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Department of Criminal Justice Services
Commonwealth of Virginia



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SURVEY AND ASSESSMENT OF
THE GORDONSVILLE POLICE
DEPARTMENT

December 1988

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The Department of Criminal Justice Services,
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PREFACE

In late December 1986, Mr. Robert Hicks of the Department of Criminal Justice Services (DCJS) was contacted by John J. Breeden, Chief of Police, Gordonsville, Virginia, regarding police department policy development.

Chief Breeden had attended a law enforcement management seminar conducted by Mr. Hicks in Waynesboro the preceding November, and was requesting additional information on police hiring policy.

Telephone conversations between these two parties were exchanged, and in October 1987 the chief and the Town of Gordonsville formally requested that a complete organizational assessment of the town police department be conducted by DCJS staff.

In January, 1988, Mr. Hicks began the preliminary survey work on the project, however, unforeseen and time-consuming workload increases at DCJS forced postponement of further activity until July. At that time, responsibility for the project was assumed by Mr. Ernest H. O'Boyle.

This report presents findings and recommendations resulting from the ensuing study.

FOREWARD

The management and operation of smaller police agencies is primarily an overlooked and underpublished realm of research within the law enforcement community. Estimates of average size indicates that upwards of eighty percent of American police departments consist of 20 or fewer officers. Still, the numerous volumes of police performance guidelines and standards of operation continue to reference and are directed at the agencies of between 200 employees (about the size of the Hampton Police Department or the Roanoke Police Department) to the very largest of agencies (New York City Police Department with over 34,000 total employees).

This dearth of information creates obvious problems for the evaluator, and an almost insurmountable dilemma for the progressive small town police chief, i.e., try to use information developed for much larger agencies, or rely on his/her accumulated career knowledge and the limited number of seminars and workshops available through state agencies and professional associations.

In conducting this evaluation of the Gordonsville Police Department, DCJS personnel were very aware of this lack of published resource material. The notable exception to this rule and, as such, the organizational format of the report, are the Standards for Law Enforcement Agencies developed by the Commission on Accreditation for Law Enforcement Agencies, Inc. (CALEA).

The Commission evolved from the joint efforts of the International Association of Chiefs of Police (ICAP), the Police Executive Research Forum (PERF), the National Association of Black Law Enforcement Executives (NOBLE),

and the National Sheriffs' Association (NSA). The Commission developed over 900 standards of performance and service delivery for application to police agencies. The unique factor in this endeavor was the categorization of standards to agency size. Obviously, some levels of service delivery cannot and do not apply to both large and small departments. For example, CALEA 15.1.2 states, "The agency employs a full-time crime analyst." This would be an unreasonable demand of a very small department, but quite integral to a large municipal organization. The Commission, therefore, created a six category index based on agency size. Gordonsville, with four employees, is in category "A," which means the standards applied to the department are necessary for Commission accreditation of all police agencies under ten employees. There are no Commonwealth of Virginia requirements that any police agency seek accreditation, however, most departments going through the process will reap the rewards of peer recognition, liability insurance rate reduction, and political status within the community.

As the report progresses, the examiner will note references to the CALEA standards. The standards and a short explanation will be documented with the appropriate recommendation.

The methodology for this report involved a combination of survey, interview, record and report examination, and statistical analysis. There are several recommendations within the report that are based upon current "state-of-the-art" information.

A special thanks is due the Town of Gordonsville, and especially Chief John J. Breeden, Jr., for the opportunity to conduct this survey. I found the town administration and police officers cooperative, amicable, and frank in their responses to interviews.

SUMMARY OF RECOMMENDATIONS

RECOMMENDATION 1: The department should create a standardized salary scale that includes base pay, benefits explanations, incentive pay, overtime pay, compensatory time, and all issues related to financial considerations.

RECOMMENDATION 2: The department should reassess the administrative role of the Chief of Police and take appropriate steps to alleviate the imbalance of time allocated for management responsibilities.

CALEA 12.1.1

RECOMMENDATION 3: The department should purchase body armor for all employees engaged in patrol activities.

RECOMMENDATION 4: The department headquarters should be relocated to a more suitable physical plant that provides a functional, secure, and aesthetically acceptable environment.

RECOMMENDATION 5: The department should establish comprehensive policy on the collection, labeling, and preservation of evidence, including a master record of property held by the department. All property should be strictly controlled in a secure area. Periodic inventory and disposal of property must be documented.

CALEA 84.1, 4, 5, 9, 10, 12, 13

RECOMMENDATION 6: The department should seek formal cooperative agreements and mutual aid pacts with both Orange and Louisa Counties. These agreements should contain all elements mentioned in Virginia Code section 15.1-131, stipulating:

- that all parties will waive any claims which arise out of their activities outside their respective jurisdictions;
- that all parties will indemnify and save harmless the other parties to such agreement;
- include provisions concerning Workman's Compensation, disability injuries; and
- procedures for mass processing of arrestees; and,
- prisoner transportation procedures; and,
- operation of temporary detention facilities, if needed.

Further, the department should incorporate any written agreements which specify control and accountability at incidents involving officers of other jurisdictions.

CALEA 2.1.1, 2, 3, 4

RECOMMENDATION 7: The department should cease patrol and response activities in both Orange and Louisa Counties until such agreements are produced.
CALEA 2.1.1, 2, 3, 4

RECOMMENDATION 8: The department should establish a basic crime analysis function within the office of the Chief of Police for the collection and analysis of information, and the application of that data to departmental goal achievement.

CALEA 15.1.1

RECOMMENDATION 9: The chief should set specific objectives for each officer and review these goals annually. Objectives are precisely stated ends of achievement. Each should state specific paths to achievement, what constitutes acceptable performance, and the deadline.

CALEA 35.1.3, 4, 5, 6, 7

RECOMMENDATION 10: The department should create written policy stating that the agency is committed to the development and perpetuation of community crime prevention programs.

CALEA 45.1.1, 2

RECOMMENDATION 11: The department should appoint a specific employee whose responsibilities include planning and coordinating crime prevention activities.

CALEA 45.1.3; 45.2.1, 2, 3, 4, 5

RECOMMENDATION 12: The department should arrange with the Department of Criminal Justice Services and/or the Virginia Crime Prevention Association for assistance in the planning and implementation of a comprehensive crime prevention program.

RECOMMENDATION 13: The department, through arrangement with the Orange County Sheriff's Department, should have communications personnel create a complaint dispatch card on all calls for service in the Town of Gordonsville. These cards should be periodically picked up at the sheriff's office by town officers, and used by the chief for data analysis.

RECOMMENDATION 14: The department should develop written policy directing officers to advise the dispatcher of 1) all self-generated reportable instances, 2) town office initiated calls, or 3) all citizen reported calls for service not dispatched.

RECOMMENDATION 15: The department should purchase basic crime analysis software compatible with the town computer system and institute procedures for the input of data necessary for the crime analysis function.

RECOMMENDATION 16: The department should develop a written policy requiring personnel to be issued copies of all Use of Force policies prior to being authorized to carry a handgun.

CALEA 1.3.4

RECOMMENDATION 17: The department should develop a written directive requiring the removal of any officer from line duty, pending administrative review, whose use of force results in a death.

CALEA 1.3.16

RECOMMENDATION 18: The department should develop a directive governing the use of discretion by sworn officers.

CALEA 1.2.2

Salaries

The Commission standards related to pay are as follows:

22.1.1 A written directive describes the agency's salary program to include:

- entry-level salary for the agency;
- salary differential within ranks;
- salary differential between ranks;
- salary levels for those with special skills, if any;
- compensatory time policy; and
- overtime policy.

