAND, THE HANDLER WILL PROCEED TO THE END OF THE CATWALK, WHERE THE K-9 WILL RECEIVE AT LEAST ONE SIT OR DOWN COMMAND.
 - D. THE K-9, ON COMMAND, WILL COME DOWN THE RAMP AND RETURN TO THE HEEL OR FINISH POSITION

AGILITY (CONT'D.)

4. SCALING WALL.

- A. THE K-9 WILL SURMOUNT A SOLID WALL, AT LEAST SIX FEET OFF THE GROUND.
- B. THE K-9 WILL BE OFF LEAD.
- C. AFTER THE EXERCISE, THE K-9 WILL RETURN TO THE HEEL OR FINISH POSITION.

5. DRAIN PIPE.

- A. THE K-9, ON COMMAND, WILL CRAWL THROUGH AN AVERAGE SIZE DRAIN PIPE, EIGHTEEN TO THIRTY INCHES IN DIAMETER, AT LEAST TEN FEET LONG.
- B. THE K-9 WILL BE OFF LEAD.
- C. AFTER THE EXERCISE, THE K-9 WILL RETURN TO THE HEEL OR FINISH POSITION.

EVIDENCE SEARCH -- 40 HOURS

DURING THIS PHASE OF TRAINING, THE K-9 WILL BE TAUGHT TO SEARCH FOR, ALERT OR RETRIEVE MATERIAL WHICH MAY BE EVIDENCE OF A CRIME. MATERIALS UTILIZED SHALL INCLUDE WOOD, PLASTIC, METAL, CLOTH, AND PAPER.

UPON COMPLETION, THE K-9 MUST DEMONSTRATE PROFICIENCY BY LOCATING AND ALERTING TO, OR RETRIEVING, AS MANY AS POSSIBLE OF FIVE ARTICLES (ONE ARTICLE OF EACH LISTED ABOVE), CONCEALED FROM THE HANDLER'S VIEW, IN AN AREA NOT LESS THAN 30' X 30', WITH SUFFICIENT GRASS TO CONCEAL THE ARTICLES. THE K-9 MUST COMPLETE THIS EXERCISE WITHIN A TOTAL TIME LIMIT OF SIX MINUTES.

THE K-9 MAY PERFORM EITHER THE RETRIEVE OR ALERT METHOD, HOWEVER, THE HANDLER MUST INFORM THE CERTIFYING EXAMINER WHICH METHOD WILL BE UTILIZED BEFORE TESTING.

RETRIEVE METHOD

THE HANDLER MUST REMAIN OUTSIDE THE PERIMETER OF THE AREA AND SEND THE K-9 INTO THE AREA TO LOCATE AND RETRIEVE AS MANY OF THE ITEMS IN THE TIME LIMIT AS POSSIBLE.

ALERT METHOD

THE HANDLER MUST REMAIN ON THE PERIMETER OF THE AREA UNTIL THE CERTIFYING EXAMINER ACKNOWLEDGES THE K-9'S ALERT TO AN ITEM. THE HANDLER MAY THEN ENTER THE AREA TO RETRIEVE THE ARTICLE ALLUDED TO.

NOTE: K-9S TRAINED SPECIFICALLY FOR NARCOTICS DETECTION OR EXPLOSIVE DETECTION, MAY SUBSTITUTE THEIR CERTIFICATION SCORES IN THE SPECIALTY AREA, IN PLACE OF THE EVIDENCE SEARCH TEST.

AREA SEARCH -- 40 HOURS

DURING THIS PHASE OF TRAINING, THE K-9 TEAM WILL LEARN TO LOCATE A HIDDEN SUSPECT OUTDOORS IN AN AREA OF MULTIPLE TERRAINS BY USING THE K-9'S OLFACTORY SENSES. K-9 TEAM WILL BE TAUGHT PROPER SEARCHING TECHNIQUES, TO INCLUDE SELECTION OF EQUIPMENT, DEPLOYMENT, SCENT CONE AND THE EFFECTS OF THE WIND ON A SCENT CONE.

UPON THE COMPLETION OF TRAINING, THE K-9 TEAM WILL DEMONSTRATE PROFICIENCY BY LOCATING AND ALERTING TO OR APPREHENDING A HIDDEN SUSPECT WITHIN A TIME LIMIT OF APPROXIMATELY TEN MINUTES PER ACRE, TO BE SPECIFIED BY THE EXAMINING TEAM.

1. DEVELOPMENT AND TECHNIQUES.
 - A. IN THIS PHASE, WE WILL BE TESTING THE HANDLER TO SEE IF HE USES PROPER SEARCH PATTERNS, UTILIZING THE WIND TO HIS ADVANTAGE.
2. ALERT AND HANDLER'S ABILITY TO READ ALERT.
 - A. IN THIS PHASE, WE WILL BE LOOKING AT BOTH HANDLER AND K-9. DURING THE SEARCH, SPECIAL ATTENTION SHOULD BE PLACED ON THE K-9 ALERT AND THE ABILITY OF THE HANDLER TO READ THE ALERT. ONCE AN ALERT IS DETECTED, THE HANDLER WILL FOLLOW THE K-9'S ALERT TOWARD THE ORIGIN OF THE SCENT CONE.
3. FIND OR APPREHENSION.
 - A. IN THIS PHASE, THE K-9 TEAM MUST LOCATE THE HIDDEN SUSPECT.
4. HANDLER CONTROL.
 - A. IN THIS PHASE, THE HANDLER MUST HAVE FULL CONTROL OVER HIS K-9 AT ALL TIMES DURING THE SEARCH (OPTIONAL ON OR OFF LEAD).

BUILDING SEARCH -- 40 HOURS

DURING THIS PHASE OF TRAINING, THE K-9 TEAM WILL LEARN TO SEARCH, LOCATE, ALERT TO, AND/OR APPREHEND A CONCEALED SUSPECT INSIDE A BUILDING BY USING THE K-9'S OLFACTORY SENSES AND HEARING.

HANDLERS SHALL FURTHER RECEIVE INSTRUCTION ON THE NECESSITY OF FULL CONTROL OF THE POLICE K-9 WHEN CONDUCTING SEARCHES OF THIS NATURE IN ORDER TO INSURE THE SAFETY OF OTHERS INVOLVED IN THE SEARCH, AND/OR PERSONS WHO MAY BE INSIDE THE BUILDING LEGALLY. THE HANDLER WILL RECEIVE INSTRUCTION TO COORDINATE THE EFFORTS OF THE K-9 AND HIMSELF, AND RECOGNIZE THE ALERT OF THE K-9.

