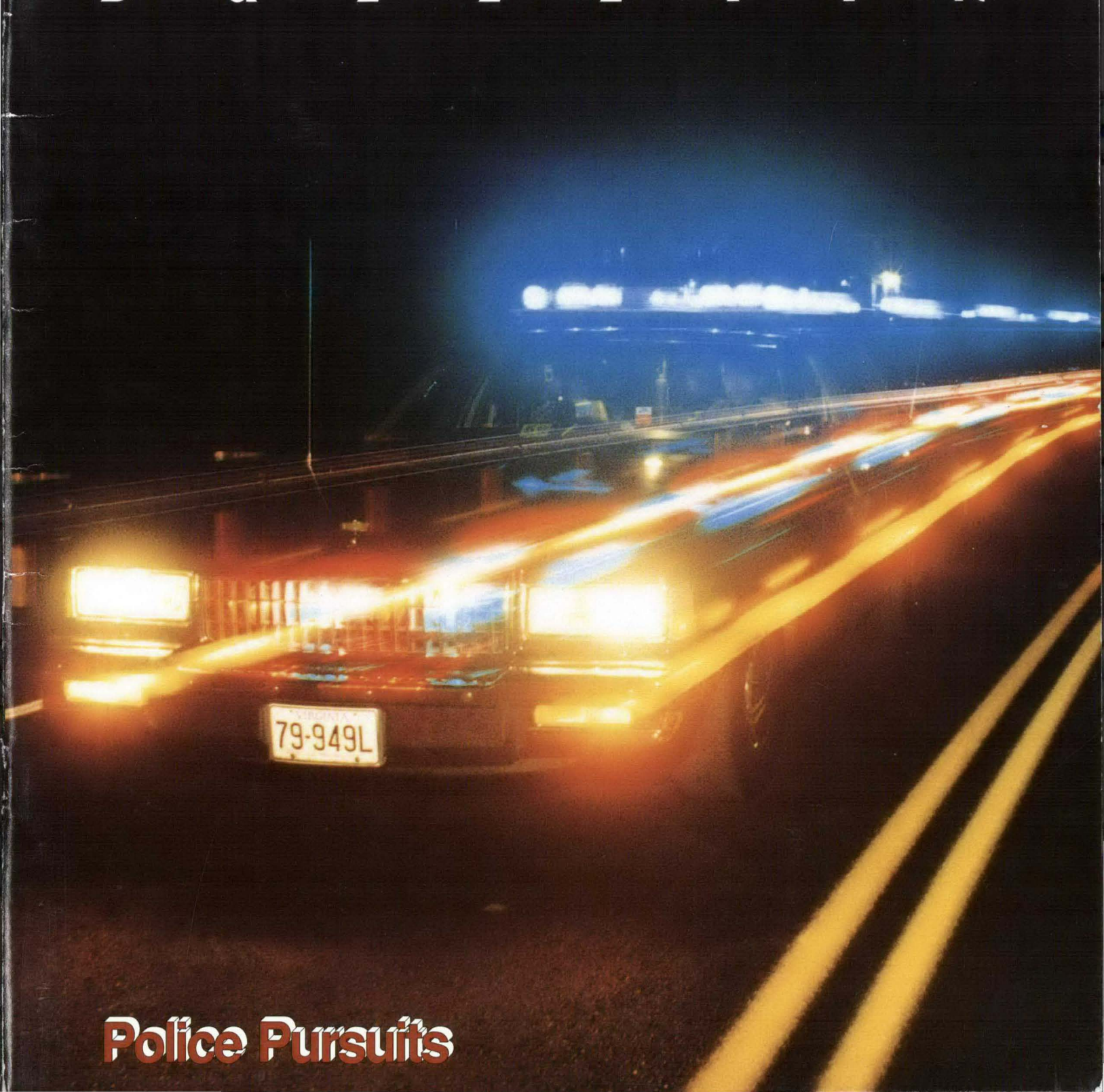




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Police Pursuits

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William S. Sessions,
Director

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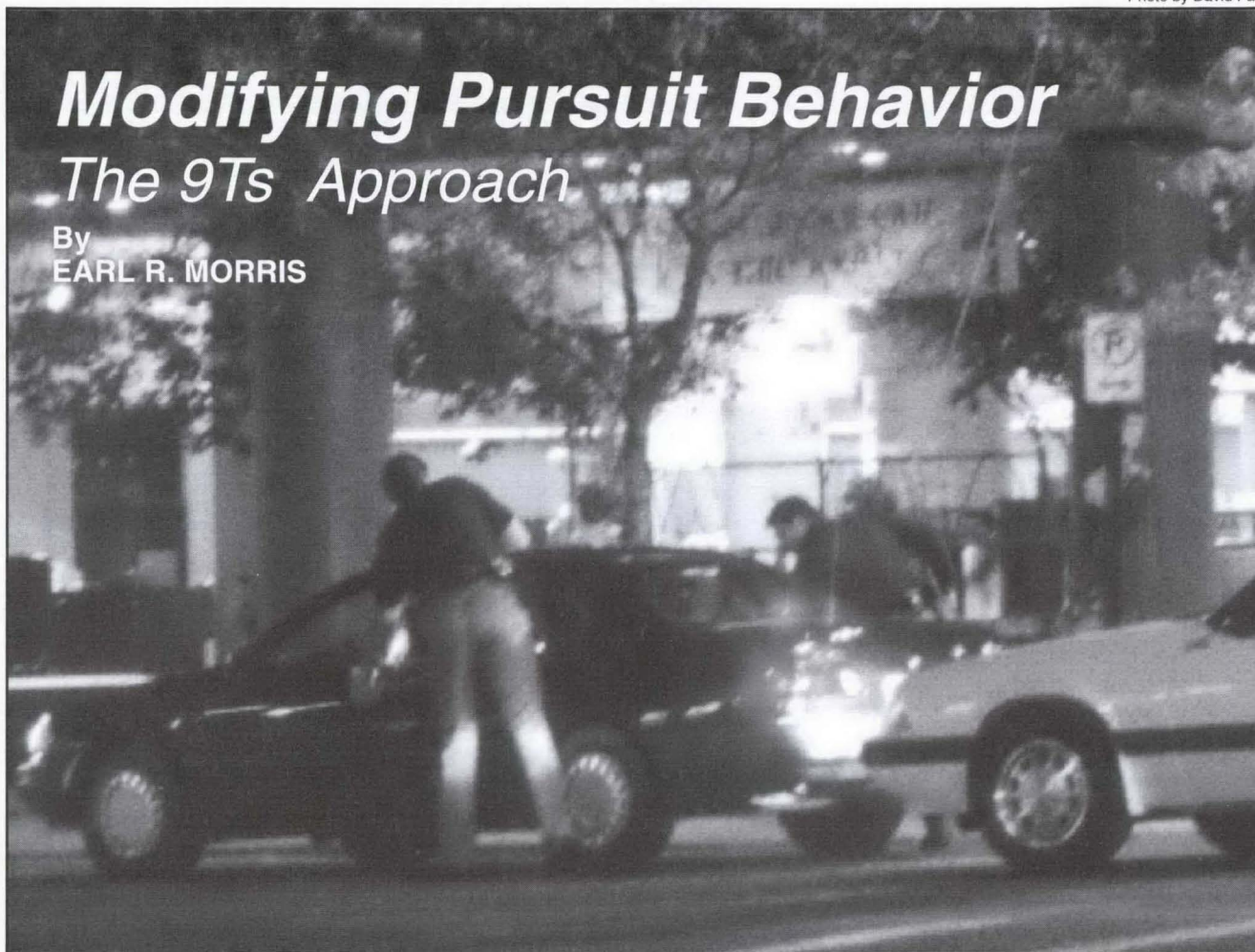
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Modifying Pursuit Behavior

The 9Ts Approach

By
EARL R. MORRIS



Law enforcement, as a profession, constantly stresses the importance of acquiring practical skills and knowledge of high liability topics. Yet, it sometimes falls short in the area of behavior-related training.

Litigation against law enforcement agencies does not generally focus on the lack of practical skills acquired by officers. Rather, the issues center on the failure of officers to use acquired skills properly while involved in stressful situations.

Officers attempting to control hostile situations with nightsticks serve as prime examples. During countless hours of training on the

proper use of the baton, recruits learn not to use the baton like a baseball bat and never to strike a suspect above the shoulders, except where the use of deadly force would be permitted.

Ironically, even when confronted with stressful situations that warrant less-than-deadly force, officers tend to double-grip the baton and swing it in a baseball fashion, oftentimes striking suspects above the shoulders. In all probability, the issues that come to light in such cases do not rest on a failure to train but on officers' failure to implement the training. The same may be true for pursuit training.

Emergency Vehicle Response and Pursuit

Looking at the training provided to officers in the areas of emergency vehicle response and pursuit, there appears to be a reasonable focus on the acquisition of practical skills. Officers learn to back the vehicle properly, to negotiate turns, to apply threshold braking, to change lanes safely, and to recognize an apex, etc. However, as analyses of actual pursuits show, the major reason that many of them go sour is not generally due to officers' lack of skills, but rather to their failure to apply them properly.

Consider the movie *The Blues Brothers*, in which an especially riveting chase scene occurs. During the span of approximately 10 minutes, officers from a large metropolitan area, in cluster fashion, pursue two known suspects through city streets at speeds exceeding 100 m.p.h. Narrowly missing several bystanders and unsuspecting motorists, they inflict monumental damage to numerous emergency vehicles and property. Amazingly, throughout the chase, never are any references made to deaths, injuries, or property loss. On the contrary, the movie depicts the scene to be one of willful and wanton disregard for life and property without the consequential responsibility that would normally accompany such actions.

Obviously, the perception of what stands as acceptable behavior for officers often depends on Hollywood's depiction of police actions. Or, it may be based on squad room interpretation of what is right or wrong. For the most part, none

reflect the safest and most responsible manner in which to conduct a pursuit.

A couple of years ago, at a national seminar, I met a man whose 19-year-old daughter died of injuries sustained in an automobile accident. The driver of the vehicle that hit her car ran a red light while being chased by police. The reason for the chase—a broken headlight.

As we talked about pursuits in general, the man gave me a piece of paper on which he wrote his approach to pursuit driving. Enlightened by his insight and impressed with the idea that law enforcement could do well to heed his simple counsel, I asked and received his permission to expand the concepts he proposed.

This article describes a 9Ts approach to pursuit driving. This approach attempts to expand and clarify basic principles of pursuit and to assist law enforcement officers in the key decision of whether to pursue or not.

The 9Ts

1) **Think**—Think about pursuits from all points of view—those of the officer, the suspect, and the innocent third parties.

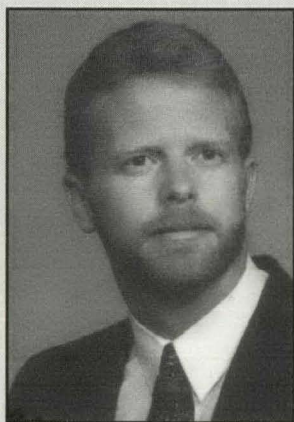
Without question, it is difficult to focus on all potential hazards in the “heat” of the pursuit. I do believe, however, it is possible to contemplate the perspective of a pursuit from the standpoint of the suspect and the innocent third party, both prior to and during the pursuit.

Oftentimes, offenders believe that they can outrun the police or that if they go beyond jurisdictional limits, the police will end the chase—an idea obviously formed by watching many of today's television shows. Unfortunately, a number of individuals perceive this to be true.

It is difficult for police officers to combat this mentality. Therefore, when it becomes apparent that the fleeing suspect shows no inclination to stop, it would be advantageous for officers to consider other alternatives, such as properly establishing a roadblock or abandoning the pursuit.

