# Implementation of a K-9 Unit

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### Abstract

This paper examines a number of issues related to the implementation of K-9 units by local law enforcement agencies in Florida. The research approach included examination of agency materials and interviews with experts from three Florida law enforcement agencies, as well as review of pertinent publications. The topics addressed include: the purpose(s) of K-9 units; selection of dogs; maintenance of k-9 units; and civil liability issues.

The author concludes that the purchase of trained dogs is a better investment than accepting donated dogs, and that through careful planning and implementation, agencies can implement effective K-9 units successfully and minimize their civil liability.

## Introduction

The use of Police K-9's in law enforcement is becoming more widespread and beneficial to officers, their agencies, and communities. There are numerous issues that affect the planning and implementation of a K-9 unit. The increasing use of dogs as a tool for law enforcement makes it even more necessary to closely examine all issues involved in this endeavor.

The canine brings the potential for civil liability lawsuits, uses department resources, and may be considered an excessive use of force. Any agency considering implementation of a K-9 unit must prepare to ensure the successfulness of that unit. This preparedness should not be taken lightly.

All agencies need to examine what benefits they expect from their canine unit. The benefits and uses of the unit must exceed the costs to be an effective tool. The dog, if used mainly for public relations would not be cost effective. If the dog is providing only a psychological tool to intimidate criminals, that is not enough. Establishing a police dog unit must meet and exceed the highest level of proficiency and professionalism. This takes planning, budgeting, and implementation according to guidelines and goals. In presenting the canine mission, one agency succinctly defined its goal in this manner, according to Dan Burger (1991), the managing editor of <u>Police</u> magazine:

The set of philosophies you develop in order to achieve your mission will determine whether you make a beneficial contribution to the role police dogs play in modern law enforcement or whether you become a liability that undermines the good work of many before you. (p. 4)

Before an agency begins the implementation process, sound legal advice should be obtained from their local legal advisors. The legal advisors should look at current procedures and policies and determine what revisions need to be instituted to reduce civil liability. Issues addressed should include:

- Selection of a handler
- Selection of the dog
- Adequate training
- Development of K-9 manuals

- Accurate record keeping
- Use of the dog in the field
- Housing of the dog
- Prior court decisions with regard to use of force

The areas regarding whether a canine unit should be implemented have to be thoroughly studied and understood. Escambia County Sheriff Jim Lowman told <u>The Sheriff's Star</u> (1993, p.4), "There's no substitute for K-9's. They are very valuable in tracking and vehicle searches, and they have the ability to find things that humans would overlook. If I reduced the number of K-9's, I would reduce my law enforcement capability."

## Methods

The research for this project was compiled through review of agency materials, books, magazines, and newspapers.

Interviews were conducted by telephone with persons representing the Escambia County Sheriff's Office, Miami Police Department, and the Polk County Sheriff's Office. The representatives of these agencies were active members of K-9 units, all with a minimum of five years experience in training and handling of police dogs. The interviews involved conversation on their opinions and experience in the operation of a K-9 unit.

## Results

## Implementing a K-9 unit in a law enforcement agency

The first step to implementing a K-9 unit within an agency is to determine how the dog will be used. "Seek out and talk with existing K-9 units", advises Don Slavik, President of the United States Police Canine Association (MacKenzie, 1991). Officers with experience can tell better than anyone else what to expect, what problems will most likely be encountered and how to handle them, Slavik says. The most popular, practical and cost effective uses of the police K-9 are:

- Suspect apprehension through tracking and searching
- Evidence location
- Drug detection
- Public relations; and
- Bomb detection.

Once the decision has been made on what functions the K-9 team should perform, it is important to know how to recognize good work in those areas. There are two national organizations in the United States that certify the performance of police dogs. Standards are set for K-9 teams, through certification tests that were based on the opinions of experts from across the country. The United States Police Canine Association (USPCA) meets twice a year to discuss new ideas and canine training methods. The USPCA is currently the largest and oldest active organization of its kind. It developed a format for competition that demonstrates several skills considered to be important for police K-9's. By entering a competition and scoring a certain number of

points, a team's talents are demonstrated and certification is granted (MacKenzie, 1991).