Commentary: The salary plan for the agency should take into account agency employment standards, skill needs, and salary levels offered by other local employers. The salary plan should be based on the agency's position classification plan and provide for differentiation between ranks, uniform percentage increases between classes and ranks, and room within the ranges for recognition of superior performance.

The policy of the agency concerning the use of compensatory time off in lieu of pay, if utilized, should include conditions where the policy would be applied, rate of accrual, and procedures for application. Overtime policy should be fully descriptive as to what is provided, under what conditions, and the percentage of base hourly rate to be provided.

22.1.2 A written directive describes the means used in determining the elements of the salary program.

22.1.3 The agency's salary program is reviewed annually.

22.1.4 A written directive governs the provision of salary augmentation.

Perhaps no area of personnel administration is as volatile as salary management. Keeping employees from disgruntlement and disappointment with their perceived self-worth is an on-going battle for executives in all industries.

Police officers, being basically no different from employees in other fields, are apt to make salary comparisons, and thus assess their value to the organization and the law enforcement community. The members of the Gordonsville Police Department are similar to most police employees in this respect.

However, the issue of pay is complicated in the town by what appears to be a lack of set scale within the agency. In his study, Municipal Police Administration, George Eastman explains:

"Ordinarily pay is determined centrally, either by the personnel agency, or by the legislative body on the agency's recommendation. This is done in order to take into account objectively the employer obligation to all its employees, regardless of department. It also provides the jurisdiction's top management with the control necessary to the budgeting process, inasmuch as 85 percent or more of the typical police department's operating budget goes for salaries."

Under current conditions, the chief may request of town management to offer a wide starting salary range to a recruit. This situation presents a potential for resentment from bruised egos and losses in production from lowered morale and turnover. The town should create a pay scale for the department that considers levels of experience for new employees and gives current officers a tangible standard for future pay status. This would also give the town two additional bonuses.

First, Gordonsville would advertise and hire at an established, pre-determined rate, simplifying recruitment negotiation.

Second, the rank and file would be able to gauge future salary needs on a standard.

Another area of concern under the topic of salaries is related and predictable: current wages.

Gordonsville is not the lowest paying police department in the Commonwealth, nor is it anywhere near the top. Comparing pay scales of similar size agencies can lead to misperceptions, and equating cost of living and other variables into ones calculations can alter results dramatically.

When addressing this issue, the town must keep in mind that what is expected of a police officer in Gordonsville is the same, if not more, than what is expected of police officers in much more cosmopolitan surroundings.

The Virginia State Department of Personnel and Training created a checklist of job related activities as a part of the position description for law enforcement officers (see chart 3). Of the 17 activities listed for police officers, a Gordonsville officer would be expected to provide 16 of these tasks. The only exception to the rule would be the supervision of inmates, which is normally a sheriff's department responsibility.

Chart 4 provides the results of a salary survey from the same report. Additional information from a telephone survey conducted by DCJS staff would add three jurisdictions for consideration. These sites are added because they compete with Gordonsville for the best qualified area candidates, including present town employees.

The three sites are:

Charlottesville - Starting pay of \$19,476,
top patrolman pay of \$26,346

Albemarle County - \$18,882 to \$26,595 range

Harrisonburg - \$16,403 to \$24,530 range

CHART 3

Correctional Officers

Promotes safety and security
Assists individuals/agencies
Prepares reports/keeps records
Offers court testimony
Provides security for disasters/emergencies
Has arrest powers
Transports inmates
Applies first aid
Supervises inmates

Deputy Sheriffs

Correctional/Jailers

Promotes safety and security
Assists individuals/agencies
Prepares reports/keeps records
Offers court testimony
Provides security for disasters/emergencies
Has arrest powers
Knowledge of security procedures
Supervises inmates
Transports inmates

Law Enforcement Officers

Promotes safety and security
Patrols
Investigates
Assists individuals/agencies
Prepares reports/keeps records
Offers court testimony
Provides security for disasters/emergencies
Operates undercover
Has arrest powers
Implements public relations/citizen education
Transports officials
Transports inmates
Directs/controls traffic
Applies first aid
Implements crime prevention
Supervises inmates
Knowledge security procedures

CHART 4

SALARIES OF SHERIFFS AND DEPUTIES
 SURVEY OF VIRGINIA LOCAL GOVERNMENTS

	<u>Police Chief Salary Range</u>	<u>Police Officer Salary Range</u>
<u>POPULATION</u>		
Under 10,000		
Covington	\$25,850-34,642	\$15,141-20,254
Norton	22,682-33,817	12,432-16,631
Buena Vista	20,980-27,609	14,173-18,652
Lexington	28,745-36,696	15,220-19,455
South Boston	25,776-32,904	15,204-19,656
Average	24,807-33,134	
Virginia Sheriff	28,334-29,785	
Deviation	+14.2% -11.2%	
10,000-19,999		
Fredericksburg	\$28,942-46,051	\$16,204-25,649
Bristol	23,762-33,527	13,490-19,034
Colonial Heights	31,487-40,997	16,021-22,542
Waynesboro	26,672-32,904	14,810-22,800
Average	27,716-38,370	
Virginia Sheriff	32,692-35,597	
Deviation	+18.0% -7.8%	
20,000-39,999		
Hopewell	\$31,227-43,955	\$15,787-25,706
Staunton	29,164-39,808	14,590-19,915
Average	30,196-41,882	
Virginia Sheriff	36,325-39,232	
Deviation	+20.3% -6.8%	

Another consideration is the effect of the creation of new local agencies, such as the possibility of a Hanover County Police Department. The availability of new employment opportunities through expanded police services will provide current town employees, and potential recruits, alternatives to the Gordonsville Police Department.

An issue that was raised several times during the interview process involves overtime compensation.

A Fraternal Order of Police study dated 1987 indicates overtime compensation, in one of several forms, is standard practice in almost every jurisdiction looked at. The present system in Gordonsville is not defined properly and will need to be put in directive form after a clear, definitive decision on format is decided. The matter is further complicated by the rate of turnover at the department, which places unusual time demands on personnel, especially the chief.

The resolution of the overtime issue can be seen as a positive step in creating a solid salary policy.

It is recommended that the town create a new salary and benefit format, more standardized and a matter of strict policy. The policy would include the issues of base pay scales, incentive pay, overtime, compensatory time, and all issues related to financial compensation.

Equipment and Facilities

One of the most interesting areas of the evaluation involves the status of departmental equipment and facilities.

Conversations with the chief indicate that all equipment necessary to perform the law enforcement function was supplied the officers at no cost. "The town supplies everything except socks and underwear." Indeed, the tools that Gordonsville issues to the officers are excellent.

The revolvers and shotguns are standard police issue, and the ammunition is replaced at each of the four yearly weapons proficiency qualifications.

Uniforms and leather goods are better than average in both quality and appearance.

The officers apparently take pride in their appearance and are not prone to the wearing of extraneous or non-functional gear.

The departmental vehicles are in relatively good running condition. Both cars were clean and outfitted properly on inspection, complete with protective screens (although one needed to be specially fitted to the car) and comfortable seating. The cars are full-size cruisers and, although they have been used daily, show few signs of wear and tear.

Maintenance of the cars seems to be under control, and both operate within well-documented, cost-effective limits.

The radio communications equipment is functional but could be improved through single-console display. Currently, cruisers are equipped with several radio monitors, scanners, and citizen band receivers. Communication with the agencies using these frequencies is vital, however, the town should consider consulting with communication professionals who would be able to offer sugges-

tions on the consolidation of the receivers. A single scanner, with priority on calls from the Orange County dispatcher, would result in a less costly, less cumbersome package. Added benefits of this technique would be officer comfort and reduced confusion.