The option to terminate often leads officers to believe that if one gets away, the violator and others will look at this as encouragement to continue the behavior. While this possibility exists, their immediate obligation is to ensure the safety of the public. That responsibility rests with law enforcement. Police officers need to resist the temptation to duplicate the immature behavior of those whom they pursue.

Then, there are the innocent third parties. From accounts given by these individuals, most third par-



“
**...many citizens believe
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regulating pursuits.**
”

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ties had no warning prior to being struck either by the offender or the police. In other words, either they simply failed to hear the sirens or see the lights, or they didn't have time to react to them.

Faced with so many dilemmas during a pursuit, officers often fail to plan ahead and warn others in the path of the vehicles involved. Or, they simply lose sight of the fact that the public legally shares space with them. Remember, officers must ask for the right of way; they cannot demand it.

If this seems difficult to accept, all one needs to do is to talk with fellow officers whose family members became third-party victims of a pursuit. An individual's perception of police action changes dramatically when personally affected by a pursuit conducted in a reckless manner.¹

2) **Talk**—Talk about pursuits one on one, in group discussions, or by exchanging written communications, thereby constructively evaluating pursuit alternatives.

Numerous articles in professional journals recommend that all pursuit policies should include a mandatory review and critique after each pursuit.² Too many times, department administrators consider pursuits successful when officers apprehend the suspect and no injuries or fatalities occur. Yet, each pursuit offers the department a prime opportunity to learn, because the pursuit presents a real world example for those involved to critique the pursuit.

If administrators constructively evaluate each pursuit, they would find areas of vulnerability that could be improved or eliminated. Dis-

seminating the results of the evaluations not only reinforces appropriate pursuit behavior but also points out shortcomings and potential hazards. Such communications protect the officers and their departments in the event of future pursuits and possibly avoid a tragic experience for all involved.

“
Police officers need to resist the temptation to duplicate the immature behavior of those whom they pursue.
”

3) **Track**—Track pursuits and use resulting data as a basis for training and formulating a pursuit policy.

Many departments fail to keep data on pursuits for fear of media exploitation or the possibility of enhancing a plaintiff's claim in a lawsuit. However, some departments see the value in compiling pursuit statistics.³ Agencies that maintain information on pursuits conducted by their personnel believe it is more important to rely on what really happened than to react to media sensationalism or the presumptions of plaintiffs' attorneys.

The California Highway Patrol (CHP) uses the information compiled to justify one of the most comprehensive driving programs in the Nation. Its critique of every pursuit allows the department to identify those officers who need to be re-

trained and to communicate problems to all employees, in order to minimize the danger to the public.

In 1988, the Utah Department of Public Safety conducted a survey of State law enforcement agencies to determine the number of officers involved in pursuits, the average duration of pursuits, and the number of accidents that resulted. The information obtained showed that a majority of the accidents, and the injuries and deaths that subsequently occurred, could have been prevented with more adequate training.

Armed with the firsthand knowledge of emergency vehicle activity, the Department of Public Safety succeeded in obtaining funds from the State legislature for a \$2 million driving facility. Additionally, the Utah Law Enforcement Academy increased the number of hours in its basic driving course from 12 to 30 and began an inservice driving program that now services all Utah law enforcement agencies.

Data on pursuits and emergency response can educate decision-makers as to what is really happening. Such information can substantiate current policies and practices regarding driver training or inspire departments to institute better training programs and pursuit policies.

4) **Tailor** —Tailor an unambiguous set of written guidelines and then use the guidelines to protect the officer, the department, and the public.

In today's litigious society, it is amazing to find that many law enforcement agencies do not have a pursuit policy, and of those that do, the policies are often ambiguous and misleading. To assume officers

involved in pursuits correctly understand the interpretation of the words "reasonable," "due regard," and "good judgment" without receiving the proper training borders on the ridiculous.

Individual interpretation of ambiguous terms or legal verbiage depends on an officer's frame of reference. In many cases, the interpretation deviates from the intent of the administrator or policy writer. Making a policy specific remains the only acceptable method to ensure common understanding and interpretation.

William Smith, a police academy attorney, and Geoffrey Alpert, a criminologist, laid out the necessary components for an understandable and legally defensible pursuit policy in an article entitled "Pulling in the Reins on Runaway Police Pursuits."⁴ In the article, the authors identified eight critical factors for an effective pursuit policy.

According to Smith and Alpert, police pursuit policies should include a mission statement, legal authorization for pursuits, continuation and termination factors, and detailed responsibilities for support units, supervisors, and communications personnel. The policies must also cover permissible vehicle tactics, pursuit activities in other jurisdictions, reviews of pursuit activities, and training requirements.

5) Train—Train all officers on when and how to initiate and to terminate a pursuit.

With the 1989 Supreme Court decision in *City of Canton v. Harris*,⁵ it becomes increasingly apparent that law enforcement adminis-

trators are under the scrutiny of legal precedent to provide training in the duties that are a condition of employment. Failure to do so would be considered "deliberately indifferent to the rights of citizens with whom officers will likely have contact."⁶ The Supreme Court's decision means that if an officer is going to engage in such an activity as a pursuit, then that officer must be given some training on how to carry out that responsibility.

“ Making a policy specific remains the only acceptable method to ensure common understanding and interpretation. ”

Pursuit driving requires specific skills and abilities not easily taught on neighborhood streets and interstate highways. Fortunately, these skills can be acquired without the use of an expensive facility or equipment.

In 1990, the National Highway Traffic Safety Administration (NHTSA), in cooperation with the International Association of Directors of Law Enforcement Standards and Training (IADLEST), produced the *National Law Enforcement Driver Training Reference Guide*. This guide serves as the nationally recognized benchmark for training law enforcement officers in emergency vehicle operations. It represents a 4-year project involving law

enforcement experts nationwide, who established the criteria necessary for a successful police driver training program. The principles can be taught in classrooms and then transferred to practical application at any available facility.

Another organization, the National Association of Professional Law Enforcement Emergency Vehicle Response Trainers (ALERT), also provides training information and assistance to law enforcement personnel in emergency vehicle operation. Administrators looking for direction in establishing a driver training program can contact ALERT to receive information on developing responsible pursuit training programs.

While more of a supervisory responsibility than a training issue, peer pressure nevertheless needs to be addressed. In some departments, an officer's unwillingness to engage in a pursuit or to continue one regardless of the inherent risks results in derogatory or distasteful remarks from other department members. This type of peer pressure, when allowed to flourish, often compels officers to take unwarranted or unnecessary risks.

When faced with this type of situation, supervisors must take immediate action to promote respect for officers who make the "right" decisions, regardless of the pressure to compromise their discretion. There can be no tolerance for disrespect of ethical and reasonable decisionmaking in any profession, especially law enforcement.

6) Toughen—Toughen laws to make eluding or evading the police

an offense equal to or greater than driving under the influence.

Recently, the State of New Jersey enacted laws designed to deter motorists from fleeing a police officer.⁷ The laws stipulate that motorists found guilty will have their driver's license suspended for a period of not less than 6 months but no more than 2 years.

Motorists who do not have valid driver's licenses may be imprisoned for 90 days for a first offense, 6 months for a second offense, and 1 year for any subsequent offense. The laws also provide for up to 18 months incarceration and a \$7,500 fine for licensed drivers. In addition, the laws include a rebuttable inference that the owner of the motor vehicle was the vehicle's operator at the time of the pursuit.

Fortunately, other States are examining the possibility of enacting laws similar to those in New Jersey to create a deterrent for the potential pursuit offender. The New Jersey laws, or the Utah law⁸ that makes evading the police a felony in most circumstances, send a clear message that the public and law enforcement will no longer tolerate any individual who jeopardizes the safety of others by engaging in conduct that threatens the well-being of the officer or innocent third parties.

While limited information exists regarding the public's opinion about pursuit driving,⁹ there appears to be widespread intolerance for law

violators. Therefore, it is reasonable to expect strong support for laws that punish fleeing suspects. Punishing suspects also reinforces the perception that they initiated the chase, not the police.

7) Technology—Technology, such as video interaction, and reflecting license plates should be used, where possible.

Commercially available pursuit simulators and model boards offer financially feasible electronic training enhancement. These simulation devices provide an alternative means of training in the practical application of driving principles taught in the classroom. The ability to put officers in pursuit situations in which instructors or supervisors could monitor their reactions to

Reflecting license plates illuminate the plate and enhance an officer's ability to confirm ownership without being extremely close to the vehicle. These plates help officers to determine whether the pursued vehicle has been stolen, to establish ownership, or to determine the possible criminal involvement of the owner/driver. In cases where there is a rebuttable inference law, such as the one in New Jersey, the officer maintains the option to terminate the pursuit in some cases and to employ enforcement proceedings at a later time.

8) Televised—Attempt to work with the media and entertainment industry to be more responsible in portraying high-speed chases. Also, make public service announcements to remind citizens of the seriousness of evading the police.

Viewers of Hollywood's versions of police pursuits cannot help but get caught up in the excitement of the chase. Remarkably, in the movies or on television, the ultimate goal is to apprehend the offender with absolutely no accountability and no apparent policy restrictions, regardless of

the consequences. Is it any wonder, then, that some "real" police officers involved in actual pursuits exhibit this same type of behavior?

After spending years watching television or going to the movies, impressionable police recruits enter driver training programs without a



changing and unexpected scenarios makes simulation an attractive alternative. Simulations allow for scenarios considered too dangerous to conduct on a driving course; the consequences of a simulated rollover or collision are restricted to a classroom environment.

realistic perspective on how to handle an emergency response, let alone a high-speed pursuit. Without proper training, supervision, and modification of unrefined behavior, law enforcement administrators can expect reenactments of Hollywood's version of police pursuits in a real world environment. When officers engage in tactics that they perceive necessary to stop a violator, the tactics should reflect proper training, not the latest movie release.

Currently, private organizations take the initiative to encourage the entertainment industry to give a more responsible depiction of the consequences of a pursuit. It is equally important that the law enforcement profession send the same message and require a more accurate portrayal of police duties.

Public service announcements, similar to the aggressive advertising sponsored by many States against drunk drivers, provide another means to make people aware of the dangers involved in fleeing the police. Perhaps an aggressive antipursuit campaign, broadcasting the hazards and ultimate consequences, would also deter motorists from trying to escape the police while in their vehicles.

9) Terminate—Terminate as many pursuits as possible.

By implementing the previous eight suggestions, the number of pursuits will likely decrease. Although there will always be some situations requiring pursuit, as many as 50% of present pursuits might be eliminated through comprehensive training, the develop-

ment of specific policies and procedures, and keener awareness of the outcome of pursuits. As the law enforcement community gains a better understanding of pursuits, it can be more responsive in developing a law enforcement perspective that should help to assist in curbing many tragic outcomes.

“Without proper training, supervision, and modification of unrefined behavior, law enforcement administrators can expect reenactments of Hollywood's versions of police pursuits....”

Conclusion

All studies conducted on police pursuits report fatalities, injuries, and extensive property losses. Unfortunately, in any law enforcement function, a certain number of inadvertent casualties will occur. However, since many pursuits end in unnecessary tragedy, increased insurance costs, and liability suits, the choice to pursue rests with law enforcement.

Should law enforcement take a proactive stance to reduce the number of pursuits and their unwanted outcome, or do we sit back, while rationalizing that all is well? It would be truly unfortunate if our

“wake up” call came in the form of legislation aimed at taking away law enforcement's authority to pursue.

Judging from media programs and news documentaries, it is clear that many citizens believe that law enforcement does not act responsibly in regulating pursuits. It is also true that most of these programs take a few tragic incidents and portray them as representing the whole.