Eventually a small group, less interested in competitions, split from the USPCA and formed the North American Police Work Dog Association (NAPDA). They began offering certification tests that are not based on points awarded in competition, but on a pass/fail basis in a non-competitive environment (MacKenzie, 1991).

Both organizations have a large and active membership. The certification standards are a major benefit to anyone trying to obtain a police K-9.

On October 27, 1988, the Florida Criminal Justice Standards and Training Commission approved the criteria for K-9 team certification (Miami Police Department, 1991). The criteria included the K-9 Team Training Instructor Course outline and the K-9 Team Training Course outline.

The forty hour K-9 Team Training Instructor Course enhances the knowledge, skills, and abilities of an individual aspiring to become a K-9 team instructor and to ensure quality K-9 team training for criminal justice personnel.

The 400 hour K-9 Team Training Course includes:

I. IN-CLASS INSTRUCTION - 20 Hours

This block of instruction covers report writing, historical background of K-9 use, record-keeping, proper first aid techniques to use on the K-9, legal issues, field procedures and proper care of the K-9.

## II. OBEDIENCE - 100 Hours

The K-9 is taught the basic commands of sit, down, stand, heel, and come. He/she will also be taught distance control, stay, social exposure (people) and control of criminal aggression.

III. CRIMINAL APPREHENSION - MAN WORK - 100 Hours The K-9 is taught how to apprehend a subject under "normal" conditions and while under gunfire. Instruction will also include recall on command and protection of the handler when necessary.

## IV. BUILDING SEARCH - 40 Hours

The K-9 team learn; to search, locate, alert to, and/or apprehend a concealed suspect inside a building by using the K-9's olfactory and hearing senses. Further instruction includes: control of the K-9, coordination of the handler and K-9's efforts, and how to recognize the K-9's alert.

V. AREA SEARCH - 40 Hours

The handler and K-9 learn to locate a hidden suspect outdoors in an area of multiple terrain by using the K-9's olfactory sense. Also, proper search techniques, including selection of equipment, deployment, scent cone and wind effect on a scent cone are taught.

VI. ELECTIVES - 100 Hours

This block of instruction provides a flexibility factor. Suggested topic areas are agility, article search, and tracking.

VII. EVALUATION - (no hours assigned) Evaluation is provided to establish whether the K-9 can demonstrate the minimum standards of proficiency.

The Criminal Justice Standards and Training Commission is responsible for issuing certificates to K-9 Instructors. The Training Center Directors are responsible for verifying an instructor's eligibility to train and evaluate K-9 teams. The certification, which became effective January 1, 1989, is voluntary. An agency that has a K-9 unit certified by the Florida Department of Law Enforcement Criminal Justice Standards and Training Division is ensured quality K-9 team training (Miami Police Department, 1991).

## Obtaining dogs for the K-9 unit

Many things must be considered when selecting the right dog for use as a police work dog. A dog should be at least 18 to 24 months old before he becomes a fully trained animal working in the capacity of the police work dog. The average "street life" of a police dog can range anywhere from five to eight years, sometimes more (Stuart, 1983).

## Selecting a puppy or an untrained adult dog

If selecting a puppy, it is best to choose from a good breeding stock background with no history of hip dysplasia in the family tree. Other things to consider in a young pup are his temperament, enthusiasm and his natural instincts. Hip dysplasia is a hereditary crippler among dogs. All dogs should be examined closely for hip dysplasia before being considered for a full training program, because in advanced cases of hip dysplasia, the dogs effective street life and service is greatly shortened. To check a dog for this, a vet must x-ray the dog.

It is usually a poor idea to have anyone except an experienced trainer select the dog. Very few dogs have the temperament needed to become a good patrol dog, and to recognize such an animal requires an in-depth knowledge of canine communication and proper testing procedures. Basic information on this subject may save some officers the time and effort trying to persuade trainers to work with unsuitable dogs (Stuart, 1983).