UPON COMPLETION OF THIS PROGRAM, THE K-9 TEAM SHALL DEMONSTRATE PROFICIENCY BY CONDUCTING A SEARCH, LOCATING AND ALERTING TO OR APPREHENDING A SUSPECT INSIDE A MEDIUM SIZE BUILDING (APPROXIMATELY 10,000 SQUARE FEET) IN A TEN MINUTE TIME LIMIT.

1. SEARCH.
 - A. THE K-9 MUST DEMONSTRATE ADEQUATE INTEREST IN CONDUCTING THE SEARCH (SEARCH WILL BE CONDUCTED OFF LEAD).
2. ALERT/APPREHENSION.
 - A. THE K-9 MUST GIVE AN OBVIOUS ALERT OR PHYSICALLY APPREHEND THE SUSPECT UPON LOCATING.
3. HANDLER CONTROL.
 - A. THE HANDLER MUST DEMONSTRATE THAT THE K-9 IS UNDER THE DIRECTION AND CONTROL OF THE HANDLER AT ALL TIMES.

TRACKING -- 40 HOURS

DURING THIS PHASE OF TRAINING, THE K-9 WILL BE TAUGHT TO FOLLOW A SELECTED TRAIL, UTILIZING HIS OLFACTORY SENSES, EXCLUDING OTHER DISTRACTIONS.

UPON COMPLETION OF THIS PHASE OF TRAINING, THE K-9 WILL DEMONSTRATE PROFICIENCY BY SUCCESSFULLY COMPLETING A TRACKING EXERCISE OF AT LEAST:

1. 300 YARD MULTI-SURFACE TRACK WITH TWO TURNS.
2. TRACK WILL BE FIFTEEN MINUTES OLD AND BEGIN IN GRASS UNDER NORMAL CLIMATIC CONDITIONS.
3. THERE WILL BE A MAXIMUM TIME LIMIT OF FIFTEEN MINUTES TO COMPLETE THE TRACK.

MAN WORK -- 100 HOURS

DURING THIS PHASE OF TRAINING, THE K-9 SHALL BE TAUGHT TO APPREHEND A SUBJECT AND ALSO TO PROTECT HIS HANDLER WHEN NECESSARY. THE K-9 MUST BE ABLE TO APPREHEND A SUBJECT WHEN UNDER GUNFIRE. THE K-9 SHALL ALSO DEMONSTRATE PROFICIENCY IN RECALL, AND MUST RETURN TO THE HANDLER WHEN COMMANDED TO DO SO. THE K-9 SHALL ALSO BE TAUGHT TO RESPOND TO AN IMMINENT ASSAULT UPON ITS HANDLER.

UPON COMPLETION OF THIS PHASE OF TRAINING, THE K-9 WILL DEMONSTRATE PROFICIENCY IN THIS AREA OF TRAINING BY:

1. PURSUING AND APPREHENDING A FLEEING SUSPECT. RELEASING AND RETURNING TO THE HANDLER UPON COMMAND. REMAINING IN A GUARD POSITION DURING THE SEARCH OF THE SUSPECT.
2. DEMONSTRATING RESPONSE TO THE HANDLER'S RECALL COMMAND. (HANDLERS WILL GIVE RECALL COMMAND UPON DIRECTION OF CERTIFYING EXAMINER.)
3. DEMONSTRATE THE ABILITY TO PURSUE AND APPREHEND A SUSPECT UNDER GUNFIRE. RELEASING AND RETURNING TO THE HANDLER ON COMMAND. FROM A GUARD POSITION, RESPOND TO AN ASSAULT UPON THE HANDLER.

STATE OF FLORIDA
 DIVISION OF CRIMINAL JUSTICE STANDARDS AND TRAINING

MINIMUM STANDARDS PROFICIENCY TEST

COURSE SEQUENCE NUMBER

GENERAL DUTY POLICE CANINE

TRAINING CENTER	TRAINER
ADDRESS	(STREET, CITY, STATE, ZIP)
HANDLER	PHONE
DATE OF EXAMINATION	NAME OF DOG
HANDLER	AGENCY
DATE OF EXAMINATION	BREED

EACH CANINE MUST ACHIEVE A MINIMUM GRADE OF "ACCEPTABLE TO COMPLY WITH THE CRIMINAL JUSTICE STANDARDS AND TRAINING COMMISSION REQUIREMENTS FOR ANNUAL CERTIFICATION.

	<u>ABOVE AVERAGE</u>	<u>ACCEPTABLE</u>	<u>UNACCEPTABLE</u>
OBEDIENCE:	5-----4	3	2-----1
AGILITY	5-----4	3	2-----1
AREA SEARCH	5-----4	3	2-----1
EVIDENCE SEARCH	5-----4	3	2-----1
BUILDING SEARCH	5-----4	3	2-----1
TRACKING	5-----4	3	2-----1

MAN WORK

	<u>ABOVE AVERAGE</u>	<u>ACCEPTABLE</u>	<u>UNACCEPTABLE</u>
CRIMINAL APPREHENSION	5-----4	3	2-----1
RECALL	5-----4	3	2-----1
GUNFIRE ATTACK	5-----4	3	2-----1
HANDLER PROTECTION	5-----4	3	2-----1

ATTESTMENT

I ATTEST THAT THE CANINE AND HANDLER DESCRIBED ABOVE, WERE EXAMINED BY ME ON THE _____ DAY OF _____, 19____, AND HAVE DEMONSTRATED ACCEPTABLE PROFICIENCY IN ALL REQUIRED KNOWLEDGE-PERFORMANCE CATEGORIES.

CERTIFIED EXAMINER

DATE

CERTIFIED EXAMINER

DATE

CERTIFIED EXAMINER

DATE

STATE OF FLORIDA

DIVISION OF CRIMINAL JUSTICE STANDARDS AND TRAINING
MINIMUM STANDARDS PROFICIENCY TEST

GENERAL DUTY POLICE CANINE

OBEDIENCE EXERCISE

HEELING:

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 4

3

2 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 4

Use one (1) heel command, makes turns, change of pace, and halt without any influence from the handler to the dog.

ACCEPTABLE

3

Dog heels on command, errors are corrected by means other than touching the dog, i.e. verbal commands, hand or arm motions to influence the dog.