Law enforcement's response, unfortunately, has not been adequate. We must show that we are conducting research, implementing training, writing policies, and providing supervision to minimize the risks, while retaining the ability to apprehend violators. Although it is a difficult task, it is certainly surmountable and feasible if we move to implement a comprehensive 9Ts approach to pursuit driving. ♦

Endnotes

¹ Law Enforcement Training Network (LETN) broadcast on pursuit driving, December 1991.

² Geoffrey Alpert and William Smith, “Beyond City Limits and into the Woods,” *American Journal of Police*, November 1991.

³ These agencies include the California Highway Patrol, the Solicitor General's Office in Ontario, Canada, the Minnesota Board of Peace Officer Standards and Training, the Metro-Dade, Florida, Police Department, and the City of Miami, Florida, Police Department. See Alpert and Fridell, *Police Vehicles and Firearms*, 1992.

⁴ William Smith and Geoffrey Alpert, “Pulling the Reins on Runaway Police Pursuits,” *Public Risk Magazine*, December 1991.

⁵ *City of Canton v. Harris*, 109 S.Ct. 1197 (1989).

⁶ *Id.*

⁷ 19xx N.J. Laws 2C:29-2.

⁸ Utah Code Ann. 41-6-13 (19xx).

⁹ Fennessy et. al., “The Fennessy Report,” a study conducted in Fairfax County, Virginia, sponsored by the U.S. Department of Transportation, 1970.

Knock-out Dates

Flirting with Danger

By
JAMES SCHAEFER
and
MURRAY A. LATZEN



Recreation, tourist, and convention meccas attract criminals who commit so-called "victimless" crimes. These criminals ply their trades, primarily prostitution and confidence games, on unsuspecting victims.

In particular, a number of female offenders commit a form of robbery that combines prostitution with certain aspects of con games. These women pick up men in hotels or social establishments, incapacitate them, and then steal their jewelry or money. In recent years, law enforcement officers bestowed various monikers, such as the "knock-out girls," on these criminals be-

cause they use drugs to incapacitate their victims before they rob them.

The Knock-out Girls

The knock-out girls usually prey on lone, married men who are in town on business. For the most part, these women frequent hotel cocktail lounges or "singles" bars and clubs, looking for their victims.

These female criminals make their move by initiating conversations with the men. Gradually, the conversation turns into more of an interrogation as the women attempt to find out all they can about their intended victims. Oftentimes, they even ask the men, usually the older

ones, about their health to determine if they have heart or respiratory conditions that would be seriously affected by the drugs, even to the point of death. Unfortunately, the drugs used by these offenders have contributed to 13 known deaths.

The women stay close to their prospective victims. At times, they may touch the expensive watch or piece of jewelry and may even make inquiries as to its authenticity.

The crime usually takes place in the victim's room. Once alone with their victims, the females administer a knock-out drug, usually by doctoring a beverage. However, these criminals sometimes place a

crushed or powdered form of the drug on their lips and then pass it to their victims by a kiss.

Knock-out Drugs

The Scientific Research Division Laboratory of the New York City Police Department and the New York County Medical Examiner's Office identified scopolamine hydrobromide, lorazepam, and atrophine as three of the more commonly used knock-out substances. These drugs serve as tools of the trade for the knock-out girls.

Scopolamine hydrobromide generally comes in the form of a small white tablet. However, when diluted in water, it turns into a colorless, odorless, and tasteless liquid that is potentially lethal. The diluted form of this, or any other, knock-out drug can be carried in eye dropper bottles or small plastic

squeeze containers. Symptoms of scopolamine poisoning include increased pulse rate (120 to 150 beats per minute), dilated pupils, disorientation, delirium, flushed skin, dry mouth, hallucinations (particularly seeing "small" people), and loss of consciousness for extended periods of time.

Lorazepam in its undiluted form also appears as a small white tablet that comes in various shapes or as white powder. Similar to scopolamine in appearance when diluted, this drug is a strong muscle relaxant, depressant, and tranquilizer. Those who ingest lorazepam appear weak, show loss of muscular strength, and often drift into unconsciousness.

Atrophine resembles scopolamine in its effects on the nervous system. However, this drug is a stimulant, whereas scopolamine is a depressant. Symptoms associated

with this drug include dizziness, blurred vision, fixed and dilated pupils, muscle weakness, and difficulty maintaining equilibrium.

The Crime

In a rash of incidents occurring in New York City, members of hotel cleaning staffs found male visitors in their rooms in a state of confused and irrational behavior. The victims appeared to be delirious and disoriented, spoke incoherently, suffered from visual hallucinations, and exhibited poor short-term memory and retrograde amnesia of the events preceding the incident.

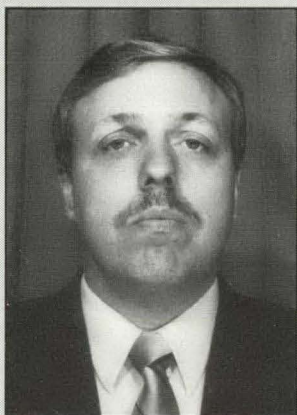
Hotel personnel had these men transported to the emergency room of a hospital, where clinical findings indicated that the men suffered from anticholinergic-induced poisoning. Lab tests subsequently revealed that the men ingested scopolamine.

Investigators learned that new-found female "friends" of these men offered them drinks. Once the men became delirious, the women robbed them of their personal property.

Challenge to Law Enforcement

This type of crime poses many challenges to law enforcement. Since the perpetrators usually target professional, married men, the victims are reluctant to report the robberies. According to a retired detective of the Los Angeles, California, Police Department, only 10% of these crimes come to the attention of the police.

Even when victims file such reports, few arrests result because of several factors. First, it takes anywhere from 6 to 36 hours for the



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drugs to wear off. By the time the victims awaken, the women have changed their appearance, have moved on to work other establishments, or have left town.

Then, police rarely find any evidence that corroborates the victim's account of the crime. Seldom can any sign of the drug be found in the victim. And, the women carefully remove any trace of their presence in the hotel room before they leave.

Compounding the problem is the fact that the victims usually do not reside in the area where the crime occurs. This makes any prosecution effort difficult, even if the investigation results in arrests.

Legal Issues

While this crime involves theft of property by confidence game, as well as sexual enticement by prostitution, it is, in fact, robbery by aggravated assault. In the State of New York, the crime is a second degree assault, a class D felony punishable by 5 but not more than 7 years in jail.¹ In other States, the degree of the charge would be defined by the circumstances of the crime, as well as the particular State's statutes as noted in its penal law or penal code.

In New York, robbery is charged only when property is removed, since that is the intent of the crime. If there is no loss of property, attempted robbery is the charge. The usual protocol for charges in such situations would be robbery, assault, and larceny or theft.

The appropriate charge regarding the commission of the assault through the use of some form of chemical or medicine again depends of the individual State's penal code.

In addition, the appropriate statute for theft of property should also be included in the list of charges.

Prevention Techniques

To curtail this criminal activity, police departments can begin by working with hotel and motel security personnel. Officers should stress to security staffs the importance of patrolling hallways, lobbies,

“...law enforcement and hotel and motel security staffs must work together to ensure that travelers do not become crime statistics.”

and lounges on a regular basis, which serves as an effective deterrent. Security staffs should ask suspicious persons politely to show that they are registered guests or are visiting a registered guest. Guests accept slight inconveniences if they realize that such actions are intended to look out for their safety and well-being.

Another prevention measure is to familiarize security personnel with the tactics of these criminals and the symptoms associated with the drugs used. Making the security staffs of hotels and motels aware of this type of crime and its perpetrators helps them to protect their

guests and property, which is, after all, their primary function.

In addition, police personnel can work with those in the travel and tourism industry to stress the importance of advising clients of their potential vulnerability. Police can publish information on this crime in trade journals or disseminate bulletins to convention bureaus, city and State tourist offices, and those working in the hotel/motel industry, especially in locations where the crime has occurred.

Conclusion

This crime can have a chilling effect on the travel and tourism industry, which is one of the top three sources of revenue in 46 States.² As a result, the personal safety of travelers becomes not only a law enforcement issue but also a financial and economic factor for cities and States.

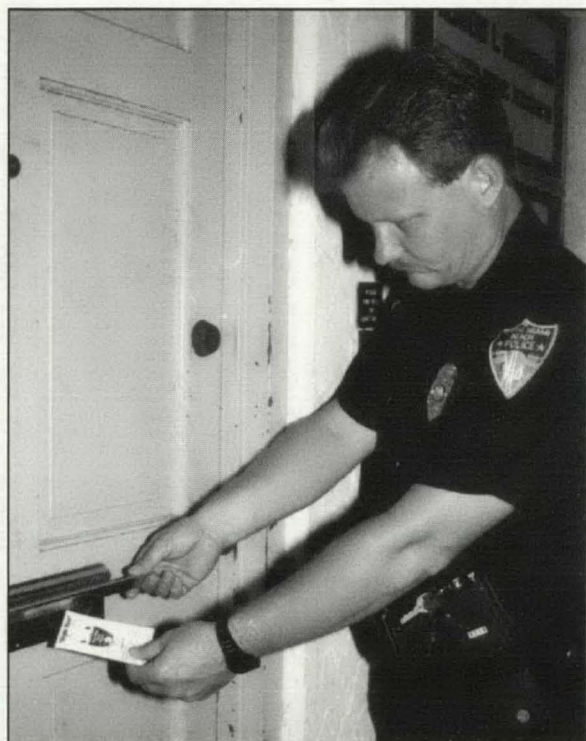
Criminals look for fertile grounds on which to commit their illegal activities against unsuspecting victims. For this reason, law enforcement and hotel and motel security staffs must work together to ensure that travelers do not become crime statistics. ♦

Endnotes

¹N.Y. State Penal law, sect. 120.05: "A person is guilty of assault in the second degree when...for a purpose other than lawful medical or therapeutic treatment, he intentionally causes stupor, unconsciousness or other physical impairment or injury to another person by administering to him, without his consent, a drug substance or preparation capable of producing same...."

²David W. Howell, *Passport: An Introduction to the Travel & Tourism Industry* (Cincinnati, Ohio: South-Western Publishing Co., 1989), p. 233.

Police Practices



High Visibility Crime Prevention—Night Eyes, Footprints, and RSVP Programs

By WILLIAM B. BERGER

Citizens often complain that police officers do not patrol their neighborhoods. In all probability, residents perceive this lack of attention because they do not actually see an officer on duty in the area. This is why it is important for police departments to initiate programs that make officers visible to the public. The City of North Miami Beach, Florida, Police Department (NMBPD) instituted three such programs—Night Eyes, Footprints, and the Revolving Satu-

rated Visibility Patrol (RSVP)—to do just that.

Night Eyes

The Night Eyes Program, which began in April 1991, requires all officers assigned to the 9 p.m. to 7 a.m. shift to visit at least five business locations in their assigned areas each night. During these visits, officers walk around the outside of the business, noting any problems. They then record their observations, along with their name, badge number,

and the date and time of their visit, on specially designed information cards, which they leave at the establishments. The officers do not enter any establishment unless they see some indication of criminal activity that legally justifies such entry. At the end of the night, the officers turn in a list of the contacts that they made during their shift. NMBPD officers check an average of 40 businesses nightly.

Members of the NMBPD Crime Prevention, Community Patrol, and Detective Units designed the Night Eyes card. While the back of the card includes the information mentioned above, the front depicts the Night Eyes logo and the department's crime tip of the month.

The local chamber of commerce financed the initial printing of 5,000 cards, at a cost of approximately \$160. Currently, other local businesses and print shops compete for the privilege of printing the cards, which attests to the support of the program by neighborhood establishments.