The city of Miami, Florida, mandates testing procedures designated to eliminate the following deficiencies:

- Hand shyness
- Gunfire shyness
- Cowardice
- Over aggressiveness
- Poor health

The testing procedures should never be conducted on the dogs' home ground. Many dogs look great in their own backyard, but perform poorly elsewhere. Police dogs do not work in their own backyard. In fact, they have to work in what is clearly someone else's backyard. When testing, tie the dog securely to a pole or other object with a collar that will not pinch or choke it. Have everyone the dog knows remain out of sight. This is to make sure the dog is tested on what he can do on his own. The different procedures are conducted and the different reactions are read.

Friendliness is a good place to start. A stranger should walk directly up to the dog, reach down and pat it gently on the top of the head. A good candidate will accept this in a friendly, confident manner. This is important since the modern police dog must be friendly on command of the handler. Dogs can be taught many commands, but it is difficult to train them to be friendly.

Gunfire shyness is another important testing procedure. The tester walks around the dog in a non-threatening manner, a short distance from the dog, with a blank gun hidden. When the dog is out near the end of the leash line, fire two or three rounds. Stop immediately if there are any signs of insecurity. Police dogs will eventually have to tolerate the sound of gunshots.

Someone experienced in training dogs to bite at the correct time and in the correct way tests the aggressiveness of the dog. The tester runs past the dog attempting to trigger aggression using body language. Dogs that stay aggressive for long periods of time often have control problems later in training. The ones that show aggression but cool off quickly are the ones that will pass the preliminary testing.

If the dog looks confident on all these preliminary tests, he may be suitable for a 14 to 15 week basic K-9 school (MacKenzie, 1991).

### Using Trained Dogs

A different approach seems to be gaining favor with many agencies: instead of having a potential handler and dog in school for 10-15 weeks, the agency purchases a trained police K-9 under contract, guaranteeing various abilities of the dog. While this will also require some work together between the handler and K-9, that time is generally 2 to 4 weeks.

Many of the dogs involved in this system are schutzhund-trained dogs imported from Germany. Schutzhund (translated "protection dogs") is a sport that originated in Germany. Many of these dogs have the basics in obedience, tracking, and apprehension (MacKenzie, 1991).

K-9 unit trainers from the Escambia County Sheriff's Office, Polk County Sheriff's Office, and the City of Miami Police Department all favor the contract purchasing of trained dogs. The purchase of trained dogs increases the probability of success for the K-9 unit.

Table 1 shows the estimated cost comparison summarizing the approximate cost difference between the two ways to obtain dogs for a K-9 unit. Upon first learning the cost of a trained dog, K-9 supervisors from Polk County Sheriff's Office feel that the dollar amount is unrealistic for their budget. However, closer examination indicates it may not be. When the officer's salary is added into the cost analysis of time spent training a donated, untrained dog, it is less expensive to purchase a dog. There is also the benefit of the contract on a purchased dog. If the dog does not meet expectations, it can be returned for reimbursement or another dog. There is no such guarantee for a donated dog.

Cost Comparisons

Traine	d doa	
	Drug and patrol dog* \$4	.500.00 & up
	Street patrol dog* \$3	3.500.00 & up
	Untrained (workability guaranteed)* \$2, 000.	
Donate	ed dog	
	Untrained dog (no workability guarantee)	
	Veterinary check	\$0-350.00
Handle	er's salary for training period	
	Trained dog (4 weeks)	-** \$1,540.00
	Untrained dog (for patrol only-10 weeks)	-** \$3,850.00
Traine	d dog and handler cost	
	Drug and patrol dog	\$6,040.00
	Street patrol dog	\$5,040.00
	Untrained (guaranteed)	\$5 850 00

Table 1. Cost comparisons between trained dogs with workability guarantee and untrained, donated dogs. \*Data from VomKatzenblut Shepherd, Ft.Myers, Florida. \*\*Data from Polk County Sheriff's Office, 1995. \*\*\*Length of training may extend.