UNACCEPTABLE

2 1

The dog is unmanageable, only means of control is by handler touching dog.

Obedience Exercise (continued)

DISTANCE CONTROL:

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

~~5~~ 4

3

2 ~~1~~

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

~~5~~ 4

From 50 feet the dog requires only one (1) command to reach a desired position.

ACCEPTABLE

3

From 50 feet the dog requires more than one (1) command but less than four (4) commands to reach a desired position.

UNACCEPTABLE

~~2~~ 1

The dog requires four (4) or more commands or the dog refuses to move to a desired position from 50 feet.

Obedience Exercise (Continued)

STAY COMMAND

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 4

3

2 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 4

The dog must stay in a sitting position for a period of six (6) minutes. The handler moves in a circle around the dog, not closer than 25 feet. The dog does not move from the sit.

ACCEPTABLE

3

Time period of three (3) minutes. Dog may adjust the position or roll his hips but does not break the sit.

UNACCEPTABLE

2 1

Dog breaks the command in less than three (3) minutes.

Obedience Exercise (Continued)

SOCIAL EXPOSURE

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5-----4

3

2-----1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5-----4

Dog holds position and makes no movement, aggressive or otherwise, toward the people in the area, may move head and shoulders to follow people.

ACCEPTABLE

3

Shows interest in people, but shows no aggression.

UNACCEPTABLE

2-----1

Shows aggression toward people in area, growls, snaps, barks, breaks position towards people or runs away.

Obedience Exercise (continued)

DOG AGGRESSION

ABOVE AVERAGE

5 _____ 4

ACCEPTABLE

3

UNACCEPTABLE

2 _____ 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 _____ 4

Shows no interest in other dogs; no movement.

ACCEPTABLE

3

Shows interest in other dogs; may move head and shoulders to follow dog but shows no aggression.

UNACCEPTABLE

2 _____ 1

Shows aggression toward other dogs, growls, snaps, barks, breaks position toward other dogs or runs away.

OBEDIENCE EXERCISE
COMBINED WORK SHEET

HEELING EXERCISE -----

Score

DISTANCE CONTROL -----

Score

STAY COMMAND -----

Score

SOCIAL EXPOSURE -----

Score

DOG AGGRESSION -----

Score

TOTAL SCORE \div 5 = _____
Average Score

AGILITY

HURDLES

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 ~~4~~

3

2 ~~1~~

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 ~~4~~

Jumps hurdles off lead and on command without assistance or movement from the handler. Returns to handler on command.

ACCEPTABLE

3

Jumps hurdles off lead and on command. Handler may move with his dog. May touch hurdles without "pushing - off" or knocking them over. Returns to handler on command.

UNACCEPTABLE

2 ~~1~~

Refuses to jump; knocks jump over.

AGILITY (continued)

CATWALK

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5-----4

3

2-----1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5-----4

Climbs ladder, stops on top and returns to handler, all off lead and on command, without assistance or encouragement from handler.

ACCEPTABLE

3

Handler may encourage his dog as needed to climb. Handler may walk with his dog without touching him.

UNACCEPTABLE

2-----1

Dog refuses to climb.

Agility (continued)

SCALING WALL

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 ————— 4

3

2 ————— 1

COMMENTS:

Grading Requirements:

ABOVE AVERAGE

5 ————— 4

Dog surmounts the wall and returns to handler on command, without encouragement or assistance from handler.

ACCEPTABLE

3

Handler may use verbal encouragement and move with his dog, without touching the dog.

UNACCEPTABLE

2 ————— 1

Dog refuses to jump.

Agility (continued)

DRAIN PIPE

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 ————— 4

3

2 ————— 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 ————— 4

Dog crawls through pipe and returns to handler without movement or encouragement from handler.

ACCEPTABLE

3

Handler may use encouragement and move with his dog without touching his dog.

UNACCEPTABLE

2 ————— 1

Dog refuses to crawl through the pipe on command.

AGILITY EXERCISE
COMBINED WORK SHEET

HURDLES -----
Score

CATWALK -----
Score

SCALING WALL -----
Score

DRAIN PIPE -----
Score

TOTAL SCORE $\div 4 =$ AVERAGE SCORE

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 ————— 4

3

2 ————— 1

AREA SEARCH

DEPLOYMENT AND TECHNIQUES

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 _____ 4

3

2 _____ 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 _____ 4

Will grade a handler deploying his dog at the proper area by using wind to his advantage and conducting a systematic patterned search for the suspect.

ACCEPTABLE

3

Will grade a handler who starts an area search, utilizing the wind to his advantage, with no apparent pattern, but covers the general area.

UNACCEPTABLE

2 _____ 1

Will grade a handler who starts a search with no use of wind direction, and conducts a haphazard pattern search.

Area Search (continued)

ALERT AND HANDLER'S ABILITY TO READ ALERT

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5—————4

3

2—————1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5—————4

Will grade a handler who is able to read his dog at the first sign of an alert. The K-9 must show a very distinctive alert, e.g., ears pointed, hackles up, strong, intense pulling, barking, etc.. The K-9 will pick up the scent cone at a great distance.

ACCEPTABLE

3

Will grade a handler who does not read his dog at the proper time. The K-9 does not give a good alert and will not pull to scent or continues working pattern (handler error), or is not motivated enough to follow the scent cone.

UNACCEPTABLE

2—————1

Will grade handler who is not able to read his dog or a dog who is not capable of following scent cone.

Area Search (continued)

FIND OR APPREHENSION

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 4

3

2 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 4

Will grade the K-9 team which follows the scent cone to the hidden suspect.

ACCEPTABLE

3

Will grade the K-9 team which passes the suspect and must return to the scent cone and research the area it passed, and then locates the suspect.

UNACCEPTABLE

2 1

Will grade the K-9 team which cannot locate the hidden suspect, or runs out of the allotted time.

Area Search (continued)

HANDLER CONTROL

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5-----4

3

2-----1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

Will grade the K-9 who works at the direction of his handler.

5-----4

ACCEPTABLE

Will grade the K-9 who does not always work at the direction of his handler, but the handler has control.

3

UNACCEPTABLE

Will grade the K-9 who is not under any control by the K-9 handler.