Footprints

The Night Eyes Program proved so successful with the business community that the department instituted the Footprints Program for residential areas. Officers assigned to day or afternoon shifts record 5 residential contacts per day, totaling approximately 100 daily contacts for the department. After checking the outside of the house, the officer completes the information on the Footprints card, which is almost identical to the Night Eyes

card, and leaves the card at the residence. As with the Night Eyes Program, at no time do officers enter the residences without proper legal authority.

This program places police officers in personal contact with citizens. Officers now exit their vehicles to talk with those who live on their beats. In essence, they meet the public face to face.

RSVP

The NMBPD integrated the Night Eyes and Footprints Programs into a new approach called the Revolving Saturated Visibility Patrol (RSVP) Program. By analyzing department crime statistics and interacting with the community, the NMBPD can determine which areas require increased officer patrols. Uniform patrol units then flood these areas for a 10-, 20-, or 30-day period, leaving the appropriate Night Eyes or Footprints card at the businesses or residences they visit.

Results

All three NMBPD programs have met with universal success. Both business owners and homeowners continuously communicate their appreciation of the programs to department personnel. The department's patrol officers also demonstrate great enthusiasm for the programs, by handing out, on average, 355 cards per shift. In turn, the program allows officers to receive firsthand criminal activity information, meet crime victims for followup investigations, and even get an exercise break. Most importantly, the North Miami Beach area registered a

decrease in the crime rate since the department instituted these programs.

Future Plans

In order to increase community involvement, the NMBPD encourages local businesses to not only print the cards but also to include incentives, such as discount coupons on them. Residents who receive the cards can redeem them at various establishments in the community. This will cover printing costs for the department, generate sales for local businesses, and garner support for and awareness of the NMBPD's programs.

Conclusion

An effective community policing program requires interac-

NORTH MIAMI BEACH POLICE DEPARTMENT

9 4 9 - 5 5 0 0

While on routine patrol,
the premises at:

_____ was checked by:

OFFICER _____

BADGE NO. _____

DATE _____

TIME _____

We wanted to let you know that every-
thing was found to be in order at that
time.

COMMENTS: _____

"Night Eyes"



CRIME TIP

Put your store's street number
on the back door, making it
clearly visible from the alley.
This helps police locate your
business during an emergency.

Shown above are the front and back of one "Night Eyes" card.

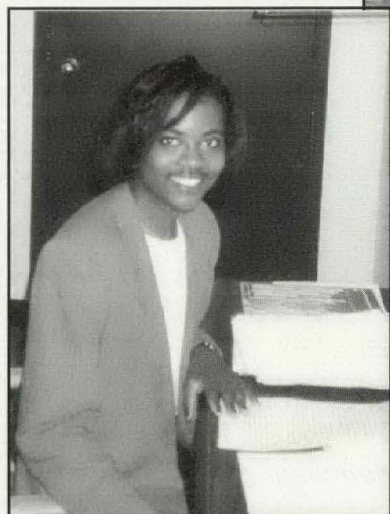
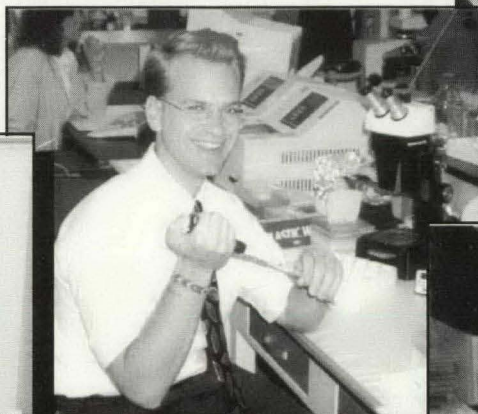
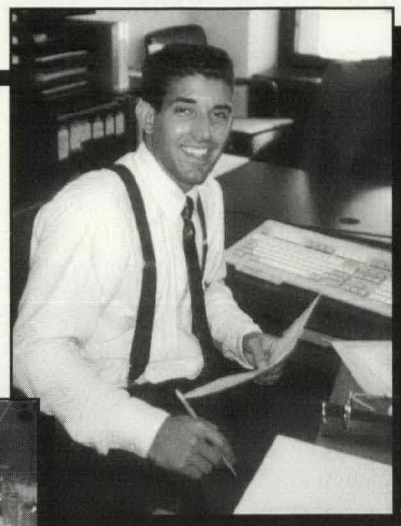
tion with the public. By implementing such crime prevention strategies as the Night Eyes, Footprints, and/or RSVP Programs, a police department administrator can actually measure the number of contacts between officers and citizens.

The police officers in the program develop a sense of responsibility for the areas that they patrol, while earning citizens' trust. The citizens benefit from an increase in security and a decrease in crime. In the end, everyone wins—everyone except the criminal, that is. ♦

*Chief Berger commands the City
of North Miami Beach, Florida, Police
Department.*

Honors Interns Recruiting for the Future

By
KATHLEEN E. KENNEDY



As America moves into the 21st century, the Nation's changing demographics impact upon many aspects of life, including employment. These changing demographics challenge all employers to vie for skilled men and women who can provide excellence in the rapidly changing workplace.

In order to respond to this challenge, the law enforcement community must design innovative personnel recruitment programs that attract the best educated and

most highly skilled candidates. Understanding the future workforce and implementing recruiting strategies that target these workers serve to strengthen law enforcement's competitiveness in the area of recruitment.

The Hudson Institute's Executive Summary, "Workplace 2000, Work and Workers for the 21st Century," examines the changes that can reshape America's economy and society and projects how these powerful trends can affect the labor market. The publication cites five

demographic facts about the future of the U.S. workforce and jobs performed:

- The population and the workforce will grow more slowly than at any time since the 1930s
- The average age of the population and the workforce will rise, and the pool of young workers entering the labor market will shrink
- More women will enter the workforce

- Minorities will be a larger share of new entrants into the labor force
- Immigrants will represent the largest share of the increase in the population and the workforce since World War I.

In light of these facts, law enforcement managers who wish to ensure future effectiveness must focus recruitment strategies on this emerging workforce. They must develop programs to attract bright and enthusiastic young people to law enforcement careers. However, at the same time, department managers must consider the costs associated with recruiting and hiring employees.

Employers cannot afford to make poor hiring decisions that may result in employee performance problems or resignations. They must, instead, develop programs to hire these same bright and enthusiastic young people in the most cost-effective manner, while maximizing available departmental resources.

Examples of recruitment programs used widely today include cooperative education, summer internships, and work study programs—all designed to offer young people an opportunity to explore a particular profession while earning a salary or receiving academic credit. Employers recruit individuals to participate in these programs based on their hiring requirements and personnel needs. For example, if a police department requires a minimum of a high school degree for employment consideration, it would be advan-

tageous to implement programs throughout the year for high school students.

All of these programs compete with those of other employers. Therefore, law enforcement employers must focus on which educational institutions to target, the cultural diversity of the group, academic discipline requirements, and the young person's personal achievements and interest in a law enforcement career.

One of the FBI's recruitment strategies centers on the Honors Intern Program (HIP). This article provides details of the FBI's HIP and suggests ways to adapt the program to suit the needs of local or State law enforcement agencies.

FBI's HONORS INTERN PROGRAM

Begun in 1985, the FBI Honors Intern Program allows qualified

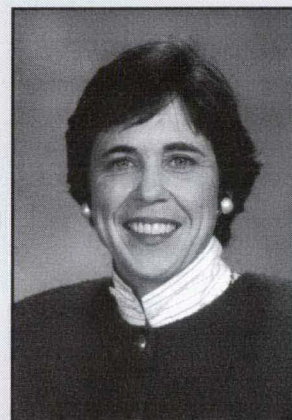
men and women in college or graduate school to work with the Bureau during the summer months. This familiarizes perspective employees with the FBI, its structure, and its investigative mission.

The intern program begins in June and ends in August. Approximately 45 to 50 interns—paid a prorated salary of \$19,713 per annum—participate each year. The interns bear the expense of traveling to the Washington, DC, area (the FBI does not conduct the program in its field offices), as well as their lodging expenses. The Bureau does, however, help the interns to locate reasonable housing.

The HIP consists of the following components:

- Program objectives
- Qualification standards
- Recruitment/application process

“...the law enforcement community must design innovative personnel recruitment programs that attract the best educated and most highly skilled candidates.”



Special Agent Kennedy is assigned to the Personnel Resources Unit at FBI Headquarters, Washington, DC.

- Selection criteria
- Intern orientation
- Intern placement
- Program evaluation
- Post-program followup

Each of these components provides structure and fairness to the internship experience.

Program Objectives

Through the HIP, the FBI hopes to raise the interest of well-educated young people in FBI career opportunities by giving them meaningful, educational work experience. Then, to increase the impact of the program, the Bureau encourages interns to return to their respective schools to share their experiences with both students and faculty

members. This serves to broaden the base of prospective employees.

Interns also assist FBI regional recruiters at their colleges. Recruiters visit various college campuses hoping to enlist bright, motivated men and women into public service, not only as FBI agents but also in other professional and technical positions that require specialized skills and aptitude.

When developing objectives for an interns program at State or local levels, law enforcement managers should consider several things. For example, they should determine what they hope to gain from the program, how they can measure its success, and how the program will impact their departments' recruitment objectives. In addition, they should determine whether the goals

and objectives of the program support their departments' long-term employment needs.

Managers should also remember that an intern program provides prospective employees with an *overall* view of positions available throughout the department, not just sworn positions, such as police officers, troopers, or deputies. Bearing this in mind may help agency administrators to avoid focusing too narrowly when they consider the organization's overall employment needs.

Qualification Standards

Interns in the FBI honors program must be either undergraduate students who have completed 3 years of college or graduate students who plan to return to their respective campuses when they complete the program. Establishing this criteria accomplishes one of the FBI's primary program goals: To use interns when they return to their campuses to assist FBI recruiters.

Honors interns must have at least a 3.0 academic grade point average on a 4.0 scale. They must also be U.S. citizens, and they must satisfy a background investigation.

On State and local levels, law enforcement agencies wishing to institute an honors program should consider the following factors when developing qualification standards:

- What are the academic, skill, and age qualifications for the various positions available in the department
- Do the qualifications standards support each department's

Honors Intern Program Guidelines

- Define the goals and objectives of the program
- Target the candidates
- Aggressively recruit target candidates
- Develop a fair and competitive selection process
- Prepare for the interns' arrivals
- Provide a meaningful experience through proper job placement, supervision, and practical training
- Request feedback from interns and give feedback when appropriate
- Familiarize interns with future job opportunities, employment requirements, and hiring prospects
- Followup with interns after the program ends

goals and objectives for the program

- Can managers fill various jobs offered in the department with candidates who have minimal formal education and who do not possess special skills
- What are the security clearance requirements of the department?

Department leaders should also ensure that only practical and appropriate qualification standards exist. Unnecessarily difficult or rigid requirements serve only to reduce the number of possible candidates.

Recruitment/Application Process

FBI recruiters canvass university and college campuses in their respective geographical territories for qualified students interested in obtaining summer internships with the Bureau. Recruiters often find qualified candidates at career fairs; other candidates come to the attention of recruiters through college or university placement offices. In addition, upon request, the FBI distributes brochures describing the HIP to the general public.

The Bureau also produced a video describing the program. Former interns appear in the film to share their firsthand experiences. Interested students who view the film or read the brochures can then apply for an internship.

To apply for an FBI internship, candidates must complete an application and provide a current academic transcript, personal resume, recent photograph, letters of reference, and a 500-word essay explain-

ing their motivations for applying to the program. The candidate then submits the application package to the FBI field office nearest the college they attend.

Local and State agencies developing an intern program should select one person to administer their

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Interns are a resource that agencies can use to address future personnel needs.

”

programs. This alleviates confusion on where to send completed applications—should there be multiple precincts within the department—and any confusion on how the application process works.