## Preparedness

A number of areas must be addressed in order to ensure well-prepared K-9 units. The officer and the dog, both of whom have had extensive training in becoming an investigative team are invaluable to their department. Any situation can arise in the field and the properly equipped unit will perform with rewarding results (Eden, 1985).

## The Officers' Uniform

The uniforms should be comfortable, wearable and practical, as well as professional. Most agencies have their K-9 handlers wearing a two piece swat-type combat uniform. The separate shirt and pants allow the handler to wear a belt through the pants belt loops, through which he/she can secure a gun belt. The deep pants and shirt pockets are suitable to carry equipment needed. The heavy-duty cotton material is comfortable in the varying situations the team may encounter.

Siliconed combat boots are comfortable to wear and will keep the feet warm and dry. They are durable and give support in difficult footing situations (Eden, 1985).

## The K-9 Unit Patrol Vehicle

The patrol vehicle should be designed for the use of the K-9. The compartment utilized by the dog should be constructed to allow for his comfort, ventilation, and to prevent him from being injured. The dog should be able to lie down and still be able to see out the windows.

In a standard four-door car, the rear seat should be removed, and a platform covered with rubber matting secured to the car floor. The matting is designed to give

traction to the dog and can be easily cleaned. The doors and area where the seat was should be covered with stainless steel sheet metal molded to the shape of the doors and secured. If there are budget restrictions, molded plastic or cut wood (covered with rubber matting) can also be used.

The exhaust system on any patrol vehicle being modified for a K-9 should be checked thoroughly. The tail pipes need to extend just beyond the rear bumper. In some cases, if the dog has been exposed to the smell of fumes, his nose can be useless for temporary periods.

The rear windows should be tinted to protect the dog from direct sunlight. The rear windows also need to be covered with a wire mesh, so when fresh air is needed there will be a secure barrier between the dog and inquiring hands wanting to pet the dog.

The entire car should be constructed so that there is no chance of the dog catching himself on open corners, his toes getting caught where the floor meets the walls of rear compartment, or sustaining any injury while moving about in the vehicle, (Eden, 1985).

The American K-9 Container Company in Safety Harbor, Florida, offers a container constructed of durable and long lasting ABS plastic. It is designed for easy installation after the rear seat is removed. The container prevents any damage to the vehicle by the K-9 and is virtually self-contained. It can be moved easily to another vehicle (approximately 2 hours) if needed. The cost of the container starts at \$895.00. This could actually be cheaper than replacing seat cushions, headliners, and disinfecting cars in the long run.

## K-9 Unit Equipment

The K-9 unit equipment can be as elaborate as your budget allows. The basic equipment required for the unit is listed in table 2. This equipment will need to be replaced when worn. The usage and care given will determine how often the equipment is replaced. The leather collars and leads tend to offer extended usage when properly cared for. The Polk County Sheriff's Office K-9 Unit has used leather equipment for over a year without replacing. The training sleeves are made of a burlap material and when used on a regular basis may need replacing on a quarterly basis.

## Maintaining the Unit

The K-9 unit is similar to the law enforcement officer in that training is critical. The training must be frequent in order to maintain proper control of the dog and avoid unnecessary bites. It takes from six to ten hours each week, depending on the dog, to

Basic K-9 equipment		
Standard tracking harness	\$21.00	
2" Heavy-duty agitation collar	\$14.75	
H. D. Prong collar	\$9.50	
H. D. Muzzle	\$39.95	
5' Leash (H. D.)	\$12.00	
25' Nylon tracking lead	\$10.95	
Training Sleeve w/bite bar	\$149.95	
Cuffs for sleeve (5 @ \$29.95)	\$149.95	
Jute agitation rag (2 @ \$7.95)	\$15.90	
Training sleeve (soft)	\$139.95	
Hidden sleeve w/hand strap (soft)	\$89.95	
Total	\$647.60	
Table 2. Basic K-9 equipment. Data from: <u>Trainers</u>		

<u>Choice</u> catalog (1995) and <u>Working Dog</u> catalog, Ray Allen, (1995).

keep a team sharp in the various areas of responsibility. It is a commitment that can't be overlooked or it will come back to bite you (Stuart, 1991).