2-----1

AREA SEARCH
COMBINED WORK SHEET

DEPLOYMENT AND TECHNIQUES -----

Score

ALERT AND HANDLERS ABILITY TO READ ALERT ----

Score

FIND OR APPREHENSION -----

Score

Handler Control -----

SCORE

TOTAL SCORE

$\div 4 =$

AVERAGE SCORE

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5-----4

3

2-----1

EVIDENCE SEARCH

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 4

3

2 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 4

- a. Canine shows maximum willingness to search for evidence.
- b. Remains in area.
- c. Alerts to or retrieves at least four of the five items.
- d. Works with minimum direction from handler.
- e. Does not relieve self in area.
- f. In general, shows proper training and excellence in all facets of the exercise.

ACCEPTABLE

3

- a. Canine shows average willingness to search for evidence.
- b. Requires more directing from the handler.
- c. Alerts to or retrieves at least two of the items.
- d. Might leave area for limited time and have to be directed back.
- e. In general, shows proper training and average ability to exercise.

UNACCEPTABLE

2 1

- a. Canine shows no willingness to search.
- b. Total lack of training.
- c. Cannot be directed to search.
- d. No alert or retrieve.
- e. In general, canine shows lack of training and knowledge of what to do in the exercise.

BUILDING SEARCH

SEARCH

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

~~5~~—————~~4~~

3

2—————~~1~~

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

~~5~~—————~~4~~

K-9 works continuously, shows motivation, searches all areas of a building, uses nose and ears, completes search in minimum amount of time, begins searching as soon as he enters building, rapid complete search, needs no encouragement.

ACCEPTABLE

3

Shows adequate interest, locates subject, works with handler.

UNACCEPTABLE

~~2~~—————~~1~~

Exceeds time limit, shows dis-interest, fails to locate subject.

Building Search (continued)

ALERT

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 4

3

2 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

Strong vocal and physical.

5 4

ACCEPTABLE

Obvious physical or vocal alert.

3

UNACCEPTABLE

No alert.

2 1

Building Search (continued)

HANDLER CONTROL

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 ————— 4

3

2 ————— 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 ————— 4

Dog searches with minimum of commands, dog attentive to handler, dog directed primarily with use of hand signals.

ACCEPTABLE

3

Respond to handler's voice or hand commands.

UNACCEPTABLE

2 ————— 1

Lack of control, requires continuous encouragement.

BUILDING SEARCH
COMBINED WORK SHEET

SEARCH -----

Score

ALERT -----

Score

HANDLER CONTROL -----

Score

$$\frac{\text{TOTAL SCORE}}{3} = \text{AVERAGE SCORE}$$

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 ————— 4

3

2 ————— 1

TRACKING

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 ~~4~~

3

2 ~~1~~

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 ~~4~~

Handler properly deploys dog at start - dog begins work immediately with enthusiasm. Maintains interest minimum commands - little difficulty with turns, surface change - follows track to successful conclusion in minimum time. Handler demonstrates ability to read dog.

ACCEPTABLE

3

Handler deploys dog properly - dog works track, follows to successful conclusion in prescribed time. Dog has some difficulty with turns and surface changes. Handler demonstrates ability to read dog.

UNACCEPTABLE

2 ~~1~~

Handler deploys dog incorrectly - dog lacks interest, enthusiasm - does not complete track successfully - does not complete in prescribed time limit. Handler does not demonstrate ability to read dog.

MAN WORK - CRIMINAL APPREHENSION

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 _____ 4

3

2 _____ 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE
5 _____ 4

Dog gives chase immediately, upon command, has a hard, full bite; leaves instantly when commanded to do so.

ACCEPTABLE
3

Gives chase when commanded, bites, leaves the attack when commanded but slow.

UNACCEPTABLE
2 _____ 1

Refuses to give chase, will not bite, refuses to leave the attack.

MAN WORK - GUNFIRE ATTACK

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5 ————— 4

3

2 ————— 1

COMMENTS :

Grading Requirements:

ABOVE AVERAGE

————— 4

Gives chase when commanded or when gunshots fired.
Good hard bite, no hesitation when shots fired.

ACCEPTABLE

3

Gives chase, bites.

UNACCEPTABLE

2 ————— 1

Refuses to chase, obvious hesitation when shots
fired, refuses to attack, loss of control.

MAN WORK - RECALL

ABOVE AVERAGE

5 ————— 4

ACCEPTABLE

3

UNACCEPTABLE

2 ————— 1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE

5 ————— 4

Gives chase immediately when commanded, returns instantly when commanded.

ACCEPTABLE

3

Gives chase when commanded, returns slowly when commanded.

UNACCEPTABLE

2 ————— 1

Refuses to chase, chases and bites, will not return to handler when commanded.

MAN WORK - HANDLER PROTECTION

ABOVE AVERAGE

ACCEPTABLE

UNACCEPTABLE

5-----4

3

2-----1

COMMENTS: _____

Grading Requirements:

ABOVE AVERAGE
5-----4

Attacks immediately without hesitation when handler is assaulted. Stays in guard position during search unless handler is assaulted. Good full bite.

ACCEPTABLE
3

Defends handler- bites, not perfect in guard position for search.

UNACCEPTABLE
2-----1

Refuses to defend handler, will not stay in guard position for search, will not bite, no control.

MAN WORK
Combined WORK sheet

Criminal Apprehension ----- SCORE

Recall ----- SCORE

Gunfire Attack ----- SCORE

Handler Protection ----- SCORE

Total Score ÷ 4 = _____
Average Score

BASIC TRAINING SCHEDULE

FOR

CHANGING A TRAINED DOG OVER TO A NEW HANDLER

The following is the course syllabus of a three (3) week training course designed to train a new handler with a fully trained police patrol dog. This one hundred twenty (120) hour training course is designed to help a new handler become familiar with a trained police patrol dog and learn how to get the desired results with the dog so that they can become an effective working team in the field.

The occasion has come up several times for a dog handler to drop out of the dog program for one reason or another, thereby leaving a fully trained police patrol dog with a good record of service in the field. A new handler must be selected and given the opportunity to keep the dog for a period of time to familiarize himself with the dog. After the new handler has spent enough time with the dog to become totally familiar with him, they then must go through this three (3) weeks of basic training.

The main purpose of this basic training is to train the handler how to handle and care for the dog. The biggest adjustment the dog must make is adjusting from one handler to another and learning the different ways each handler gives a command. Upon completion of this three (3) weeks training, both handler and dog should be ready for duty in the field.

The course consists of three (3) weeks of training. The work schedule is divided into eight (8) hour work days, five (5) days a week, for a total of one hundred twenty (120) hours.