Once officials delegate responsibility for the intern program, they should develop a specific application process. They need to determine what standard employment forms they wish to have applicants complete and what documents the prospective interns need to verify that they meet program requirements.

Administrators should also consider what documents could assist them in the selection process. These could include such items as letters of reference, written essays, writing samples, etc. Agency leaders may also consider developing a brochure and video describing their programs.

Selection Criteria

Personnel in FBI field offices review HIP applications they receive for thoroughness and to ensure that the candidates meet the minimum requirements. They then forward their top candidates' applications to FBI Headquarters, where a committee makes the final selections. Selections are based on overall academic achievement in college, participation in school organizations/activities, work experience, letters of reference, academic discipline, content and clarity in the written essay, and interest in law enforcement as a career.

Local and State agencies need to decide what criteria they wish to use in their selection process for intern programs. Some critical issues include what requirements the applicant must meet to participate in the program and whether the standards are fair and relevant to the program's overall goals and objectives.

Program managers also need to rank the selection criteria in order of importance. These criteria should efficiently screen the applicants, resulting in the selection of the very best candidates.

Once program managers rank the selection criteria, they can move on to the actual selection process. Specific employees should be designated for this process, and program managers may even want to consider forming a selection panel/committee.

Intern Orientation

Each year, the FBI designates the first 2 days of the intern program

Recollections of FBI Honors Interns

"The Honors Intern Program gave me a chance to work on projects beneficial to the FBI. My assignments were challenging and allowed me to apply what I have learned in school. The program gave me an excellent opportunity to see what the FBI does. I went to law school to become a prosecuting attorney. I never considered a career with the FBI as a special agent until after I took part in the program. Now look where I am...."

—This former honors intern (class of 1986) entered on duty with the FBI as a special agent in 1988.

"The Honors Intern Program was extremely beneficial to my professional development. My assignment provided me with a unique view of the FBI and a deep appreciation of law enforcement. I worked under the supervision of several special agents, who, as I was able to win their confidence, trusted me to undertake additional responsibilities and assignments. Perhaps the best part of the program was meeting employees like myself, who have a strong sense of duty and view law enforcement as a way to contribute to society. I am looking forward to furthering my career with the FBI...."

—This former honors intern (class of 1991) became an FBI budget analyst in 1992.

as an orientation period. During this time, interns receive an overview of the Bureau, a tour of the building, briefings on security and on employee services, and a review of intern assignments. Interns also receive notebooks that contain all the interns' names and phone numbers, maps of the Washington, DC, metropolitan area, commuting informa-

tion, and other items of general interest.

Local and State agencies that develop intern programs should take great care when organizing orientations. Such orientations allow for personnel introductions and give the interns an overview of the organization, as well as the program itself. Orientation periods also allow

the agency time to resolve administrative matters, and most importantly, put the intern at ease with what to expect.

When developing an orientation program, officials should consider:

- Whether the intern will require special assistance and information about the city or town
- The amount of time needed to acquaint the intern with the department's structure, personnel, regulations, and other administrative matters
- What topics the orientation should cover (The agenda might include a facility tour, review of a training or recruitment video, an introduction to key personnel, and an overview of program objectives.)

Officials should plan orientations well in advance of the interns' arrivals. Organized, comprehensive, and well-executed orientations set the standard for the remainder of the interns' experiences. This makes orientation preparation a key consideration in the planning process.

Intern Placement

The FBI places all honors interns at Bureau headquarters in Washington, DC, or at one of two sites in Virginia—the FBI Academy or the Engineering Research Facility. Program administrators base each assignment on individual interest, educational discipline, and potential contribution. Interns receive "hands-on" training, participating in a diversity of assignments.

Throughout the summer, interns meet and talk with senior management officials and other FBI

employees to gain a personal perspective of the FBI. Program managers also designate certain times for intern trips to FBI field offices and the FBI Academy, as well as for visits to cultural attractions and various social activities.

Careful job placement and supervision ensures that both the intern and the organization benefit from the program. Allowing interns to participate in the office work group and empowering them to use their leadership skills by challenging them to develop innovative ideas for necessary improvements provides an environment where interns can make important contributions to the overall organization. At the same time, the interns gain valuable personal experiences that they can carry with them when they leave the program.

When planning how to use interns, State and local administrators should consider what needs will exist during the program, how long the program will last, and how many interns they plan to select. In addition, they must decide where to place the interns in order to maximize program objectives and who will supervise them once they assume their responsibilities. Finally, program administrators need to develop a schedule of planned activities for the interns. These should include both work-related and social activities.

The success of intern programs depends greatly upon placement within the agency. Satisfying work assignments and valuable on-the-job experiences pay handsome dividends toward accomplishing program objectives.

Program Evaluation

Managers often overlook the importance of written evaluations. They fail to realize that they can benefit greatly from the interns' comments concerning their experiences. In addition, by using written evaluations, management acknowledges the importance of interns' comments.

At the end of their internship, FBI interns submit their comments on the program in writing. Most include their views on the program's strengths and weaknesses, as well as recommendations for changes or improvements. Program administrators then incorporate appropriate changes into the program.

In addition to written evaluations, interns meet with FBI management at least twice during the

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Employers cannot
afford to make
poor hiring
decisions....
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summer to discuss concerns and to exchange ideas concerning the program. Interns are given the opportunity to discuss their views of the program openly and to offer suggestions for improvement. These sessions isolate problems that management should address immediately and identify areas where they can strengthen the program.

Local and State agencies that wish to institute intern programs should consider several things before deciding on how to evaluate

their programs. For example, they should decide what method to use when soliciting feedback about the program from the interns. They must also decide whether the interns' supervisors should provide an evaluation of the program to management. Finally, they should decide whether the program has enough flexibility to accommodate new ideas and constructive criticism. Flexibility in the program can mean the difference between a successful program and an ineffective one.

Program Followup

Because of the significant amount of energy, time, and money invested in an internship program, a strong program followup is necessary. Interns are a resource that agencies can use to address future personnel needs. Agencies should implement strategies that encourage the interns to return as permanent employees.

When the interns return to their respective colleges and universities at the end of the summer, the work does not end. The FBI staff continues to maintain contact with each intern as they pursue their academic endeavors. An effective program produces interns who know more about the agency, its investigative mission, job opportunities, and employment requirements. Hopefully, this experience becomes the impetus for the interns pursuing a career with the agency.

However, because many of the interns leave the program to return to school with no definite career plans, the merits and positive experience of the program must be reem-

phasized and recommunicated to the interns well after the program ends. To aid in maintaining contact with honors interns, the FBI plans to develop a newsletter to send to all former interns. This newsletter will include information about the agency, such as organization and personnel changes, new initiatives, employment updates, information on other former interns, and other noteworthy items. The newsletter will remind the interns that they belong to a very select group and that the FBI continues to have an interest in them.

Local and State law enforcement agencies that develop an honors intern program need to ensure that a strong followup program exists. Program managers should encourage interns to contact the department or office periodically. This allows agency personnel to advise them of current employment requirements and hiring prospects. It also helps to determine the employment status and career aspirations of the interns.

Agencies that maintain contact with former interns can also ask these interns to speak at various recruiting events. These events could include job fairs, career days in local schools, and job placement seminars.

CONCLUSION

Law enforcement is a highly rewarding profession for individuals interested in public service. However, in this ever-changing world, agencies must find effective ways to recruit the finest and most capable workers to carry the law enforcement profession forward. Intern programs may be the most efficient method of accomplishing this critical task. ♦

Author Guidelines

Manuscript Specifications

Length: 1,000 to 3,000 words or 5 to 12 pages.

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

Publication

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

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Pay for Performance

By
GIL CANDELARIA

One question heard frequently throughout the law enforcement community is, "Are performance appraisals really necessary?" For years, police departments struggled to perfect their own performance appraisal systems; however, it seemed that the harder many departments worked to make a system meet their needs, the more they found wrong with the system. Clearly, good performance appraisal systems do not make a good department, but a bad system can be crippling and result in inconsistent salary increases, employee dissatisfaction, low morale, high turnover, and possible discrimination charges.

This article suggests ways that law enforcement agencies can review their current performance appraisal systems. It also discusses the importance of employee training in the area of performance appraisals and provides an overview of the newly instituted pay for performance system of the Sunnyvale, California, Department of Public Safety.

Rating Performance Appraisal Systems

Departments often overlook several issues when they examine their current performance appraisal systems. These issues include the effectiveness of the performance appraisal system, whether employees know what management expects of them, and how well employees

perform throughout the year. In addition, departments often fail to consider whether their systems allow for correcting or improving performance and provide rewards for good performance. Taking these issues into account can reveal both strengths and weaknesses in a

department's performance appraisal system.

Gauging how fully a performance appraisal system meets the following requirements can also be a measure of a system's effectiveness. First, the system must fit the organization. Forms, procedures, and the



frequency of review must depend on the size of the organization and on the participants' training and sophistication. Second, all programs should clarify what management expects of employees and should measure employees' current performance. Programs should also instruct employees as to how they can improve their performance, if necessary. Finally, performance evaluations must be thorough and provide an unbiased evaluation of an individual's performance.

In order for a performance appraisal system to be effective, everyone involved must understand it. Prior to the performance evaluation, rating officials should explain all objectives and procedures to each employee. These procedures should also be in writing and readily available for reference. All participants must believe that the system is fair and worthwhile. If, for example, the participants view the performance appraisal system as a tool for con-

sideration during promotional or salary review, then it may be viewed as a high priority that accomplishes its intended objective.

Law enforcement departments can also ensure a system's effectiveness by requiring all rating officials and managers to have the necessary skills to develop standards of performance, conduct appraisal interviews, and help subordinates develop a performance improvement plan. Departments should also establish controls and guidelines. If managers have the skills, motivation, and understanding, they should perform as expected. However, well-defined controls must exist in case a manager fails to complete any assigned appraisals.¹

Employee Performance Appraisal Training

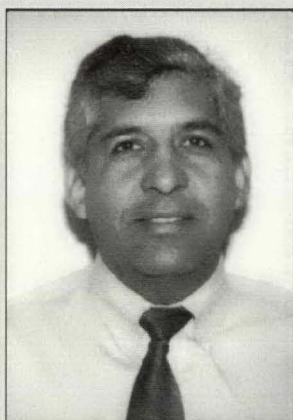
In addition to the responsibilities placed on managers during the performance appraisal process, departments should also thoroughly

train employees for their roles in the performance appraisal system. Managers may not have given much thought to this concept, but training employees in the performance appraisal process will help them to assume more control over and responsibility for their own performance.

Managers and supervisors well-accustomed to carrying out performance appraisals may find it difficult to accept the idea of training subordinates to participate actively in the performance appraisal process. However, training employees for their role in performance appraisal has two major benefits. First, it helps to manage performance, and second, it provides a legal safeguard against employees who might otherwise become disgruntled or seek a court battle.

If management involves employees in the appraisal system from the beginning and informs them of their progress or lack of it, then employees may analyze their own work more accurately and direct less anger or frustration toward their supervisors or the organization. Employees who receive training also make the appraisal process easier and more productive for their managers and the organization. They require far less supervision and tend to make greater contributions to the organization.²

There are many additional benefits of involving employees more actively in performance appraisals. These benefits include higher job satisfaction, lower turnover, and increased time for managers to pursue other responsibilities.



“
...good performance appraisal systems do not make a good department, but a bad system can be crippling....
”

Captain Candelaria is a member of the Sunnyvale, California, Department of Public Safety.

The Sunnyvale Performance Appraisal System

In the mid-1970s, Sunnyvale, California, made a concerted effort to develop a performance appraisal system that would encompass employees involved in every major city function. To this end, the city developed the "Planning and Management System," which demonstrates to citizens, the city council, and program managers how the Sunnyvale government operates. Sunnyvale designed the system to bring quality service to citizens and to keep the city focused on addressing long-term goals.