The portable radios and telephone system appear to be capable of handling current usage.

One piece of equipment not issued nor used by the police personnel is body armor.

The value of ballistic resistant body armor cannot be overstated. It goes far beyond the stopping of bullets. The International Association of Chiefs of Police (IACP) Survivors Club reports indicate a sizable number of "saves" of law enforcement officers came in situations involving stabbings, assaults with blunt instruments, and automobile accidents.

Although the vests are somewhat costly (\$250-\$350 each), it is recommended that the town explore the possibility of procuring body armor for each patrol officer and the chief. There are several alternatives for financing this expense, e.g., corporate donation, consolidated purchasing, etc.

Perhaps the most obvious single needed improvement discussed in this report addresses the current police facility. The 1975 Keystone Conference conducted by the Rural Crime and Justice Institute listed the "need for physical facilities that meet minimum standards for effective law enforcement" as the first item of rural law enforcement needs in this category.

The Gordonsville Police Department is in desperate need of a better suited physical plant from which to conduct police business.

The current building provides very little in the way of functionability, professional aesthetics and, most importantly, security. Security is the most

significant issue in the construction of police facilities. The building housing the department does not supply this necessary ingredient.

There is so little room in the facility that it was nearly impossible to conduct interviews in relation to this report without constant interruption. The lack of separate interview rooms for detainees, witnesses, and complainants is unacceptable for a professional police department. The chief's office is a converted closet, and the lack of a secure property locker could have serious implications in prosecution proceedings.

The crowded conditions at this facility invites dangerous and potentially tragic occurrences. Efforts to move to a more operative environment should be initiated without delay.

Although the Commission on Accreditation is not specific on standards for police facility design, they are very explicit in the realm of property control.

Property comes under control of police agencies in three basic manners: 1) that which is owned or used by the department; 2) that which is in the custody of the agency; and 3) that which is acquired by the agency as found, recovered, or evidential property.

Property storage procedures and designated areas for all three of these types of procurement are directed under commission standards 84.1.1 through 84.1.13. Special emphasis in Gordonsville should apply in standards 84.1.1, 4, 5, 9, 10, 12, and 13.

When considering a relocation of the police department, special care should be taken to insure that property control is adequately addressed.

Cooperative Agreements

The town should seek formal cooperative agreements and mutual aid pacts with both Orange and Louisa counties.

Current police patrol responsibilities require traveling through these jurisdictions on a routine basis. The unwritten or "gentleman's agreement" status relevant to law enforcement between the jurisdictions is insufficient in today's litigious society, and creates a potentially embarrassing and costly situation for the town.

Gordonsville enjoys both written and unwritten agreements with Orange County in a variety of service areas, including jail services, animal control, and building code services, but a much more legally comprehensive contract is desirable in those areas where venue or jurisdiction could be an issue.

Gordonsville property outside town limits, such as the cemetery and airfield, require police patrol on a regular basis. However, under current conditions the town patrolman may be technically out of his jurisdiction while traveling to or from these locales. Additionally, the frequent trips to the Town of Orange on official business such as prisoner transport and paperwork exchange presents possible liability situations that formal agreements with Orange County would greatly reduce. These agreements, solidified by appropriate departmental policy orders, would be most beneficial in any court action initiated against the town or the police department. The wording of an agreement could be worked out between the town attorney and his counterpart in Orange County and could include a Mutual Aid Pact for application in emergency situations. Mary Jo Fields of the University of Virginia and the Virginia Institute of Justice has authored a report entitled Local Government

Cooperation in Virginia which delineates the legal basis and rationale for cooperative agreements. Appendix II is a copy of one such agreement from the Florida Department of Law Enforcement. Appendix I and II present copies of the Northern Virginia Law Enforcement Mutual Aid Agreement and the Florida guidelines that could be adapted to fit the needs of Gordonsville and her neighboring jurisdictions.

An agreement with Louisa County is also necessary. Frequent patrol into Louisa County by members of the department is a dangerous policy and should not continue. Recognizing the inbred curiosity of a police officer to check on anything suspicious, exciting, or within the scope of law enforcement, a concrete policy along these lines takes on significant importance. There exists an informal agreement that encourages Gordonsville's officers to enter Louisa County for law enforcement activities. This condition amplifies the potential for legal dangers. Until such time as formal agreements with Louisa County are reached, or the Gordonsville Town limits are adjusted to include those areas along the Route 15/33 corridor, it is strongly suggested patrol activities in Louisa County be discontinued.

The cooperative agreements should address all those issues discussed in § 15.1-131 of the Code of Virginia. The town attorney may desire to contact agencies using this type of agreement for assistance in the detailing of the paper.

Records and Forms

It is refreshing to find a town police department that copes with basic information needs as well as Gordonsville. When information on arrests, incidents, and motor vehicle accidents was requested, the officers knew how and where to locate the data, and the reports themselves were exceptional. Of special note were the motor vehicle collision reports. The effort and detail of these reports is obviously the end result of excellent training and diligent supervision. It appears the officers take pride in any paperwork that bears their name.

Incident reports were also of high quality, with few erasures and misspellings. The paperwork was structured and gave answers to the basic investigatory questions of who, what, when, where, and why.

The accumulated reports are presently being filed in a cabinet in the headquarters building. Older reports are archived in the chief's office. Since the building is locked whenever police personnel are not in it, Commonwealth statutes pertaining to the security of criminal justice information (9-187, 9-190, and 9-191, Code of Virginia) are being complied with.

Chief Breeden has indicated his desire to automate the records, perhaps in conjunction with the town computer system. If this format is adopted, special care must be taken to insure the security requirements of police information. Limited access is a necessity.

The forms being used by the department are a combination of commercially produced police composition and those created by the department to simplify the collection of data necessary for town administration. There exists one or

two redundant queries but, for the most part, the information accumulated is complete and well formatted.

One area the department may wish to explore is the creation of a complaint dispatch file.

The Orange County Sheriff's Department dispatches the majority of calls for service to Gordonsville officers. Each time a call goes out to an Orange County unit, a dispatch card (Exhibit A) is filled out by the communications officer that creates a permanent record of location of complaint, deputies involved in the call, and other necessary information. This card is time-stamped at dispatch, arrival, and in-service, and can be very useful in court proceedings to recreate a time and evidential scenario. Currently, these cards are not filled out on calls dispatched to Gordonsville units. However, discussions with Orange County communications personnel, including the dispatch supervisor, Sergeant Anderson, indicated that creating dispatch cards for Gordonsville's complaints could be easily implemented into current procedures. The cards could be set aside for pick-up at regular intervals by Gordonsville personnel. Additionally, town officers should request the initiation of dispatch cards when happening on a reportable incident, or sent to a service call by town office personnel.

The advantages of this procedure are several. First, a standard form documents calls for service on ALL requests; secondly, verification of times for specific actions is handled by an outside agency. Thirdly, and most importantly, concise and complete crime analysis information is created, which can be transformed into more effective patrol patterns.

EXHIBIT A

COMPLAINANT'S NAME	NATURE OF COMPLAINT	SERIAL NUMBER
COMPLAINANT'S ADDRESS	PHONE NUMBER	LOCATION OF OFFENSE OR INCIDENT
REPORTED BY	ADDRESS	PHONE NUMBER
RECEIVED BY	TIME M DATE	OFFICERS ASSIGNED
DETAILS OF COMPLAINT, OR INCIDENT		HOW REPORTED

(LIST PROPERTY, SUSPECTS, WANTED ON REVERSE SIDE)

PERSONS ARRESTED _____ NO. _____ NO. _____
CASE CLOSED _____ UNFOUNDED _____ CLEARED BY ARREST _____ OTHER _____
APPROVED _____ SIGNED _____ DATE _____

G. A. THOMPSON, P. O. BOX 44881, DALLAS, TEXAS 75206

FORM F 9-4
PRICE GROUP A

The long-range growth projections for the Gordonsville area suggest that the department address this type of information accumulation and usage.