The breakdown of training hours is as follows:

Agility	5 hours
Agitation	7 hours
Area Search	10 hours
Basic Obedience	10 hours
Box Search	5 hours
Building Search	10 hours
Courtroom Testimony	4 hours
Demonstration Training	4 hours
Evidence Detection	5 hours
Meals - 1 hour each day	15 hours
Obedience (20' lead)	3 hours
Obedience (off lead)	5 hours
Problem Solving	5 hours
Protection	12 hours
Tracking	10 hours
Video Viewing	10 hours

WEEK #1 Agility

Book Work -

Agility
Box Search
Equipment Maintenance and Utilization
Health, Care, Feeding, First Aid
Obedience
Protection
The Police Patrol Dog
The Police Canine Handler
The German Shepherd Dog

Box Search
Obedience
Video Viewing

WEEK #2 Agility

Agitation Technique

Book Work -

Area Search
Building Search
Canine Safety
Case Law
Courtroom Testimony
Demonstration Training
Public Relations
Scent
Search Deployment
Evidence Search
Protection Training
Obedience
Video Viewing
35mm Slide Viewing

WEEK #3 -

Advanced Agitation
Agility
Area Search
Building Search
Crawl Space Work
Evidence Search
Gunfire Work
Obedience
Out of the Unit Exercises
Tracking

CERTIFICATION

Wednesday, December 10, 1986

Ingo' symbolized value of K-9s

Ingo, a 5-year-old German shepherd in the line of his life as a police partner, has become the first K-9 Division police dog to die in the line of duty.

Ingo was gunned down last Thursday while protecting suspected bank robber William Taylor. Ingo's handler, Metro Officer Allen Herald, said the faithful dog was there to take a bullet that was meant for him. Taylor, who was shot three times by Officer Herald after allegedly shooting Ingo, is also charged with shooting police Sgt. William Cunningham.

On Monday, Ingo received a full-scale police funeral that included a 50-car cortege that traveled from a Nashville funeral home to a grave near the police training academy. More than 200 people were to pay their respects, along with a contingent of police dogs.

Ingo was eulogized by the Rev. William Dwyer, assistant police chaplain, who said, "I hope this will give a greater appreciation for K-9 dogs and for the danger they and their partners face."

To appreciate the truth of that statement, we need look no further than Ingo himself. During his years as a constant companion of Officer Herald he has helped capture more than 50 suspected criminals and has been cited by the U.S. Police K-9 Association for his exceptional work. He was also recognized as an excellent "bomb dog," being trained to sniff out bombs and to alert his master when any were found.

Ingo was truly a valued asset and, in noting his passing, we are reminded of the valuable work that is done by the entire K-9 Division.

Inions

Ingo made the community safer

tribler

Department

friend was killed today (Dec. 4) serving his duty — not a person, or family member —

neighbor or a friend — he and loyal all. He gave us we might harm. from the harm.

and I speak police dog o. I remember we picked about five He was a old ball of remember master Alan holding him hand and at me



Ingo

with that little puppy voice. I remember Officer Herald letting him jump from his hands and Ingo chasing me and biting the bottom of my pants leg with his little puppy teeth — already wanting to protect his handler. I remember watching him grow and the hard work and time spent preparing him for the tough training he would go through to become a police dog.

I remember Ingo coming back for his advanced training to become a bomb dog and how he had to learn to sit still and quiet when he found the bomb. All he ever wanted was to hear his handler's praise and to play with his ball. He graduated from the advanced training as one of the best bomb dogs around.

I remember watching Ingo do silly tricks that his master had taught him and how gentle he was around children who played with him. But mostly I remember the brave attacks and apprehensions he made, making the community a safer place for everyone. Ingo was not just a dog, he was a friend of the community and a partner to Officer Herald. He will be remembered for giving his life unselfishly and without question to protect the master and the community he loved.





Slain K-9 partner buried with honors

Retro police officer Allen Herald comforts his wife, women, during funeral services for his K-9 partner, Ingo, who was killed by a robbery suspect last week. Herald edited the dog, a family pet, with saving his life in the confrontation with William Taylor, a bank robbery suspect also charged with shooting police Sgt. William Cunningham. At right, pallbearers carry the coffin containing the body of Ingo to the canine cemetery at the Police Training Academy, where Ingo was buried with all police honors. *Related story on 3B.*



DEPLOYMENT OF PATROL DOGS

Legal Aspects and Considerations

Prepared by
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for Region 9, U.S.P.C.A. Revised January 1984

This article appeared in Canine Courier, June 1984 edition and is being re-produced with the permission of Mr. William A. Cade, Jr.

I. INTRODUCTION

As law enforcement professionals, we must earn and maintain the public trust; our every action should be designed to hold that trust and enhance it through competent performance. That responsibility does not diminish when we exit our cruisers with a patrol dog. An item of negative press concerning the K-9 is heard around the nation while their positive assistance to us daily is often ignored. Having an understanding of the legal aspects and consequences of patrol dog deployment should be fundamental to every handler. The efforts made preparing this presentation guide will be appropriately rewarded if handlers consider the impact that each use of their dogs have on all of us.

As President of Region 9, U.S.P.C.A., for 1984, I welcome this opportunity to present this material. The U.S.P.C.A. has long sought to maintain the highest standards in patrol dog selection, training, and deployment. Its membership boasts of well-qualified patrol dog handlers, trainers, and unit supervisors. Their collective wisdom and experience is available to you through the Association. I urge you to join, today.

II. LEGAL CONSIDERATIONS

Exactly what are the legal aspects that each of us must be aware of? Some of you may be familiar with the legal points to be raised, others may have only a cursory recognition of their importance. Those aspects of patrol dog use, which have been directly or indirectly influenced by the law, court decisions, and tradition, include:

- a) Admissibility of K-9 tracking/trailing evidence.
- b) Admissibility of K-9 search and detection work, especially in drug investigation.
- c) The reasonableness of the use of K-9 as an instrument of force, both offensive and defensive positions.
- d) Liability issues for you personally when the K-9 is housed with you and your family.
- e) Proper procedure for building searches where K-9's are used.
- f) The "other" category.

Obviously this attempt at creating an awareness cannot replace your own efforts to read and keep up-to-date on the cases and laws which may affect the use of patrol dogs in Maine and the Region. This, then, should be considered the "first page" of a non-ending chapter on the topic. Remember that some of the legal aspects we will discuss are well defined in case law; however, others are poorly defined. Their impact upon your daily operation may be left open to interpretation and thus subject to a wide variety of political, social and relative realities.