While California State law requires most cities to prepare a general plan outlining the direction for their community, few, if any, use the document as a foundation for all city planning and budgetary action.³ In Sunnyvale, however, the general plan lays the foundation for the planning and management system.

The general plan consists of seven elements, including transportation, community development, socio-economic concerns, planning, culture, management, and environmental/management public safety. All seven components focus on service to the community.

The Program Manager

In order to meet the general plan's requirements and provide the best service possible, the role of the program manager becomes essential. Ultimately, program managers bear the responsibility for meeting the service objectives assigned to their programs. Each service objective has one or more performance indicators or standards, which serve

to evaluate the quality and effectiveness of the service being provided. Service objectives reflect the policy statements and goals of the city's general plan.

Daily, managers must make decisions as to the best methods for providing services to the community given the budget restrictions. In order to do this, program

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performance
appraisal system to
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must understand it.
”**

managers prepare annual management achievement plans. These plans outline their assignments for the upcoming year, according to legislative priorities set by the city council and service objectives as reflected in the budget. At the end of the fiscal year, the department audits these managers, based on the successful completion of their assignments.

Service objectives play a critical part in the audits. Each month, program managers examine reports that highlight the unit cost and proficiency of a particular service. This information helps the department to determine how well it met a service objective and allows for quantitative assessment of the city's overall level of providing quality service to its residents.

Management Achievement Plan Reports

Management achievement plan reports (MAPR) document the achievements set forth in the management achievement plan. At the end of each fiscal year (FY), the program managers prepare these reports, based on established budget objectives and other job responsibilities. These reports provide the basis for each department director's performance evaluation by the city manager and city council.

The reports also provide program managers with the statistical data on their unit's production that allow them to conduct a comprehensive analysis of their program performance. For example, in FY 91, the Sunnyvale Public Safety Department's patrol units responded to 8,487 emergency calls, 47 more than FY 89-90, without a police vehicle-related accident. Eight thousand emergency calls had been projected. Additionally, the department still achieved a response time of 5.57 minutes per call (the plan projected a 6-minute response time), with staffing at minimum levels during the majority of the year.

Pay for Performance

However, the Sunnyvale program does not stop here. It goes on to offer bonuses and salary increases under its pay-for-performance program. Under this program, it is possible for managers to earn increases in pay if all objectives in their respective programs are exceeded. Exemplary performance could mean a significant increase in pay.

The pay-for-performance plan transcends traditional merit systems of "step" pay increases with a program that is tied directly to whether the policies of the city council are carried out. The basis for this program is that if managers' pay is tied

directly to the success of council-mandated policy, managers will be more likely to follow the course that the city council desires.⁴

Based on the MAPRs submitted by each manager and personal knowledge of the manager's per-

formance, department directors audit the managers they supervise. The city manager then audits department directors and approves or changes audits for managers throughout the city.

The auditor prepares a narrative discussing each manager's performance, also based on the MAPRs, and assigns a descriptive and numerical rating corresponding to each section of the management achievement plan. The auditor rates each section of the MAPR and then applies the weighing factors to each part of the management achievement plan to arrive at a total score. The composite scores, which determine the manager's compensation for the coming year, are designed as follows:

| | |
|------------------------|------------|
| Outstanding..... | 95-100 |
| Superior..... | 85-90 |
| Good..... | 75-80 |
| Marginal..... | 70-74 |
| Needs Improvement..... | 64-69 |
| Unsatisfactory..... | 63 or less |

The audit determination for each part of the rating criteria is weighed either at the high or low end of the scale. For example, outstanding is either 95 or 100; good is either 75 or 80. Once the city manager signs the MAPR, the audit and rating become final, and salary and any performance bonuses are set in accordance with the management compensation plan.⁵

Managers who receive ratings of 75 or more earn merit salary increases of 5 percent or advancement to their respective control point (CP), whichever is less. The control point is an employee's maximum

Suggestions for Employees During the Performance Appraisal Process:

- Anticipate and be prepared for your role in the appraisal interview
- Know what managers expect of you
- Document your personal strengths and weaknesses before the appraisal interview
- Recognize negative behaviors, such as not voicing disagreement, being prepared for the worst, never admitting mistakes, keeping a low profile, trying to "snow" the boss, etc.
- Be willing to accept help when it comes to behavior or performance changes
- Ask pertinent questions during the appraisal process
- Avoid overly defensive behavior during the appraisal interview.

(Source: Beverly Kaye and Shelley Krantz, "Preparing Employees: The Missing Link in Performance Appraisal Training," *Personnel*, May/June 1982, pp 23-29.

salary level. In addition, managers with ratings of 83 or higher receive a performance bonus. (See table 1.) A performance bonus results in advancement toward a control point in the salary range. Managers whose current salaries are at the control point receive the entire bonus in cash.

Managers with ratings of 70-74 do not receive a merit increase, a performance bonus, or a performance sanction. Salaries for these managers remain unchanged. Managers who receive ratings of 64-69 have their salaries reduced by 2.5 percent. For those managers with ratings of 63 or less, the department lowers their salaries by 5 percent.

Conclusion

The manner in which an organization conducts its performance appraisals reflects its management philosophy. In order for a department to obtain the best results from its performance appraisal system, supervisors must be fair, impartial, and possess a sincere desire to help employees grow and learn. As such, performance appraisals can either improve employee behavior or become a source of irritation.

Therefore, any organization that considers developing or implementing a pay-for-performance program must realize that it is not an easy, short-term process, but one that requires the cooperation of everyone involved. Additionally, any pay-for-performance appraisal system must also provide employees who perform below standards with an opportunity to improve their performance.

A periodic performance appraisal system should be construc-

tive, but candid. Ultimately, the system may become the best available method for improving not only the relationship between management and employees but also encouraging employees to fulfill their personal career goals. ♦

Endnotes

¹ Donald L. Kirkpatrick, "Two Ways to Evaluate Your Performance Appraisal System,"

Training and Development Journal, vol. 38, No. 8, August 1984, pp. 38-40.

² Beverly L. Kay and Shelley Krantz, "Preparing Employees: The Missing Link in Performance Appraisal Training," *Personnel*, May/June 1982, pp 23-29.

³ *West's Annotated California Codes*, Government Code Section 65300, copyright 1983, p. 251, vol. 363, 1991, Cumulative Pocket Part.

⁴ City of Sunnyvale, California, *Administrative Manual*, 1990, page XI.

⁵ *Ibid.*

Table 1

Performance Pay Plan*

| Rating | Salary Increase% | Bonus% |
|-----------------|------------------|--------|
| 100 points..... | +5.0%..... | +10.0% |
| 98-99..... | +5.0%..... | +9.0% |
| 96-97..... | +5.0%..... | +8.0% |
| 94-95..... | +5.0%..... | +7.0% |
| 92-93..... | +5.0%..... | +6.0% |
| 90-91..... | +5.0%..... | +5.0% |
| 88-89..... | +5.0%..... | +4.0% |
| 86-87..... | +5.0%..... | +3.0% |
| 83-85..... | +5.0%..... | +2.0% |
| 75-82..... | +5.0%..... | 0% |
| 70-74..... | 0%..... | 0% |

| Performance Sanction | | |
|----------------------|-------------------|--------|
| Rating | Salary Reduction% | Bonus% |
| 64-69..... | -2.5%..... | None |
| 63 or less..... | -5.0%..... | None |

(* Chart depicts the dependent relationship between an employee's performance rating and the increase or reduction of salary in one police department's typical performance pay plan.)

Point of View

Culture, Mission, and Goal Attainment

By
ROBERT A. JOHNSON

James Q. Wilson describes organizational culture as a "...patterned way of thinking about the central tasks of and human relations within an organization."¹ Culture, as Wilson identifies it, involves task fulfillment and human relations and how they mesh together to form a cohesive entity where an organization's employees share in the accomplishment of its mission.²

Whether officers' perceptions of their departments' mission coincides with its culture depends greatly on whether the chief executive clearly identifies the mission. It also depends on whether employees' personal and organizational goals mesh.

Differences in cultural perception exist in virtually every organization, especially when administrators fail to state the mission clearly, thereby leaving the overall focus either misunderstood or nonexistent. As a result, officers often establish organizational culture in the field and impart it to new employees through field training.

For example, field training officers can pass on to recruits

their cultural norms, which may emphasize more immediate concerns over the more philosophical concerns found in organizational mission statements. At this point, the old adage, "Forget everything you learned in the academy, this is the real world" may come into play. Seasoned police officers who combine personal knowledge and experience to form their own views of the department's mission—however skewed—train recruits to believe as they do, thereby discounting the department's true overall objective.

How then do police managers counteract this situation? They must establish a positive culture within their departments.

Establishing a positive culture requires a commitment on the part of police administrators. There are three important steps police administrators must take to establish a positive culture within their agencies: Educate the officers, place a high priority on recognizing employees' good works, and use managerial strategies to promote harmony within the organization.



Sergeant Johnson is assigned to the Police Education and Training Division of the Anne Arundel County, Maryland, Police Department.

Educate Officers

In order to establish a positive culture, police managers must educate their officers on the department's overall mission and on the benefits of setting goals that contribute to that mission. They should ensure that recruits can find this information in their blue books, orientation manuals, or recruit objective guides.

When this instruction process exists, recruits adopt objectives that apply across the board to *all* officers, regardless of assignment. In the absence of this education process, recently hired officers adopt the culture of their field training officers, without taking into consideration *overall* organizational goals.

Build Self-esteem

Recent studies confirm the value of enhancing self-esteem through employee recognition and support for employee development programs. Enhancing self-esteem results in a positive influence on employees' commitment to the organization and on their willingness to further those organizational goals and objectives that appear consistent with their own. For this reason, organizations should work to enhance the self-esteem of their employees, and they should, at the same time, foster trust, openness, and commitment.

Develop Management Strategies

Police managers must also use managerial strategies to accomplish shared objectives and goals.³ For example, they should ensure that the task needs of the organization and the personal needs of employees complement each other. Managers promote this type of situation when they:

- Provide meaningful job assignments (Place the right person in the right job.)
- Broaden employees' spans of control (This, in turn, enhances employees' self-esteem and motivates them to respond to the trust placed in them.)
- Give employees a voice in operations (Employees' commitment to their departments tend to increase when they have a voice in decisions that affect them.)

- Allow democratic leadership (Allow *all* managers to share in the decisionmaking process.)
- Develop a rapport with subordinates (Managers should recognize the good work of employees, and they should develop good listening skills.)

"In order to establish a positive culture, police managers must educate their officers on the department's overall mission and on the benefits of setting goals that contribute to the mission."

Conclusion

Developing an atmosphere that benefits both employees and the organization requires managers to use a number of strategies and policies that give the employees a sense of fulfillment in their job assignments. Furthermore, providing this type of work environment increases productivity, morale, and commitment based on a feeling of shared purpose and solidarity between subordinates and managers.

The task of redefining culture within a police organization remains difficult, and chief executives cannot accomplish this alone. Instead, managers should work to

create positive culture by communicating the mission statement and the objectives and goals toward accomplishing the mission, by designing incentives that foster and encourage a shared sense of purpose, and by ensuring that quality training exists within the department.

Progressive organizations understand the importance and value of properly assimilating the new employee into an existing workforce. Of course, the goal of any formal socialization process involves bringing a new employee on board with a working understanding of organizational rules, policies, and procedures within the framework of a particular assignment. Without a clear mission that includes attainable objectives and goals that most employees understand and support, the culture of police departments will continue to be defined by old-timers who tell new recruits to "forget what you learned in the academy." To keep the organizational mission from being defined by personnel constraints and the socialization process from being defined by seasoned police practitioners who may or may not bond with the stated mission is to allow positive culture to flourish. ♦

Endnotes

¹ James Q. Wilson, *Bureaucracy, What Government Agencies Do and Why They Do It* (New York, New York: Basic Books, Inc., 1989), p.91.