Another important aspect of maintaining the unit is the care of the K-9. Most agencies do not concern themselves with the feeding and hygiene products of their officer, but they must with the dog. The budgeting of these items on an annual basis should be thoroughly examined and approved. Table 3 lists the items that are necessary to maintain a dog on an annual basis. The costs listed were obtained from the Polk County Sheriff's Office K-9 Unit budget. This does not include any emergency medical treatment the dog may need. The agency must be prepared to cover these expenses which may seem expensive in themselves, but are actually very inexpensive compared to the price of the K-9.

Annual maintenance costs			
Annual Veterinary Check	\$150.00		
Flea & Tick Shampoo (2 Gal/year @\$74.95 Gal.)	\$149.90		
Food (40 lb/ 6 wks. @\$25.00 per bag)	\$225.00		
Grooming Supplies	\$50.00		
Heartworm medicine	\$60.00		
Total	\$634.90		
Table 3 Annual maintenance costs for one K.O. Data			

Table 3. Annual maintenance costs for one K-9. Data from Polk County Sheriff's Office K-9 budget, 1994.

### K-9 Liability

Before the implementation process is complete, great care must be taken to stay within the legal boundaries. Before unleashing your latest weapon against crime, remember these two words: civil liability (Stuart, 1991). The success of the program depends upon key personnel familiarizing themselves with recent case law and legal rulings. Awareness of any risks and understanding effective procedures to minimize those risks should be a primary concern to all K-9 team members.

The handler is responsible for the actions of the dog once it begins working the streets. This is important to remember when the selection process begins for the handler. If an officer has had complaints filed against him or her for excessive use of force, violent behavior, or has had repeated instances of on-duty injuries or sick time, he/she should be looked at closer. The handler should have a degree of maturity that usually comes with several years of field experience. These are some ways to reduce the risk of lawsuits before implementing the program.

The use of properly trained police dogs to apprehend a felony suspect does not constitute use of unlawful deadly force by law enforcement officers, according to a federal appellate court that ruled on an incident involving a suspect's death in Nashville, Tennessee (Stuart, 1991).

In this case, a suspect was hiding in a dark building when the K-9 unit arrived. The officer gave two warnings that a police dog would be sent in to search, if the suspect did not surrender. With no response, the dog was released inside to locate the suspect. The dog located the suspect hiding under a car and seized him by the neck. The suspect died from the wound.

As a result of the death, the suspect's family sued the agency. The lawsuit alleged that the use of the dog constituted unlawful use of deadly force. The court concluded that unconstitutional deadly force was not used and the officer did not intend to inflict serious harm. The court also determined the officer could not have anticipated the dog would kill the suspect.

One of the most important factors of this case was that the officer made a clear announcement warning the suspect that a police dog was going to be released to search. It was recommended that the announcement should be as follows or similar: "This is the police. If there is anyone in the building, come out. If you do not, a police dog will be sent in to find you and you may be bitten." This announcement allows the suspect to give up and avoid getting bitten. It may also prevent an innocent person such as a janitor or business owner who returned to the building without your knowledge (Stuart, 1991). After making the announcement, it is good to have the dog bark to verify the warning and allow time for the person to exit. If the building has multiple rooms or is expansive, the announcement should be given several times before completing the search.

If the dog bites a person, it must be noted in the report whether officers on the perimeter could clearly hear the verbal warning. This can disprove the person's testimony later that no announcement was given.

In another civil liability lawsuit, both a city and chief of police were sued for failure to adequately train and supervise the K-9 teams. The court in this case saw the need for "continuous training" in upholding the verdict against the city and cited the agency's failure to provide proper training. The court also noted a lack of adequate recordkeeping in regard to training, failure to take appropriate actions when the training deficiencies became known, and failing to adopt a policy with respect to the use of the dog as a means of force (Stuart, 1991).