DESCRIPTION AND CASES

A. Admissibility of Tracking/Trailing Evidence

Dogs have been finding people ever since people started getting lost; therefore, one might ask, "What is the possibility of legal problems in a tracking or trailing case?"

Tracking evidence admissibility is controlled by what is called "bloodhound" evidence. Today, thirty-five states have specifically ruled on the admissibility/inadmissibility of such evidence. (Maine is not among the thirty-five states.) Thirty of these states hold such effort to be admissible when certain conditions exist.

The handler must be aware that there is a proper foundation for admissibility of such evidence. The evidence will never be heard unless this foundation is carefully constructed and presented.

First that the handler was qualified to use the dog.

(Is this your dog?)

(Have you trained with this dog?)

(How long have you trained with the dog?)

(Where did you train? By whom? Etc.)

Now that you are established as a handler..

Second that the particular dog used was trained and tested in tracking human beings.

(How was the dog trained?)

(Where? By whom?)

(Number of tracks?)

(Age of tracks?)

Okay, the dog is accepted, now..Third that the dog had been laid upon the trail which circumstances indicated was made by the accused.

(What you perceived at the scent.)

(Information developed by you. Be careful of heresay.)

Well, you and the dog are accepted, you are on the track, so..Fourth that the trail had not become so stale or contaminated as to be beyond the dog's ability to follow it.

(How old was it?)

(What about contamination? Crosstracks? Other officers?)

The court/jury now trust you and the dog. We now need to do..Fifth that the dog had been found to be reliable in past cases.

(Cite all training tracks and actual ones.)

CITATIONS

1. Evidence of Trailing Dogs in Criminal Cases, Annot., 18 A.L.R. 3d 1221 S2,3,

(1968 & Supp. 1980)

2. Pedegro v. Commonwealty, 103 Ky 41, 44s.w. 143
3. Terrell v. State, 3 Md App. 340, 239A. 2d 128 (1968)
4. People v. Harper, 43 Mich. App. 500, 204 n.w. 2d 263 (1972)
5. People v. Craig, 86 Cal. App. 3d 905, 150 Cal. Rptr. 676 (1968)
6. Commonwealth v. Moore, 393 N.E. 2d 904 (1979) Mass.

III. ADMISSIBILITY OF DRUG SEARCH AND DETECTION EVIDENCE

In modern police service, dogs have been trained to detect a great variety of substances. There is some suggestions that the German Shepherd can discriminate between 25 scents. Drugs including marijuana, hashish, opium, heroin, and cocaine offer little challenge to the right dog. The ease with which a trained dog can detect such substances is controlled, at least partially, by these factors:

- a) size of the area to be searched
- b) amount of substance present
- c) length of time substance has been hidden

The handler's awareness of these factors and working knowledge of his dog will be critical to any success in these cases. The handler must be able to testify clearly and convincingly as to his dog's indication upon detection as well as the method of search, generally. We know it works when in just one year dogs used by the United States Customs detected a total of 5,200 pounds of marijuana, 4,200 pounds of hashish, 71 pounds of heroin, and three million units of dangerous drugs.

CAUTION: Despite their proven ability, there are some legal restrictions as to how, when, and where the drug detection dog can be utilized. Under the language and interpretations of the Fourth Amendment of the United States Constitution, there is obviously great attention paid to protecting citizens from any reasonable intrusion into their persons, houses, papers, and effects. Our most sincere law enforcement efforts cannot survive a contest with this fundamental freedom.

By using both Federal and State court decisions, we can derive some guidelines for drug search and detection operations with our dogs. The handler must first recognize that in reality there is no authority granted by any court for general exploratory searches.

The use of drug detection dogs is most widely accepted by courts at both levels in those cases in which the dog is used to corroborate an informant's tip. Acting on reasonable suspicion, the dog may be used to verify the existence of illegal substances, contraband and the like. The positive indication of a properly trained dog will yield "probable cause" for warrants/seizures. Again, the handler may never have the opportunity to testify to this if a proper foundation has not been prepared.

The language of the courts is fairly consistent in its decisions. Where there is some reasonable suspicion, the dog can be used; however, the restrictions that apply to law enforcement officers in such cases will extend to the dogs.

Drug detection dogs serve as an extension of the officer's own sensory abilities; therefore, the rules controlling the officer's presence as a scene impact upon the admissibility of evidence located by his dog. Handlers who are in an area not protected by interpretations of the Fourth Amendment are common knowledge to law enforcement officers. The test of "reasonable expectation of privacy" will apply to the dog as well as to the handler. There are several Federal cases involving the use of drug detection dogs which are worth reading:

- a) Bronstein, 521 F 2d 459 (2nd Cir.)
- b) Fulero, 498 F 2d 748
- c) Solis, 536 F 2d 880

In California, a negative case, *People v. Williams*, 51 Cal. App. 3d 346, is the officer for failing to recognize the legal considerations of his actions, resulting in the suppression of evidence.

Also in California, *People v. Craig*, 86 Cal. App. 3d 905, reminds us of the burden we have to establish a proper foundation for the use of a particular dog in a given situation. In that case, training, testing and reliability were the issues raised.

In *Bronstein* (521 F. 2d 459 (2nd Cir.)), there was a reference made to the issue of validity or reliability for a drug detection dog. The Court found that in determining reliability, it does not matter how many times a particular dog detected the substance, rather, reliability is said to be built upon the absence of false positives.

Also, there is a suggestion in the case that particularity or clear special instructions are preferred. This has been the topic of discussion of many trainers for a long time.

Acting upon reasonable suspicion provided by covert or overt means may bring you to a point where the drug detection dog may and/or should be used. Remember, however, that while "sniffing" does not reach the definition of search, it is not without controls. The date, the "sniffing" of the dog has not been declared an invasion of privacy; however, even in the early cases, the dissenting justices held that it might be. Recent cases re-inforce the fact that this issue is still subject to argument.