² Ibid.

³ S.S. Souryal, *Police Organization and Administration* (Cincinnati, Ohio: Anderson Books), 1985.

Bulletin Reports

Crime and Drug Prevention

The National Crime Prevention Council (NCPC) has published three informational booklets to assist in crime and drug prevention efforts. NCPC developed the booklets in cooperation with the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice.

The workbook, *Charting Success*, offers step-by-step suggestions for youths and adults to develop their own plans for community crime and drug prevention programs. *When A Child Reports A Crime*, which explores the topic from the perspective of law enforcement personnel and others who may face such a situation, discusses children as victims and witnesses and focuses on the reporting of the crime, not the entire criminal justice process. The 32-page booklet entitled *Building a Drug-Free Generation* explains the key role of parents in drug prevention and gives examples of low-cost and no-cost policy steps that government, mass media, schools, businesses, and other organizations can take.

Each of these booklets is available from the National Crime Prevention Council, ATTN: Distribution, 1700 K Street, N.W., Second Floor, Washington, DC 20006-3817.

Safeguarding Computer Evidence

Computers hold valuable information, even information on illegal activities that can be used as evidence. To assist law enforcement in safeguarding such evidence, the National Institute of Justice (NIJ), in cooperation with the Baltimore County, Maryland, Police Department, prepared a video entitled *The Crime Scene Computer*.

The video shows viewers the specific steps to be taken to safeguard computer information. It warns viewers of the dangers in retrieving the information prematurely and shows them how to preserve the integrity of crime scene computer evidence. The video comes with a step-by-step fact sheet for training or on-the-scene referencing.

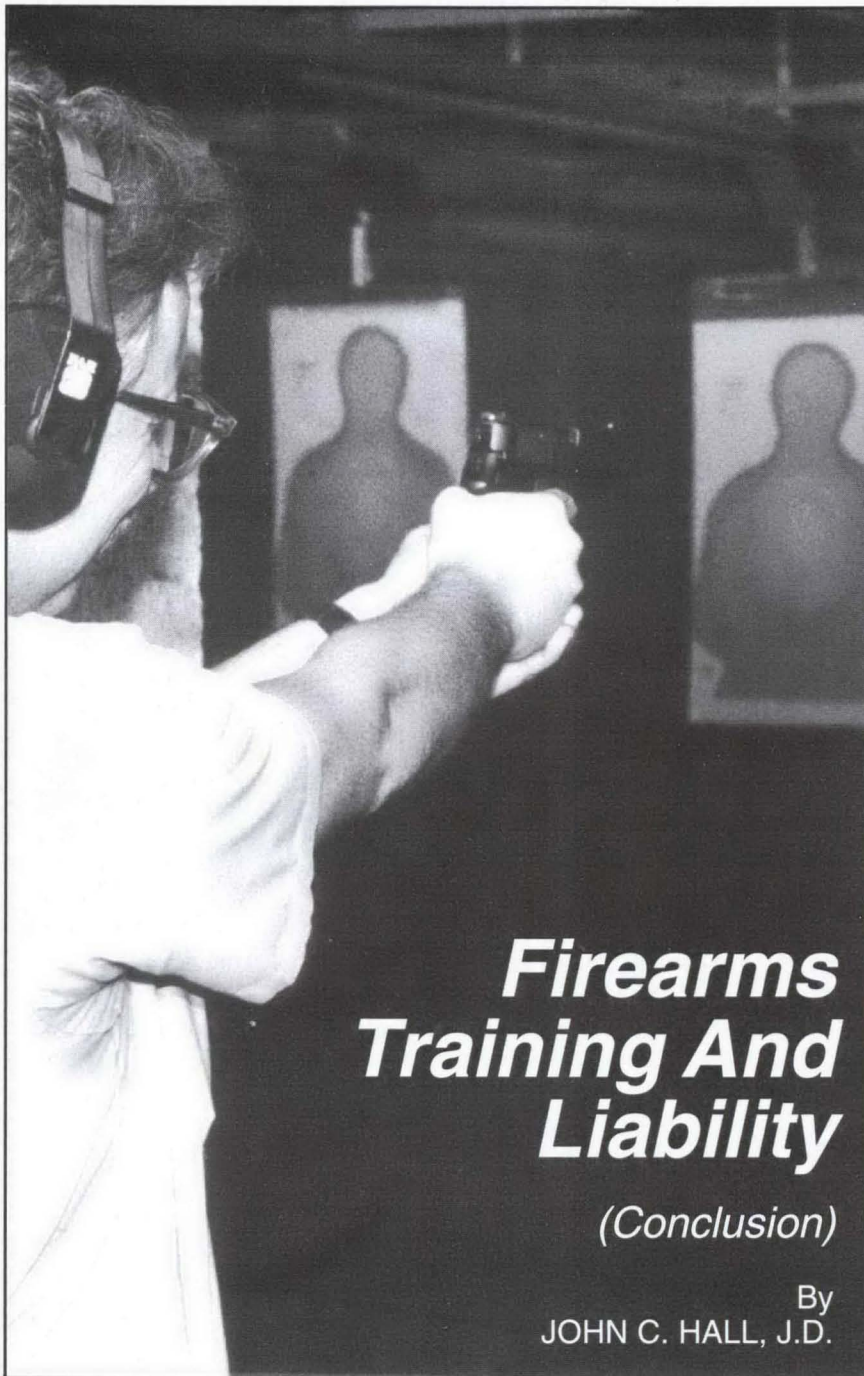
The video can be obtained from the National Criminal Justice Reference Service by calling 1-800-851-3420.

Minority Recruitment

A newly released report by the Police Foundation shows that police can recruit better-educated police officers and simultaneously improve the representation of minorities in the police labor force. This report details the findings of a Police Foundation study of the New York Police Department's (NYPD) Police Cadet Corps.

The Police Cadet Corps study found that the percentages of college-educated black and Hispanic officers recruited into the NYPD were significantly higher than those found in other groups of recruits, all NYPD sworn personnel, and the New York City population. In the four cadet classes evaluated, 51% of the cadets were white, 25% were Hispanic, and 24% were black.

A full research report on the cadet corps evaluation can be obtained by contacting the Police Foundation, 1001 22nd St., N.W., Washington, DC 20037.



Firearms Training And Liability

(Conclusion)

By
JOHN C. HALL, J.D.

Part I of this article discussed the circumstances under which a local governmental entity's "failure to train" can result in liability under 42 U.S.C. 1983. The conclusion, which focuses on

law enforcement firearms training, considers the manner in which suits challenging firearms training programs are most likely to arise and suggests some approaches in design and implementation of firearms

training programs to minimize the risks of liability.

FOCUS ON FIREARMS TRAINING

The general principles discussed thus far relate to training of whatever kind, including firearms training. However, the one aspect of firearms training that sets it apart from others and justifies its separate treatment is its critical purpose.

It requires little imagination to recognize that a firearm is an inherently dangerous tool that poses numerous risks in the hands of unskilled persons. Accordingly, it is a relatively simple matter to establish that the need for training is "so obvious" that a policy of providing *no* firearms training to police officers who are to be armed with them demonstrates a "deliberate indifference" to the safety of the community. However, a policy to provide *some* firearms training requires a plaintiff to demonstrate that the kind and quantity of training is so deficient as to constitute "deliberate indifference."

Perhaps reflecting and reinforcing the Supreme Court's view that courts are "ill-suited" to prescribe training programs for police, the cases lack specific instructions on the subject. This leaves the task to those who have some expertise and understanding of the practical issues that must be balanced. Thus, the development of appropriate training programs can focus on, and be guided by, legitimate law enforcement needs, rather than a standardize but possibly irrelevant court-mandated formula. Viewed realistically, if departments design



“
**...if departments design
 and implement
 firearms training
 programs with practical
 and realistic objectives
 in mind, the legal
 issues will care for
 themselves.**”

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

and implement firearms training programs with practical and realistic objectives in mind, the legal issues will care for themselves.

The latitude and flexibility left to law enforcement agencies in the design and implementation of firearms training programs implicitly recognizes that there is no “standard” program required by the Constitution or guaranteed to satisfy the varied needs of all law enforcement agencies. Given the rather broad framework within which firearms training programs may be developed, the following discussion of common issues is intended only to provide some general guidance.

Kind of Firearms Training

In *City of Canton v. Harris*,³¹ the Supreme Court observed that the liability issue must focus on “adequacy of the training program *in relation to the tasks* the particular officers must perform.”³² It is hardly novel to suggest that training should be logically related to the job. With firearms training, this encompasses

two general areas—proficiency and judgment. Each of these is important and should be included in any firearms program.

Proficiency—How to Shoot

Proficiency relates to an officer’s skill in using a firearm, handling it safely, and firing it accurately. This training should be tailored to the weapon’s characteristics and potential and to the typical circumstances in which police officers will likely use it. These three issues (safety, weapon potential, and circumstances for use) are distinct and should be carefully considered.

Safety

Because courts view firearms as inherently dangerous instrumentalities, the need to train officers in their safe use and handling surely requires no supporting argument. However, while the majority of departments require some firearms training for their officers, the issue takes on new significance as the transition from revolvers to semiau-

tomatic pistols continues in many police agencies. The skills needed to operate one type of weapon safely do not necessarily carry over to another. Without question, safety should be the foundation of any firearms training program and should be a thread that runs throughout all aspects of the training program for the duration of an officer’s career.

Weapon potential

In addition to the safety issue, firearms training should provide trainees with a sense of the weapon’s capability and confidence in their ability to use it effectively within the range of that capability. Because the focus of this training is to establish shooter’s and weapon’s potential, it should not be limited by reference to the statistical probability that a particular circumstance will arise “on the street.”

Indeed, it may well be argued that if statistical probability served as the primary basis for justifying every component of a firearms program, there would be no firearms training at all, because the statistical probability of an officer becoming involved in a gunfight is relatively small. Obviously, this approach is unacceptable.

It has been wisely observed that statistics are sometimes like a swimsuit; what they reveal may be interesting, but what they conceal is vital. An officer involved in a shooting incident has already violated the statistical norm, and survival will most likely depend on the officer’s ability to respond to a situation that was statistically improbable from the outset. Therefore, the critical nature of shooting inci-

dents—not the statistical probability of their occurrence—makes firearms training important, for legal as well as practical reasons.

Circumstances/conditions for use

Once officers are trained to use a firearm safely and to fire it with a reasonable degree of accuracy within the range of its capabilities, training should focus on applying the acquired skills to reasonably foreseeable circumstances and conditions. Here, reference to actual events and statistical probabilities can be most useful.

Designing a department's firearms training program "in relation to the tasks the particular officers must perform" suggests the need to take note of actual occurrences within the experience of that department, as well as the conditions under which officers can be expected to operate. For example, weather and lighting conditions and area characteristics (rural, residential, densely populated, etc.) become relevant. Also, an officer's ability to hit partially concealed or moving targets takes on more importance, because that typifies a shooting incident more than firing at a stationary target.

One of the first Federal court decisions to discuss this issue was *City of Margate v. Popow*.³³ This case has sometimes been misconstrued to mandate specific types of firearms training when, in fact, it only suggests relevant issues for a jury to consider when assessing the adequacy of a firearms program. For that reason alone, it is instructive.

In *Popow*, an officer pursuing a fleeing suspect fired a shot that struck an innocent bystander. The ensuing lawsuit named the municipality as a defendant, alleging inadequate firearms training. The municipality countered with a motion for summary judgment, supported by evidence that the officer had received firearms training.