Federal law does not specifically prohibit the use of police dogs in the apprehension of suspects. In legal questions regarding the use of police dogs, the topic most frequently discussed is the use of excessive force. Based on a previous Supreme Court decision regarding "objective reasonableness", the following factors are to be considered: the severity of the crime at issue, whether the suspect poses an immediate threat to officers or others, and whether the suspect is actively resisting arrest (Stuart, 1991).

Creating a basic K-9 manual and keeping good arrest and training records can make the difference in a lawsuit or court trial. The manual should cover the following areas: goals and objectives, organization, K-9 unit functions, responsibilities of the handler, selection criteria,

uniforms and equipment, injured canine, operational procedures, canine bite report forms and annual training evaluation (Stuart, 1991).

The management of a K-9 unit is just as important as choosing the next supervisor for a squad of officers. Every agency needs a written policy to provide guidelines for the use of the dogs and the means to assure that policy is followed. All issues need to be spelled out, provisions for the use of the dogs must be formulated, and procedures for reporting and training should be required. The following examples illustrate several approaches.

The city of Miami dedicates an entire canine detail manual to outline all policies and procedures pertaining to the operations of their K-9 unit. Each member of the canine detail is issued a copy to be used during their tenure within the detail. The K-9 officers are assigned within a patrol support unit under a deputy commander. Their goal is to respond to situations that necessitate those specialized skills of the canine team. They are assigned to one of three shifts, but are flexible to provide for special assignments, while providing maximum availability of canine teams to the community on a twenty-four hour basis (Miami Police Department, 1995).

The Polk County Sheriff's Office Canine Unit operates under a general order which designates responsibilities and implements procedures for the organization, operation, supervision, training, and utilization of the Sheriff's Office Canine Unit. The Sheriff's Office states the use of canines has proven to be a valuable asset to the law enforcement community. The agency maintains ten canine teams to support patrol operations and specialized units. The K-9 teams are supervised by a deputy sheriff of the rank of sergeant or above and are an organizational component within the law enforcement operations (Polk County Sheriff's Office General Order, 1995). In 1995, the K-9 unit, comprised of eight dogs, assisted in the arrest of 86 criminals (Polk County Sheriff's Office, 1995).

The Escambia County Sheriff's Office K-9 Unit is commanded by a sergeant and is an organizational unit of the Operations Division. The Sheriff's Office canine teams are valuable law enforcement aids for use in criminal apprehension, evidence detention, crowd control, and for promoting favorable public relations (Escambia County Sheriff's Office, 1991). In 1994, The Escambia County Sheriff's Office K-9 Unit assisted in 273 criminal arrests. They were responsible for the recovery of \$120,466.00 worth of stolen property (Escambia County Sheriff's Office, 1994).

## Conclusions

The issues outlined here are designed to assist agencies in making informed decisions regarding the implementation of K-9 units. In the state of Florida, according to the November 1995 Mutual Aid Resource System, there are five hundred and two (502) dogs classified as building search/crowd control dogs, 378 dogs classified as narcotic detector dogs, and 40 dogs classified as bomb detector dogs. This is a clear indication of the popularity of K-9's with agencies throughout Florida. With this type of growth, there may be agencies that do not fully understand what they are getting into.

One of the implications that was revealed in this research was the cost comparison on obtaining dogs for the unit. A trained dog guaranteed to perform can cost from \$5,040.00 to \$6,040.00. This may appear to be a lot of money, but when the cost of an untrained donated dog can average \$ 4,000.00 and up, the additional \$1,040.00 may be money well spent. The purchased dogs come with a guarantee for performance and health, so basically an agency will know what they have when it's time to demonstrate their ability on the street. Also, many agencies have become frustrated when a health or temperament problem arises with a donated dog after 5-10 weeks of training. The wrong dog from the start can mean valuable time and money down the drain.

The actual cost for maintaining a K-9 unit, once it is established can also impact an agency not prepared for those expenses. It is best if these costs are pre-budgeted and the unit does not suffer from inadequate training aides and supplies.

By reviewing carefully the issues analyzed in this paper, agencies considering the implementation of K-9 Units may reduce their liability and increase the probability of success.

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