NOTE: Additional cases for review are cited separately:

- a) *People v. Furman*, 30 Cal. App. 3d 454 (1973) K-9 used to coordinate tip.
- b) *People v. Campbell*, Ill. Superior Court (6/1977) 21 Cal. 2294. Use of trained dogs to detect drugs poses no threat of harassment, intimidation or even inconvenience to innocent citizens.
- c) *People v. Evans*, Cal. Ct. App. 5th Dist. 2/1977 Adverse Case-an exploratory search with K-9's without prior knowledge or reasonably strong suspicion is a constitutionally impermissible invasion of the suspect's reasonable expectation of privacy.
- d) *Buscoe v. State*, Md. Ct. Spe. App. 7/78 Adequate training founded in fact that dog was departmentally owned. Also, dogs are not subject to strongest reliability test for anonymous informers.
- e/f) *U.S. v. Solis*, 536 F. 2d 880 K-9 to confirm unreliable informant *U.S. v. Bronstein*, 521 F 2d 459 "Canine Cannabis Connoisseurs".
- g) *Doe v. Renfrow*, U.S. Dist. Ct. of No. IN 8/79 Adverse Case-Drug detection K-9 made positive alert to female student who had female dog at home in heat. Subsequent search of student violation of her civil rights.

- h) U.S. v. Meyer, 536 F 2d 963 Magistrate issuing warrent need not consider qualifications of police dot used to reveal drugs. Averment in the affidavit that dog and affiant are trained in the detection of narcotics is sufficient explanation.

III. PATROL DOGS AS REASONABLE FORCE

Since the 1300's when, in St. Arlo, France, dogs were used to supplement understaffed law enforcement units, the patrol dog has been at work. In England, just after World War II, dogs were deployed throughout the cities to bolster the efforts of the police. In the U.S. patrol canines became evident in major cities. Baltimore, Maryland, initiated its K-9 program in late 1956 and has held its leadership role for many years.

Patrol dogs handlers should be aware that acceptance of patrol dogs has not been without protest and confusion, even in Maine. This reluctance may be caused by the feedback of some citizens who still perceive the patrol dog, more commonly called "the police dot," as some sort of indiscriminate killer. Some police service experts still disagree as to whether or not dogs should be used for situations such as barricaded subjects, crowd control, and facility security. This confusion, ignorance, and its resultant anti-dog sentiment is essentially a public relations problem for all of us. The competent handler must recognize his role in a daily effort to create positive perceptions.

Every day, while within the public view, we must demonstrate that the properly trained patrol dog is a reasonable, appropriate, and quite legitimate law enforcement tool.

The use of a patrol dog as a tool of law enforcement causes the issue of reasonable force to be raised. As with any law enforcement tool, there will always exist some potential for abuse. No law enforcement officer is justified in using a degree of force greater than that necessary to safely accomplish his task. As professionals, we recognize this and must relate it to the use of the patrol dog. By accepting this instrumentality position, the discussion of patrol dogs as reasonable force follows the same guidelines as one concerned with nightsticks, blackjacks, etc.

One those occasions when situations arise that a reasonable degree of non-deadly force is necessary to effect an arrest, prevent an escape, or control an adversary, the trained patrol dog is an appropriate law enforcement instrumentality. At least part of this belief is the fact that the trained patrol dog will stay and hold a suspect; therefore, there is no escalation of force by the dog unless the suspect causes it.

A controlling principle that we can all accept is simply:

Is the deployment of the K-9 greater, equal, or less than I as an officer would employ without the K-9?

Of course, in addition, the usual force factors must be considered:

- a) Is this reasonable force based upon what I know?
- b) Is the force to be employed grossly out of proportion to the situation?
- c) Is deadly force appropriate in this case?

The reference to deadly force may cause concern among some; however, in certain states, the dog may be declared a dangerous weapon.

Depending on the criminal code of your state, dangerous weapon may be defined in several ways. In Maine, the use of a dangerous weapon means the use of a firearm or other weapon, device, instrument, material or substance, whether animate or inanimate, which in the manner it is used or threatened to be used

s capable of producing death or serious bodily injury.

It seems appropriate to conclude that the facts and circumstances known to you before deployment will be critical in assessing whether or not *that particular* use was reasonable.

The issue of what degree of force does the deployment of a trained police dog reach then is an issue which must be clearly understood by all of us. The difficulty is that, unlike some other legal aspects, there is less case law and herefore considerable confusion surrounding the issue.

Every state criminal code contains clear statutory language regarding the use of force in law enforcement; extending this to the deployment of the patrol dog is a basic responsibility of every competent handler. There will be no need to dictate a standard by statute if handlers will recognize and accept these reasonableness standards.

EXAMPLE:

The use of the K-9 to halt a trespasser may be appropriate unless in addition to ceasing the trespass, the K-9 aggressively mauls and bites the trespasser. Now, the level of force has exceeded that necessary to terminate the trespass; i.e., excessive force was used, a lawsuit may prevail.

On the other hand, if the trespasser et al provoked the K-9, causing an escalation of the force normally used in such a case, the trespasser *may* be outside the class of protected persons.

We must also realize that in today's litigation-minded society, lawsuits abound. Handlers, trainers, chiefs, and political authorities can all expect to share in the embrace of a lawsuit for damages. The fact that the plaintiff may also be a criminal is *not* reason enough to assume the suit will fail.

Perhaps the assumption that litigation and even prosecution may arise from the improper use of the K-9, the handler should be prepared by keeping adequate notes and records regarding training, etc. Separate incident reports as well as aggression (bite) reports should be well prepared. Your best defense may be a careful documented record of the training, testing and performance of your K-9.

It may be a logical assumption that a trained patrol dog has an aggressive nature. Despite the hours of nonaggressive behavior of your K-9 partner, it will be those few minutes of barking and growling that are remembered by the public.

In days gone by, there did exist what was called the "one free bite" theory; this theory postulated that in order to prove a dog had vicious tendencies, the animal had to bite more than one person. There seems to be adequate civil case law now to negate that theory. Many cases have been decided which hold that the first bite is grounds for a declaration of viciousness. Your obligation as a handler is to prevent any indiscriminate bites and by doing so, you help the integrity of patrol dogs everywhere.

In Maine, where patrol dog teams are really just developing, there is mixed public response. Part of the public's ambivalence is due to television portrayals of vicious dogs eating up people for no good reason. Another reason may be the innappropriate deployment of the patrol dog in delicate social situations. The assumption that the patrol dog is capable of great harm is part of the control and deterrence philosophy of K-9 teams; however, this same philosophy serves to further the foundation upon which vicious tendencies is laid. As dog handlers, we must strive to balance these perceptions by the public in such a way as to build support for our programs.