It is suggested that Chief Breeden discuss the particulars of the system with Sheriff Faulconer and his staff. Implementation of the process could begin almost immediately.

Once the card system is established, the chief can arrange for staff to input the data on the town computer sytem. Inexpensive programs are available for the information to be utilized in a crime analysis capacity.

Use of Force

The department's policy manual is more specific in the area of use of force than any other area covered. Almost 30 pages of policy, procedure, and instruction are categorized under this heading. Use of force where only manual restraint (80-24), chemical agents such as Mace (80-25), batons (80-27), and the TASER Electronic Control Device (84-1) are all covered in the policy manual. Firearm usage is well spelled out.

The Commission stresses their concern for policy on use of force to the point of listing guidelines in the initial area of the standards.

Of the 16 mandatory standards for Commission accreditation, the Gordonsville policy manual defines guidelines on 14. The two standards not covered are as follows:

- 1.3.4 - A written directive requires that all sworn personnel be issued copies of and be instructed in the policies described in 1.3.1 through 1.3.3 before being authorized to carry a firearm. (These standards deal with when an officer can use deadly force.)

Commentary - Owing to the importance to standards 1.3.1, 1.3.2, and 1.3.3, the agency should disseminate the directives to all sworn personnel individually.

Although these guidelines are covered during initial training by the department, a specific format should be developed to verify the instruction.

The second standard in this area is somewhat more involved but no less important. The standard reads as follows:

1.3.16 - A written directive requires the removal of any officer from line-duty assignment, pending administrative review, whose use of force results in a death.

Commentary - The purpose of this standard is twofold: 1) to protect the community's interest when officers may have exceeded the scope of their authority in the use of deadly force, and 2) to shield officers who have not exceeded the scope of their authority from possible confrontations with the community.

An officer may go through an entire career of over twenty years in law enforcement without ever being required to draw his weapon, but no officer should be less trained due to these probabilities. There also should be no municipality without the benefit of concrete guidelines as these standards require. The potential for liability actions from use of force by police officers is, of course, the concern here.

It is recommended that the chief develop policy guidelines concerning these two standards and incorporate them into the department policy manual.

Community/Race Relations

The nature of policing at the town level is hardly a clear-cut, definable categorization of duties that will be performed by officers in more or less specialized roles. Rather, small town law enforcement is a combination of all the standard police functions complicated by familiarity, intimacy and more direct (and often swift) accountability to the citizenry they serve. Unlike a large municipal environment, the average Gordonsville resident is much more likely to be personally acquainted with the department's strengths, weaknesses, and members. This status quo certainly has its advantages and is no doubt the direction that modern police administrators desire to pursue. To this goal, the 1960s and 1970s saw a dramatic increase in police management awareness that by the establishment of police-community relations entities within their organizations and a return to community-oriented policing, the public was provided a viable avenue to better understand the police role, and the police could better respond to public priorities.

However, in smaller law enforcement agencies the community relations function must be much more personal and uniformly shared by all employees.

Presentations at the local elementary school, participation in the fireman's parade activities, and foot patrol operations are all examples of the police involvement in community affairs. In all probability, the foot patrol's hours on Main Street actually deter very little crime, generate a minimum of arrests and reportable instances, but benefits the department through recognition and exposure.

It is recommended that these activities be continued and, when possible, expanded to include those portions of the town that appear unresponsive to police initiatives. This subject is discussed at length in the Crime Prevention portion of this report.

Information from the Rappahannock-Rapidan Planning District indicates that at the time of the 1980 census, 360 residents of Gordonsville (approximately 25 percent of the total population) were black. This percentage does not seem to be grossly inconsistent in 1988.

Nothing in the assessment process would indicate that the department, as a unit, manifests a racist or bigoted personality. The apprehensiveness of officers responding to calls and involved in confrontations in the black community is not unique to Gordonsville policemen. Often edginess leads to over-reaction, but the absence of racially-based liability suits involving the police is one indicator that the black community views current police practices as acceptable.

None of the officers interviewed displayed or communicated any indicators that gave an overt appearance of prejudice, however, there were indications that calls for service "across the tracks" (the predominately black residential area) were more likely to put them in an uneasy or apprehensive disposition.

The department has worked hard at and enjoys the reward of a respected and professional relationship with the Main Street business community. Familiarity, professional attitude, and late night "door shaking" contribute to a general contentment with the police by the merchants.

Although the routine police-youth misunderstandings and baiting occur, local teens do not appear agitated by police presence any more than expected.

As with so many areas of the assessment, increased manpower and/or resources would enhance performance in the area of police-community/race relations. Under current restrictions, the department presents itself very well in this area.

In September of 1988, the only black officer in the department resigned and is currently working with another local law enforcement agency. Although not a formal recommendation, the agency may desire to give consideration to the racial makeup of the community when filling this position.

Discretion

Discretion is the freedom to act on ones own judgment. In law enforcement, discretion takes a twofold application, one administrative and one operational.

First is discretion as it applies to the chief's ability and freedom to set departmental policy and law enforcement priorities. The 1974 study by the Virginia Division of Justice and Crime Prevention (DJCP) capsuled this concept as follows:

"Every police chief executive should have the authority to establish his agency's fundamental objectives and priorities and to implement them through discretionary allocation and control of agency resources."

Discretionary practices are difficult decisions for administrators and line personnel alike. The police executive must be aware of his department's strengths, weaknesses, resources, and time allocations and how they are effected by changing demands for service. Each demand for service must be given a priority in the "big picture" that will satisfy all concerned.

Gordonsville is fortunate to employ a chief of police who applies sensible priorities in department direction. Chief Breeden is capable of placing a logical importance to the needs of the town and his department. The town council and police commission should be aware of his professional competence and restrict intervention in police policy matters to only items of the highest importance.

Discretion as it applies to the rank and file is much more personal.

CALEA standard 1.2.2 states:

"A written directive governs the use of discretion by sworn officers."

The written directive should define the limits of individual discretion and provide guidelines for exercise within those limits. We have all heard stories and amusing anecdotes of how people "talked their way out of a ticket." These decisions to issue a summons, or not issue it, are examples of police discretion.

The Gordonsville Police Department is probably no different than any American police agency in that officers will make arbitrary decisions in a number of areas based on any number of mitigating factors. There exists a need for direction in this area in the form of policy.

The DJCP report mentioned above states:

"Every police chief executive should establish policy that guides the exercise of discretion by police personnel in using arrest alternatives."

Placing restrictions in the form of guidelines will be somewhat difficult in an agency where each officer seems to already be using sound judgment in these matters. However, consideration must be given to future growth and personnel changes. The standardization of response and legal implications of unchecked practices are highly regarded concerns here, and policy needs to be developed that addresses this issue. Potential liability issues resulting from unchecked discretionary practices should be of major concern to the department.

Statistics and Policy Implications

There are many factors which will affect the type and volume of crime that occurs in a given area. Caution must be advised when reviewing and comparing these statistics as crime trends will vary from place to place.

The most important and vital influences on crime are:

- Density and size of the community population and the metropolitan area of which it is a part.
- Composition of the population with reference to age, sex, and race.
- Economic status and mores of the population.
- Relative stability of the population including commuters, seasonal, and other transient types.
- Climate, including seasonal weather conditions.
- Educational, recreational, and religious characteristics.
- Effective strength of the police force.
- Standards governing appointments to the police force.
- Attitudes and policies of the courts and prosecuting officials.
- Relationships and attitudes of law enforcement and the community.
- The administrative and investigative efficiency of the local law enforcement agencies, including the degree of adherence to crime reporting standards.
- Organization and cooperation of adjoining and overlapping police jurisdictions.