In denying the motion, the district court noted that there were factual issues relating to the adequacy of the firearms training still in dispute. For example, the court observed that the jury might legitimately question whether the officer received any firearms training beyond that provided at the entry level 10 years before. Or, considering that the officer worked a night shift in a

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circumstances.”

densely populated area, did the training include night-firing at moving targets, with appropriate emphasis on potential risks to third parties? The court in *Popow* essentially anticipated the language of the Supreme Court in *Canton* that the training should take into account the tasks that officers will most likely be required to perform.

Judgment —When to Shoot

Of equal, if not greater, importance to training that imparts mechanical skills in the use of a firearm is training that enhances an officer's ability to judge when it is appropriate to use a firearm. When litigation results from the use of firearms by law enforcement officers, the issue is more likely to be one of judgment rather than accuracy.

Although there are cases where innocent bystanders were inadvertently struck by police bullets that missed the intended target, they are relatively rare and require artful pleadings and proof to establish a constitutional violation. On the other hand, if an officer fires accurately and succeeds in striking the intended target, there may yet be a lawsuit to challenge the officer's judgment. Training programs devoid of instruction regarding the standards for using deadly force are seriously deficient, regardless of the levels of proficiency attained.

In *Canton*, the Supreme Court discussed a circumstance where a municipality's failure to train could be construed as a "policy" by noting that "in light of the duties assigned to specific officers...the need for more or different training is so obvious, and the inadequacy so likely to result in the violation of constitutional rights, that the policymakers of the city can reasonably be said to have been deliberately indifferent to the need."³⁴ To illustrate this point, the Court cited the specific issue of judgmental training:

“...city policy makers know to a moral certainty that their police officers will be required

to arrest fleeing felons. The city has armed its officers with firearms, in part to allow them to accomplish that task. Thus, the need to train officers in the constitutional limitations on the use of deadly force...can be said to be 'so obvious,' that a failure to do so could properly be characterized as 'deliberate indifference' to constitutional rights."³⁵

Accordingly, police firearms training should include, or be complemented by, judgmental training in the use of deadly force. This training should incorporate legal and policy guidelines on the use of force, as well as practical instruction in how to apply them.

Ignorance or misunderstanding of the legal limitations can result in an unconstitutional use of force; ignorance or misunderstanding of the practical realities can expose an officer to unnecessary risks. Deficient judgment in either circumstance can result in tragedy.

Making judgments regarding the appropriateness of force in a given situation probably presents the greatest challenge to a police officer. The Supreme Court has observed that such judgments are often made "in circumstances that are tense, uncertain, and rapidly evolving."³⁶ Not only can training provide a frame of reference for such decisions, but it can also condition the mind of the officer to assess relevant information quickly and accurately and to choose a reasonable response.

Training cannot replace the ability or responsibility of an officer to exercise discretion on the street,

and efforts to do so by attempting to anticipate and account for every conceivable situation that may arise will most likely be counterproductive. Excess mental baggage can result in error (the wrong judgment) or inertia (the inability to act). Neither is desirable.

One suggested approach is to instruct officers in the general guidelines provided by the law and policy and then use practical exercises or scenarios to illustrate their proper application. Practical application should, at the very least, incorporate such subject areas as threat recognition, action-reaction limitations, and wound ballistics.

“
Training programs devoid of instruction regarding the standards for using deadly force are seriously deficient, regardless of the levels of proficiency attained.
”

Undoubtedly, there are many other relevant topics to consider in a firearms training program, but these suggest themselves for a number of reasons. First, officers who do not recognize the nature and level of a threat may act precipitately or tardily, with possible tragic consequences. Second, officers who do not comprehend the edge that action has over reaction fail to take appropriate safety precautions. And finally, officers who do not have

some basic understanding of wound ballistics, i.e., the manner in which bullets inflict wounds, may have exaggerated expectations of their ability to achieve timely incapacitation of opponents or to survive wounds they sustain. Ongoing, repetitive exposure to this kind of training assists officers in developing and honing their judgmental, as well as their survival, skills.

Quantity/Frequency of Training

The mechanical skills involved in firing a weapon—particularly a handgun—can deteriorate. Courts, as well as those who engage in firearms training, recognize this concept, which supports the principle that law enforcement training must be sustained throughout an officer's career. But how much is necessary? And at what intervals? No one knows.

Experience indicates that not only do the skills diminish but also the rate of deterioration varies from person to person. How much or how frequently training must be given to counter the deterioration remains highly subjective. Consequently, in reality, budgetary, logistical, and other practical considerations drive firearms training more than objective data regarding need.

Such cases as *Popow*, which raises the issue of continued training, offer no guidance apart from indicating that it is important. In all likelihood, the content and frequency of the training probably hold more importance than quantity. Furthermore, it should be emphasized that the Constitution does not require perfection.

In *Mateyko v. Felix*,³⁷ the plaintiff challenged the use of a Tazar gun

by the police, alleging that the entire training program for the officers using this weapon lasted only 4 hours and that it contained no instruction regarding voltage and potential effects on the human body. The court held that the plaintiff failed to establish that the alleged deficiencies in the training amounted to "deliberate indifference."

FIREARMS QUALIFICATION

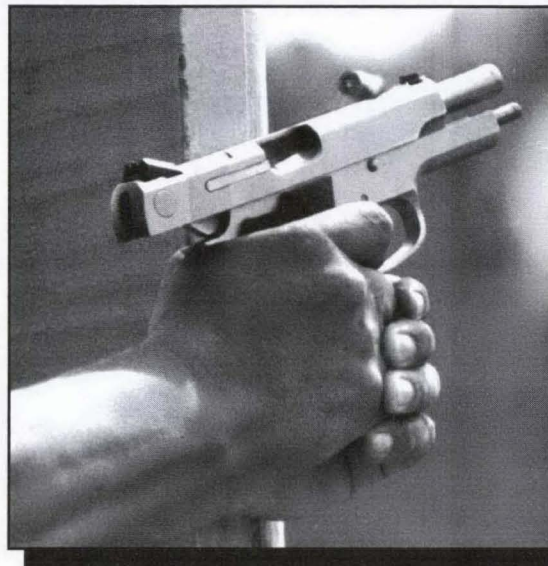
"Qualification," as the term is used in the context of firearms training, may refer to an officer demonstrating the ability to handle a firearm safely and fire it with reasonable accuracy on a prescribed course of fire. Likewise, it may refer to an officer's performance during combat and judgmental shooting. To say that an officer is "qualified" conveys the notion that the officer attained a minimal standard of performance, as demonstrated by successful completion of some test.

As with the content and quantity/frequency of firearms training, caselaw is devoid of guidance to establish precise standards for firearms qualification. Accordingly, departments should adopt courses and standards that are reasonable and likely to be effective for their circumstances.

Because no "standard" exists, as such, courts often rely upon the testimony of "experts." However, those who actually possess expertise in firearms and firearms training are sometimes unable or unwilling to distinguish between

"imperfections" and constitutional deficiencies.

Any training program can be "critiqued," and indeed, none exists that should not be critiqued regularly. However, a distinction lies between identifying areas of a training program that need improvement



or refinement and concluding that the program is so deficient that it exhibits "deliberate indifference." The latter, after all, is the appropriate legal standard. In *Canton*, the Supreme Court noted:

"In virtually every instance where a person has had his or her constitutional rights violated by a city employee, a...plaintiff will be able to point to something the city 'could have done' to prevent the unfortunate incident."³⁸

Law enforcement officers and agencies must have the liberty to scrutinize and critique their programs continuously if law enforce-

ment policies and procedures are to remain lawful, effective, and up-to-date. They should be encouraged to recognize and correct perceived weaknesses, unhampered by the misperception that every flaw is of a constitutional dimension.

GENERAL PRINCIPLES OF FIREARMS TRAINING

Trying to establish fixed, universal standards for firearms training and qualification is both futile and undesirable. Nevertheless, the following philosophical principles may serve to guide the process:

PRINCIPLE #1: Notwithstanding the potential for "failure to train" lawsuits under 42 U.S.C. 1983, the design and implementation of firearms training programs should not be motivated by the sole purpose of avoiding legal liability.

PRINCIPLE #2: Firearms training should be designed to prepare officers to protect themselves and their communities from dangerous individuals, when necessary. To attain that objective, the program should logically take into consideration the nature and conditions of the job and should be tailored accordingly.

PRINCIPLE #3: The standards for the second principle are higher than those of the first. Consequently, a training program designed to safeguard the rights of citizens in the community, while at the same time ensuring the safety of police officers during the performance of their tasks, will amply satisfy any legal standard.

CONCLUSION

Because of the inherently dangerous nature of firearms and the critical circumstances that require their use by law enforcement officers, the significance of firearms training can hardly be overstated. As this article indicates, a failure to train officers adequately in the appropriate use of firearms can result in liability.

It is clear, however, that the law grants considerable latitude to law enforcement agencies in the development of relevant training programs to meet their needs. The law also imposes a relatively high standard for plaintiffs to attain if they are to challenge the adequacy of a firearms training program successfully.

Any deficiency must evidence a "deliberate indifference" to the safety of the community and must cause a constitutional violation before a plaintiff can prevail. Firearms training programs designed to prepare officers for the practical purpose of performing their tasks safely and effectively minimize the potential for liability. ♦

Footnotes

³¹ 489 U.S. 378 (1989).

³² *Id.*

³³ 476 F. Supp. 1237 (D.N.J. 1979).

³⁴ 489 U.S. at 390.

³⁵ *Id.*, footnote 10.

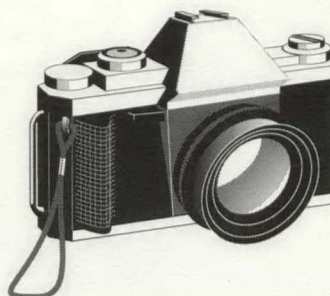
³⁶ 490 U.S. at 396.

³⁷ 924 F.2d 824 (9th Cir. 1990).

³⁸ 489 U.S. at 392.

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

Wanted: Photographs



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

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

John Ott, Art Director, *FBI Law Enforcement Bulletin*, J. Edgar Hoover F.B.I. Building, 10th and Pennsylvania Avenue, NW, Washington DC, 20535. Telephone (202) 324-3237.

The Bulletin Notes

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

While on the side of a roadway obtaining information from individuals who had just been involved in a traffic accident, Sgt. Harold Dean Glossup, Jr., of the Pulaski, Tennessee, Police Department observed a vehicle approaching the area at a high rate of speed. The automobile, which suffered brake failure as its driver tried to decelerate approaching the accident scene, sped directly toward Sergeant Glossup and the other two individuals. At risk to his own life, Sergeant Glossup pulled the woman out of the vehicle's path, and when the man did not respond to his warning to jump, Sergeant Glossup pushed him out of the way, just as the car brushed past them.



Sergeant Glossup



Officer Boger

Officer Chris Boger of the Wapato, Washington, Police Department responded to the report of a residential fire. Upon his arrival, bystanders advised Officer Boger that two people remained trapped inside. Officer Boger crawled through the smoke-filled hallways and used his flashlight to locate the victims. He then led them to safety, nearly being overcome by smoke himself.



Lieutenant Accorti

Lt. Barry Accorti of the North Ridgeville, Ohio, Police Department responded to the report of a shooting in progress. Upon arrival, he found a man and woman wrestling for control of a revolver. Unable to immediately determine the aggressor, Lieutenant Accorti wrestled the gun away from the couple. He then discovered that the man sustained four gunshot wounds. Lieutenant Accorti restrained the irate woman and administered first aid to the critically wounded man until rescue units arrived.

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