IV. PERSONAL LIABILITY ISSUES

The selection of patrol dog handlers should be a thoughtful process designed to create efficient, effective canine teams. Some authors have suggested criteria, including:

- a) age below 40
- b) minimum of 3 years patrol experience.
- c) agreement from spouse
- d) own a home (rent without fear of moving)

Psychological screening for handlers has been suggested as well. Whatever criteria is used should be designed to prevent problems arising out of the close working relationship demanded of the handler and the dog.

Many patrol dog handlers do not appreciate the liability factors present during the off-duty, at home hours. The patrol dog, like the officer, is always capable of performing. While your pet cat may bite your child's friend without much concern, a playful nip by your off-duty patrol dog is not as calmly received.

If the dog is housed in the home, as many are, the business visitor and licensee upon the property have a granted immunity from harm under civil law. Your liability is not diminished simply because such visitors were loud or boisterous. Some authorities suggest posting adequate warning signs to place such person on notice. This may be controlled by departmental policy as it is with cruisers. Of course, such signs must be legible and understandable to persons of all ages, etc.

Patrol dog handlers who are married may, on occasion, be away from home, leaving the dog with his/her spouse. Does your liability cease at this point? Obviously, the answer is NO! If there is any change in liability, it most probably increases. The department may also be named in the lawsuit as a party to the negligence on your part. Negligence is actionable when you owe a duty to another; you fail to fulfill that duty and as a result, there is some harm or damage.

V. USE OF PATROL DOGS FOR BUILDING SEARCHES

The decision of deploy a patrol dog in a building to locate suspects who may be hidden or may have already left is usually left to the discretion of the handler. His guidance should be from a well-written procedure manual which recognizes the hazard of this type of deployment.

The enthusiasm of law enforcement officers "to catch the bad guy: sometimes erodes the standard set by procedure, good judgment, and common sense. Despite the excited urging of one's peers, the patrol dog handler must satisfy for himself the reasonable force standard. In addition, he must fulfill a duty to other officers, innocent persons, and even the potential trapped suspect. The handler should be sure that no officer, helpful citizen, or authorized person has remained in the building. Notice must be given--clearly and in an appropriate fashion. Reasonable time should be granted for the suspect to surrender if reason prompts that response. Perimeter officers should be given directions as to what response you expect should the dog exit the building through a door or window without your knowledge.

These suggestions are supported in a civil court case from Massachusetts, Ryan v. Marren, 104 N.E. 353, 216 Mass. 556, which suggests that the issue of whether the deployment of the K-9 was reasonable and necessary is essentially a question for the jury. However, the Court was quick to point out that one cannot disregard public safety, true necessity and a give notice requirement in such cases.

VI. THE "OTHER" CATEGORY

Any discussion of the legal aspects of patrol dog deployment must be considered incomplete due to local legal interpretations as well as changing social

environments. It is virtually impossible to anticipate every legal question that may arise out of the deployment of a patrol dog. The handler and his supervisor must strive to anticipate problems and their solutions. A sample of the "other" problems might include:

- a) Your dog is searching a building, off-lead, and knocks over a valuable table, scratches a freshly painted surface, etc. Are you liable? From the discussion so far and assorted other references, the answer is yes. Adequate insurance should be an anticipated item for any patrol dog unit.
- b) What if the dog bites the wrong man in a trio of agitators? Yes. Again the liability is upon you and the department.
- c) What if the dog does indicate the presence of some controlled substance, presumed to be illegally possessed? A rather destructive search reveals no contraband, etc. Yes. Liability exists and monetary damages *may* be awarded. Acting upon "probable cause" is not a legal excuse for causing excessive damage or deprivation of civil rights. While damages *may* not be awarded in such cases, due to your "good faith", the credibility and integrity of the dog program most certainly will suffer.
- d) What if my dog doesn't want to work today? Perhaps it is better to leave the dog at the kennel than risk an error of omission or commission by an animal that isn't up to performing.

Reasonableness will always be the test; the facts and circumstances known to the human member must be well recorded and documented. The dog is an extension of you, the law enforcement officer, he is not your excuse for poor performance.

VII. SUMMARY AND CONCLUSIONS

The utilization of trained patrol dogs is a cost-effective tool in improving law enforcement and public safety services throughout the country today. The growth of such programs as well as the continued success of on-going efforts rests, in part, with each of us. Each of us *must* be discreet in the deployment of the dog and take every opportunity to improve public response and acceptance.

Agencies should develop clear and complete policies and procedures for their patrol dogs. Other members of the police community need to understand the capabilities as well as the limitations of the dog teams since their support is crucial to the success of any program. Since the K-9 is a tool of law enforcement and public safety, proper training concerning the legal aspects is an important training concerning the legal aspects is as important as the operational aspect of their deployment.

All dog handlers must be carefully selected, reflecting the seriousness as well as the complexity of a patrol dog operation. Public relations is an on-going, daily reality; to deny the existence of ambivalence, fear, and distrust by the public is to invite failure of even the best dog team. Every deployment of the team increases its effectiveness as the man and dog mature together; properly utilize your dog teams to maximize their potential.

The thoughtful, deliberate utilization of dog teams in your community can lead to more arrests, less danger to your officers, faster recovery of evidentiary items and contraband and in general, increase the level of service to your community.

As our communities seek more cost effective means of providing public safety and crime continues to threaten our daily existence, the deployment of patrol dogs will be recognized as a meaningful and responsible action.

VIII. REFERENCES

- . Commonwealth v. Michael Tarrant, Mass. App 314 N.E. 2d 448
- . People v. Furman, 30 Cal. App. 3d 454

3. People v. Williams, 51 Cal. App 3d 346
4. People v. Evans, 65 Cal App 3d 924
5. US v. Bronstein (2nd Cir.) 521 F.2d 429 (1975)
6. US v. Solis, (9th Cir.) 536 F.2d 880 (1976)
7. US v. Roce, () 529 F.2d 12 (1976)
8. People v. Craig, 86 Cal. App. 3d 905 (1978)
9. US v. Fulero (D.C. Cir.) 498 F2d 748
10. US v. Venema. Cal. App. (10/77)
11. People v. Campbell, 21 Cr. L2294 (Ill. 1977)
12. Briscoe v. Stale, Md. Ct. Spec. App 7/78
13. US v. Grosshretz, U.S. Ct. Mil. App. 9.78
14. People v. McPherson, Mich. Ct. Appl. 8.78
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