Crime Factors from Crime in Virginia, 1987

The above roster of crime factors should be reviewed when preparing to discuss the effectiveness of any criminal justice component.

The statistics that are of most concern to the Gordonsville Police Department fall into two categories: crime statistics and manpower summaries.

The Virginia State Police annually publishes the crime statistics for each reporting jurisdiction in the Commonwealth of Virginia. The document produced, Crime in Virginia, categorizes crime statistics in an effort to provide information on the magnitude and trends of crimes committed in the state. The report furnishes law enforcement officials an administrative and operational tool. Other attributes include offender profiles, and a source for comparison in measurement of workload and deterrence effectiveness.

Gordonsville's crime statistics are not extreme toward either end of the crime spectrum. The town's total crime index of 60 is in the median range for jurisdictions of similar size. As is most often the case, larceny and burglary dominate the figures. Out of 60 index crimes reported in 1987, the 31 larcenies and 22 burglaries account for over 88 percent of serious crime in the town.

Chart 1 compares towns with similar populations and law enforcement manpower for a five-year period. There are no figures that would indicate a lack of police effectiveness or productivity.

The monthly manpower summaries are a far more useful tool for the purposes of this assessment.

Chief Breeden has the responsibility to report to the town on a regular basis departmental activities and concerns. The manpower summary is based on individual officer's daily activity reports, arrest forms, and incident and motor vehicle accident data.

CHART 1

Jurisdiction	Year	Population	Crime Rate 100,000	Total Crime Index	% Cases Closed	Sworn Police Manpower	Murder	Forc. Rape	Robbery	Aggrv. Assault	Burglary	Larceny	Motor Veh. Theft	Arson
Gordonsville (Orange Co.)	83	1255	3984.06	50	30.00	4				11	12	26	1	1
	84	1492	2479.29	37	62.16	4		1		3	12	20	1	
	85	1492	3887.40	58	36.21	4				14	14	30		
	86	1485	4511.72	67	38.81	4			1	15	15	36		2
	87	1485	4040.40	60	35.00	4	1			4	22	31	2	
Average		1441.8	3780.71	54.4	40.44	4.0	.2	.2	.2	9.4	15.0	28.6	.8	.6
Hurt (Pittsylvania Co.)	83	1502	1264.98	19	68.42	3				1	2	16		
	84	1377	1670.30	23	13.04	2					3	20		
	85	1377	1742.92	24	75.00	2					7	17		
	86	1453	1995.87	29	89.66	2				3	1	24	1	1
	87	1453	963.52	14	64.29	2						12	2	
		1432.4	1527.52	21.8	62.08	2.2				.8	2.6	17.8	.6	.2
Clarksville (Mecklenburg Co.)	83	1440	4027.78	58	18.97	5				5	12	40	1	
	84	1442	3536.75	51	35.29	5				10	8	32	1	
	85	1442	4022.19	58	32.76	6	1			4	18	33	2	
	86	1600	3687.50	59	25.42	5				3	14	42		
	87	1600	2562.50	41	48.78	5				4	2	33	2	
		1504.8	3567.34	53.4	32.24	5.2	.2			5.2	10.8	36.0	1.2	
Kenbridge (Lunenburg Co.)	83	1351	2442.64	33	48.48	4		1	1	2	11	17	1	1
	84	1496	2540.11	38	47.37	4			1	5	6	25	1	1
	85	1496	1069.52	16	56.25	4				2	3	11		2
	86	1433	1395.67	20	80.00	4				1	3	15	1	
	87	1433	1884.16	27	62.96	4				4	7	16		
		1441.8	1866.42	26.8	59.01	4.0		.2	.4	2.8	6.0	16.8	.6	.8

Statistics taken from Crime in Virginia
1983-1987, published by the Department
of State Police

A six-month comparison of police activity is found in Chart 2. The analysis of these reports is very useful for administrative and operational purposes.

One significant item is reported patrol time. During the six months studied, less than 40 percent of the department's manhours were dedicated to "patrol duties." This figure is low for a town agency. Law enforcement practitioners and experts agree that a figure closer to 60 percent of an officers shift should be spent on routine patrol.

Examination of the other categories gives indications why this situation exists in Gordonsville. Although most time usage is within acceptable parameters, the figures indicating "Miscellaneous" and "Administrative" times are not.

Miscellaneous time is by definition time spent that does not fit into the other categories. Personal time and errands for the town would fit into this category. The misuse of this time can be corrected or reduced through internal directive and may already have been minimized since the survey was completed.

Administrative time accounts for approximately 15 percent of the total manhours worked by the Gordonsville Police Department. This works out to about an hour on each shift. The main reason for this high figure is very easy to understand. The chief of police is attempting to "wear two hats." Due to the demands for routine police services, the chief is also required to function as a patrolman for a majority of his shift. Since the chief's hourly chart is averaged in to the total figures for the department, the administrative time allotment would appear high. If the chief's patrol hours are removed from the category of "Patrol," that rate would drop even lower.

CHART 2

	Manhours Worked	Traffic	Arrests	Adminis- trative	Miscell- aneous	Court	Follow-Up	Patrol	Calls for Service
July 87	499	71 (14.2)	7 (1.4)	67.5 (13.5)	56 (11.2)	21 (4.4)	39.5 (7.9)	185 (37)	52 (10.4)
August 87	541	32.5 (6)	15 (2.8)	75 (13.9)	73 (13.5)	25.5 (4.7)	60 (11.1)	199 (36.8)	61 (11.2)
September 87	490.5	46 (9.4)	9 (1.9)	82 (16.7)	54.5 (11.1)	9 (1.9)	59.5 (12.1)	196.5 (40)	34 (6.9)
October 87	545	70.5 (12.9)	8.5 (1.9)	69.5 (11.4)	58 (10.6)	20 (3.7)	49 (8.9)	228 (41.8)	48.5 (8.8)
November 87	689.5	61 (8.8)	5.5 (.8)	123 (17.8)	96.5 (13.9)	15.5 (2.2)	25.5 (3.6)	291 (42.2)	71.5 (10.7)
December 87	756.5	55 (7.3)	14 (1.9)	113.5 (15.1)	100 (13.2)	33.5 (4.4)	71 (9.3)	285.5 (37.7)	84 (11.1)
TOTAL HOURS	3521.5	336	59	530.5	438	124.5	304.5	1385	351
Monthly Average	586.91	56	9.8	88.4	73	20.8	50.8	230.8	58.5
Percentage of monthly hours	(100)	(9.8)	(1.8)	(14.7)	(12.3)	(3.6)	(8.8)	(39.3)	(9.9)

Note - All figures in parenthesis () are percentages.
 Figures taken from the Gordonsville Police Department
 Monthly Manpower Summary reports July 87 - December 87.

The implications for the town to consider are clear. First, patrol time and availability for routine police services are reduced significantly by the chief's time allotment for management responsibilities. Secondly, patrol duties seriously hamper the chief's ability to innovate, plan, and manage police services. The town should decide on which path the office of chief should follow. To continue splitting his time in this manner will seriously reduce effective administrative and operational capacities.

Solutions to the above dilemma do not come easy. Reductions in police services are not in step with the professional nature of this department. Manpower additions are costly and, without proper planning, a stopgap.

Temporary measures can be instituted as direction is developed. Promotion or appointment of a sergeant to assist in the day-to-day operations of the department may reduce the time demands on the chief, but care must be taken to not allow this position to fall into the same time balancing act.

The chief must also recognize the potential of each member of the organization and employ the expertise the officers bring to the job. Although the chief has officially assigned officers as specialists in areas related to juvenile and crime prevention activities, very little in training or leadership was at their disposal. As a result, the programs have never really reached the desired audience. Again, the real culprit here is time.

Gordonsville is at a crossroads in development of a professional police agency. The leadership capability is present; interviews with police committee members and town officials indicate a desire to develop high standards for the department, individual officers are eager to enhance personal and organizational recognition, and the town is supportive of innovation.

Once the role of chief of police becomes better defined, progress toward all these goals and desires can be realized.

Patrol Operations

A 1977 study conducted by the Kansas City Police Department regarding patrol deployment and effectiveness was perhaps the single most influential study ever completed on these topics. Just how effective "preventive patrol" is and how departments schedule manpower were the two main issues in that report and many subsequent studies. Chief Breeden has these same two issues, although on a smaller scale, facing him. Just as the Kansas City police had concerns over effectiveness of patrol, so too does Gordonsville's department.

The study concluded that there were no discernible differences in levels of crime in areas of high, median, or low patrol intensity. Although the study has been debated since its completion, one logical deduction can be made: random patrol, without any sense of direction, is an ineffectual way to police. Applied to Gordonsville, there is simply no way a single officer on random patrol will have a measurable impact on criminal activity.

The department, therefore, must ask itself how best to have the desired effect, given available resources. One answer is the creation and use of crime and patrol data analysis.

A study by Margaret Levine and J. Thomas McEwen gives a backdrop:

Police have collected data on many aspects of criminal activity for years. Information bulletins, MO files, suspect vehicle files, and pin maps are but a few of the crime analysis products typically found in police departments. Unfortunately, while most law enforcement agencies routinely collect and analyze crime information, there is often a breakdown in its transmission to patrol...the chief value of crime analysis lies in its ability to support departmental decision-making; thus the failure to capitalize upon crime analysis ultimately undermines a department's efficiency and effectiveness.

This statement can be applied to any police agency. In Gordonsville, the police department is similar to a basketball team of very good players; everyone knows how to do his job, they all know the desired results, and they all give a superior effort. However, without a game plan, a strategy, they are just another basketball team. The game plan in professional policing is based on crime analysis.

A review of daily activity reports submitted by the department reveals a recurring entry: "Patrol - all areas covered - 1, 2, 3, 4." Translated, this tells the reader that the officer was conducting a routine drive-through of the entire town, which is divided into four patrol areas. This entry is repeated several times on each log, taking from 30 minutes to one hour to complete. It repeats with no discernible pattern and appears to be performed when time allows.

Certainly, all areas of the town require police protection and services. Most residents feel more secure when they observe a cruiser on their block. However, some areas require more attention, for whatever rationale, than others. The more effective use of patrol time is produced through directed patrol, based on data analysis.

Directed patrol is pre-planned, crime- and location-specific activities being substituted for some portion of the time normally spent on random patrol. The department is actually using this technique but on a crisis basis, that is, when a specific subject is being sought or during a selective enforcement of traffic violations. The concept is not being used in relation to long-range department goals nor in a management-by-objective context. The department needs to analyze data, specify goals, determine enforcement technique, and apply resources accordingly.

This will result in a reevaluation of current patrol deployment and scheduling. It will be effected by manpower availability and will call for the town to recognize the chief's administrative responsibilities should take precedence over his patrol commitment. In short, an almost complete revamping of the patrol function.

Currently, officers going on duty make determinations as to patrol pattern. The information they base this pattern on is a combination of personal experience, oral communication from officers coming off duty, and knowledge of past tendencies. This leaves the officers tremendous flexibility but does not make for the best use of patrol time.

Chief Breeden is very popular with his men and part of his popularity is due to the confidence he has in them. The chief needs to recognize that without clearcut priority setting his department is like the basketball team of good players: dedicated, confident, but subject to falling short of desired goals.

The combination of the chief being given the opportunity to concentrate on administering his department, coupled with the use of available data to determine objectives and the creation of more effective and innovative approaches to town needs, will increase efficiency and productivity while engaged in patrol activities.

Crime Prevention

"The primary mission of the department is crime prevention and the protection of life and property."

Gordonsville Police Department Policy Manual

The concept of crime prevention is loosely applied to any effort aimed at controlling criminal behavior. C. Ray Jefferey, a noted crime prevention practitioner and author, makes the point that crime control is either direct, before-the-fact type of control, or indirect, which applies to measures taken after a crime has taken place. Gordonsville has committed nearly all of its crime control resources on indirect methods of crime prevention. Police officers enforce the speed limit through radar setups and observation, warrants are served routinely and punctually, and crimes are investigated dutifully. However, the policy manual statement of mission is not being taken to the direct stage of prevention.

Interviews with the chief and a Department of Criminal Justice Services questionnaire completed in February, 1987 by him revealed that the town has no Neighborhood Watch Program, no home security inspection services, and not even a budget item for crime prevention activities. No citizen groups have been organized, no volunteers recruited, nor has there been an active town administration involvement in crime prevention promotion.

This lack of a substantial crime prevention program cannot be laid solely at the police department's feet, and the town cannot hope to meet the growing need for a program through the use of the existing police resources.

To create a total crime prevention package, a commitment by the town government is a necessity. This commitment would provide an avenue for new programs, not necessarily administered by the department, to be initiated. Of course, the police would supply the technical aid that the plans would need.

Gordonsville, as a growing political entity, must recognize that effective crime prevention is an impossibility for a four-man police department. The job may not be effective with a twenty officer department. Citizen involvement should be recruited, promoted, employed, and recognized.

Technical assistance in the planning and development of a crime prevention agenda is available at no cost through the Department of Criminal Justice Services and the Virginia Crime Prevention Association.

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APPENDICES

- I. - Operational Procedures: Northern Virginia
Law Enforcement Mutual Aid Agreement
- II. - Voluntary Cooperative Agreement - Florida
Department of Law Enforcement
- III. - Operational Assistance Agreement - Florida
Department of Law Enforcement
- IV. - Officer Discretion Questionnaire
- V. - Officer Interview Questionnaire
- VI. - Personal Interview Questionnaire

Appendix I

571.10 OPERATIONAL PROCEDURES-NORTHERN VIRGINIA LAW ENFORCEMENT
MUTUAL AID

References: Northern Virginia Law Enforcement Mutual Aid Agreement, Adopted April 7, 1980; Operational Procedures Northern Virginia Law Enforcement Mutual Aid Agreement, Adopted February, 1979

I. PURPOSE:

The purpose of this directive is to establish guidelines for requesting assistance from another Virginia Law Enforcement Agency in the event of an actual or imminent state of emergency or a public occurrence which requires a jurisdiction to request temporary assistance not to exceed four hours in duration.

II. PROCEDURE FOR REQUESTING ASSISTANCE:

The following procedure shall be followed by all personnel authorized to request assistance:

- A. The Chief of Police, Sheriff, or the official acting second in command shall be authorized to request assistance or authorized to approve requests for assistance which arise from states of emergency, actual or imminent.
- B. The Chief of Police, Deputy Chief of Operations Division or their designee, shall be authorized to request assistance or authorized to approve requests for assistance which arise from public occurrences which require rapid response of short duration. Whenever assistance for public occurrences necessitates assistance for more than four consecutive hours, the requesting jurisdiction shall gain the approval of the Chief of Police, Sheriff, or the official acting second in command, from the assisting jurisdiction. Without such approval after four hours the personnel of the assisting jurisdiction shall cease activity in the requesting jurisdiction.
- C. Requests for assistance for public occurrences of short duration and states of emergency shall be made by telephone or the Police Mutual Aid Radio System. All requests for assistance for states of emergency shall be verified by teletype message initiated by the official authorized to make such a request.

- D. Whenever possible, jurisdictions party to the Mutual Aid Agreement dated April 7, 1980, shall alert other jurisdictions of the need to stand-by for possible assistance.
- E. The requests for assistance shall include the following:
 - 1. The name and position of the official making the request.
 - 2. The nature of the emergency or public occurrence, and location.
 - 3. The number of personnel requested, and whether specialized personnel are essential to the assistance.
 - 4. The type of equipment needed for assistance.
 - 5. The name and rank of the officer to which the assisting personnel shall report.
- F. The authorized official of the assisting jurisdiction shall evaluate all requests for assistance and shall promptly advise the requesting jurisdiction of the number of personnel, specialized units, and equipment that will be provided.

III. DEPLOYMENT OF ASSISTING PERSONNEL:

- A. Whenever possible, assisting personnel shall be deployed as a unit, with supervision from members of their command.
- B. Assisting personnel shall be deployed as supporting units whenever possible.
- C. The assisting personnel shall respond to all lawful directives issued by the ranking officer of the requesting jurisdiction. Such directives which are contrary to law, or the orders, regulations and rules of the assisting jurisdiction shall not be recognized.
- D. The withdrawal of personnel or equipment shall be with the agreement of the requesting and assisting jurisdiction, if possible. Either the requesting or assisting jurisdiction shall cause the withdrawal of personnel and equipment if agreement is not reached. Notification shall be given upon withdrawal.

IV. USE OF DEADLY FORCE:

- A. Deadly force by personnel of assisting jurisdictions shall be used only when necessary to prevent death or serious bodily harm to any person.

- B. Specialized units which are trained for hostage or barricaded situations are uniquely qualified to evaluate the conditions which can only be resolved by the use of deadly force. Therefore, the ranking officer of the requesting jurisdiction shall not commit such specialized units to an event unless it is apparent that deadly force may be required. When such units are committed, the supervision of the specialized unit shall be completely controlled by the commander of the unit. Continuous communication shall be maintained between the commander of the specialized unit and the ranking officer of the jurisdiction. The purpose of this communications is to finalize the exercise of deadly force.

VOLUNTARY COOPERATION AGREEMENT

Witnesseth

Whereas, it is the intent of this agreement that because of the existing and continuing law enforcement problems, especially those that cross jurisdictional lines, and in order to ensure that the preparation of law enforcement will be adequate to deal with such activity, protect the public peace and safety, and preserve the lives and property of the people; and

Whereas, _____
and _____ have the authority under Chapter 23.12, Florida Statutes the Florida Mutual Aid Act, to enter into voluntary cooperation agreements; and

Whereas, (Specify the exact nature of law enforcement assistance to be rendered.)
(EXAMPLE: dealing with investigating homicides, sex offenses, robberies, assaults, burglaries, larcenies, gambling, motor vehicle thefts, drug violations pursuant to Chapter 893. F.S., backup services during patrol activities, and inter-agency task forces;)

Now, therefore the parties agree as follows:

Section I: In the event that a party to this agreement is in need of assistance as set forth above, they shall notify the agency or agencies from whom such assistance is required. The agency head whose assistance is sought shall evaluate the situation and his available resources, and will respond in a manner he deems appropriate. Where investigative priorities arising during a law enforcement operation require crossing of jurisdictional lines, each party agrees to notify the agency head or his designee of the county/city involved prior to, or as soon as possible after, jurisdictional lines are crossed.

Section II: Each party agrees to furnish necessary equipment, resources and facilities and to render services to each and every other party to the agreement as set forth above; provided however, that no party shall be required to deplete unreasonably its own equipment, resources, facilities, and services in furnishing such mutual aid.

Section III: The political subdivision which furnishes any equipment pursuant to this agreement shall bear the loss or damage to such equipment and shall pay any expense incurred in the operation and maintenance thereof. The political subdivision furnishing aid pursuant to this part shall compensate its employees during the time of the rendering of such aid and shall defray the actual travel and maintenance expenses of such employees while they are rendering such aid, including any amounts paid or due for compensation due to personal injury or death while such employees are engaged in rendering such aid.

Section IV: (The agreement shall specify which agency shall bear any liability arising from acts undertaken under the agreement. EXAMPLE: Each agency will bear the liability arising from acts undertaken by its personnel pursuant to this agreement). All of the privileges and immunities from liability, exemption from laws, ordinances and rules, and all pension, insurance, relief, disability, workers' compensation, salary, death and other benefits which apply to the activity of such officers, agents, or employees of any such agency when performing their respective functions within the territorial limits of their respective public agencies shall apply to them to the same degree, manner, and extent while engaged in the performance of any of their functions and duties extraterritorially under the provisions of this mutual aid agreement. The provisions of this section shall apply with equal effect to paid, volunteer, and auxiliary employees.

Section V: Each party shall provide satisfactory proof of police professional liability insurance including public liability insurance in the minimum amount of \$_____ or that it is a self-insured entity for purposes of Chapter 768.28(13) of the Florida Statutes. Self-insured parties shall provide proof of a minimum of \$_____ liability coverage. Should the coverage of any party be cancelled or undergo material change, that party shall notify all parties to this agreement of such change within ten days of their receipt of notice of such change.

Section VI: The resources or facilities that are assigned by the assisting agency shall be under the immediate command of a supervising officer designated by the assisting agency. Such supervising officer shall be under the direct supervision and command of the agency head or his designee of the agency requesting assistance.

Section VII: Whenever the employees of any law enforcement agency are rendering aid outside its jurisdiction and pursuant to the authority contained in, or to any written agreement entered under, this part, such employees shall have the same powers, duties, rights, privileges, and immunities as if they were performing their duties in the political subdivision in which they are normally employed or appointed.

Section VIII: This agreement shall be in effect from _____, through and including, _____. Under no circumstances may the agreement be renewed or extended except in writing.

Section IX: Any party may withdraw from this agreement upon written notice to all other parties.

In Witness Whereof, the parties hereto cause these presents to be signed by their duly authorized officers on the above mentioned date.

NAME/TITLE
CITY OR COUNTY

DATE

NAME/TITLE
CITY OR COUNTY

DATE

NAME/TITLE
CITY OR COUNTY

DATE

OPERATIONAL ASSISTANCE AGREEMENT

Witnesseth

Whereas, the subscribed law enforcement agencies are so located in relation to each other that it is to the advantage of each to receive and extend Mutual Aid in the form of law enforcement services in intensive situations falling short of emergencies under s. 252.34(2); and

Whereas, it is the intent of this agreement that because of the existing and continuing possibility of intensive situations and other law enforcement problems, and in order to ensure that the preparation of law enforcement will be adequate to deal with such activity, protect the public peace and safety, and preserve the lives and property of the people; and

Whereas, _____ and _____ have the authority under Chapter 23.12, Florida Statutes, the Florida Mutual Aid Act, to enter into a requested operational assistance agreement for the requesting and rendering of assistance in law enforcement intensive situations:

NOW, THEREFORE, BE IT KNOWN that the aforesaid law enforcement agencies hereby approve and enter into this agreement whereby each of the agencies may request and render law enforcement assistance to the other in (specify the law enforcement intensive situations in which assistance will be rendered, Example: Civil disturbance, large protest demonstrations, aircraft disasters, fires, natural or man-made disasters, sporting events, concerts, parades, etc.).

Now, therefore the parties agree as follows:

Section I: In the event that a party to this agreement is in need of assistance as set forth above, they shall notify the agency or agencies from whom such

assistance is required. The agency head whose assistance is sought shall evaluate the situation and his available resources, and will respond in a manner he deems appropriate.

Section II: Each party agrees to furnish necessary equipment, resources and facilities and to render services to each and every other party to the agreement as set forth above; provided however, that no party shall be required to deplete unreasonably its own equipment, resources, facilities, and services in furnishing such mutual aid.

Section III: The political subdivision which furnishes any equipment pursuant to this agreement shall bear the loss or damage to such equipment and shall pay any expense incurred in the operation and maintenance thereof (unless otherwise provided in a written agreement entered under this part). The political subdivision furnishing aid pursuant to this part shall compensate its employees during the time of the rendering of such aid and shall defray the actual travel and maintenance expenses of such employees while they are rendering such aid, including any amounts paid or due for compensation due to personal injury or death while such employees are engaged in rendering such aid (unless otherwise provided). Nothing herein shall prevent the requesting agency from requesting supplemental appropriations from the governing authority having budgetary jurisdiction to reimburse the assisting agency for any actual costs or expenses incurred by the assisting agency performing hereunder. (Compensation or reimbursement to the assisting agency, if any, shall be as provided in the agreement.)

Section IV: (The agreement shall specify which agency shall bear any liability arising from acts undertaken under the agreement. Example: Each agency will bear the liability arising from acts undertaken by its personnel pursuant to this agreement). All of the privileges and immunities from liability, exemption from laws, ordinances and rules, and all pension, insurance, relief, disability, workers' compensation, salary, death and other benefits which apply to the activity of such officers, agents, or employees of any such agency when performing their respective functions within the territorial limits of their respective public agencies shall apply to them to the same degree, manner, and extent while engaged

in the performance of any of their functions and duties extraterritorially under the provisions of this mutual aid agreement. The provisions of this section shall apply with equal effect to paid, volunteer, and auxiliary employees.

Section V: Each party shall provide satisfactory proof of police professional liability insurance including public liability insurance in the minimum amount of \$ _____ or that it is a self-insured entity for purposes of Chapter 768.28(13) of the Florida Statutes. Self-insured parties shall provide proof of a minimum of \$ _____ liability coverage. Should the coverage of any party be cancelled or undergo material change, that party shall notify all parties to this agreement of such change within ten days of their receipt of notice of such change.

Section VI: The resources or facilities that are assigned by the assisting agency shall be under the immediate command of a supervising officer designated by the assisting agency. Such supervising officer shall be under the direct supervision and command of the agency head or his designee of the agency requesting assistance.

Section VII: Whenever the employees of any law enforcement agency are rendering aid outside its jurisdiction and pursuant to the authority contained in, or to any written agreement entered under, this part, such employees shall have the same powers, duties, rights, privileges, and immunities as if they were performing their duties in the political subdivision in which they are normally employed or appointed.

Section VIII: This agreement shall be in effect from _____, through and including, _____. Under no circumstances may the agreement be renewed or extended except in writing. (There must be a definite time limitation).

Section IX: Any party may withdraw from this agreement upon written notice to all other parties.

In Witness Whereof, the parties hereto cause these presents to be signed by their duly authorized officers on the above mentioned date.

NAME/TITLE _____
CITY OR COUNTY

DATE _____

NAME/TITLE _____
CITY OR COUNTY

DATE _____

Appendix IV

In the following section, place an (X) in the box which would BEST indicate your perception of appropriate police action.

	Absolutely must do.	Preferably should do.	May or may not do.	Preferably should not do.	Absolute: must not do.
1. Request ID from a suspicious acting person					
2. Escort a female who requests escort to her auto.					
3. Report a fellow officer who is visiting a girlfriend while on-duty.					
4. Transport an ill person to the hospital in the cruiser.					
5. After overhearing a radio call to another unit, avoiding the area of the call.					
6. Assist Louisa Co., without being dispatched, on a fight call at the <u>Wooden Nickel</u> .					
7. Report defective street lights.					
8. Perform foot patrol on Main St. AFTER business hours.					
9. Arrest on intoxicated citizen near his home.					
10. Enforce jay-walking laws.					
11. Arrest a subject at the direction of a <u>Police Committee</u> member.					
12. Work, off-duty, as a call-taker at Republican or Democratic Campaign Headquarters.					
13. Post bail for a close friend who has been arrested for DWI in Richmond.					
14. Allow an arrestee who poses no threat to ride to the magistrate without being handcuffed.					

Absolutely must do.	Preferably should do.	May or may not do.	Preferably should not do.	Absolutely: must not do.
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15. File a report on a "domestic fight" where the female has been slapped, but desires no further action.

16. Arrest a citizen for making cat-calls at females.

17. Make a concerted effort to serve an arrest warrant that has no address listed.

18. Use a "choke hold" to control a disorderly until he can be handcuffed.

19. Type a letter to Henrico Co. requesting information from the police record room, but not informing your Chief or your Sgt.

20. Report to a supervisor upon discovering a fellow officer DWI.

21. Wear your off-duty weapon on a family outing to Luray.

22. Place a confiscated weapon in the locked trunk of your car overnight, and then placing same in the property locker in the morning.

23. Give your name and badge number to anyone who requests it.

24. While on-duty, stop by the local convenience store, and purchase bread and milk for use at home.

25. Refuse to respond to a dispatched call that is located four miles outside of town.

Appendix V

1. Do you maintain a personal copy of the Gordonsville Police Department Policy Manual? Yes _____ No _____
2. Do you feel pressure to issue your "quota" of traffic summonses? Yes _____ No _____
3. Do you believe you are properly trained to fulfill the position you currently hold on the Department? Yes _____ No _____
4. Do you believe current training stresses one area too strongly? Yes _____ No _____
5. If yes to #4, which area is too strongly stressed? _____

6. Are there areas of training you feel need additional emphasis? Which ones? _____

7. In a normal work shift, how often do you patrol the following locations? (times per shift)

Wooden Nickel _____	Confederate Manor _____	Patrol #2 _____
Airport _____	Traffic Circle _____	Patrol #3 _____
Cemetery _____	Patrol Area #1 _____	Patrol #4 _____
Area of Lucketts Alley & Cobb St _____		
8. Do you work an off-duty job? Yes _____ No _____ Hrs./Wk _____
9. Do you believe you are supplied with all necessary police equipment? Yes _____ No _____ List any equipment you believe the Department needs to issue that currently is not issued _____

10. How long do you plan to serve as a Gordonsville Police Officer?
1 yr. _____ 1-3yrs. _____ 3-5 yrs. _____ Career _____

Appendix VI

Personal Interview

1. Age _____
Marital Status _____
Yrs/Mos in law enforcement _____
Yrs/Mos w/ Gordonsville P.D. _____
Hometown _____
Current Residence _____
2. Why are you a Gordonsville Police officer?
3. Relate how you were hired.
4. You indicated on the survey that you intended to stay with the department _____. Why was that your response?
5. What are your Departments strongest points?
6. What are your departments weakest points?
7. What are your personal strongest law enforcement related attributes?
8. What are your weakest law enforcement related attributes?

9. What is your most favored police related activity?

10. What is your least favored police activity?

11. Tell me what a normal shift consists of in terms of activities.

12. Have you ever been disciplined by the department and was your treatment fair?

13. Do you believe the department is viewed favorably or unfavorably by the following groups:
 1. Local Merchants
 2. Local Blacks
 3. Local Juveniles
 4. Town Council
 5. Police Committee
 6. Other Police Departments

14. If you could change one thing about your present job what would it be?