

# TCRP

## REPORT 86

TRANSIT  
COOPERATIVE  
RESEARCH  
PROGRAM

*Public Transportation Security:  
Volume 2*

## **K9 Units in Public Transportation: A Guide for Decision Makers**

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**TCRP REPORT 86**

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***Public Transportation Security:***  
***Volume 2***  
**K9 Units in Public Transportation:**  
**A Guide for Decision Makers**

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## TRANSIT COOPERATIVE RESEARCH PROGRAM

The nation's growth and the need to meet mobility, environmental, and energy objectives place demands on public transit systems. Current systems, some of which are old and in need of upgrading, must expand service area, increase service frequency, and improve efficiency to serve these demands. Research is necessary to solve operating problems, to adapt appropriate new technologies from other industries, and to introduce innovations into the transit industry. The Transit Cooperative Research Program (TCRP) serves as one of the principal means by which the transit industry can develop innovative near-term solutions to meet demands placed on it.

The need for TCRP was originally identified in *TRB Special Report 213—Research for Public Transit: New Directions*, published in 1987 and based on a study sponsored by the Urban Mass Transportation Administration—now the Federal Transit Administration (FTA). A report by the American Public Transportation Association (APTA), *Transportation 2000*, also recognized the need for local, problem-solving research. TCRP, modeled after the longstanding and successful National Cooperative Highway Research Program, undertakes research and other technical activities in response to the needs of transit service providers. The scope of TCRP includes a variety of transit research fields including planning, service configuration, equipment, facilities, operations, human resources, maintenance, policy, and administrative practices.

TCRP was established under FTA sponsorship in July 1992. Proposed by the U.S. Department of Transportation, TCRP was authorized as part of the Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). On May 13, 1992, a memorandum agreement outlining TCRP operating procedures was executed by the three cooperating organizations: FTA, the National Academies, acting through the Transportation Research Board (TRB); and the Transit Development Corporation, Inc. (TDC), a nonprofit educational and research organization established by APTA. TDC is responsible for forming the independent governing board, designated as the TCRP Oversight and Project Selection (TOPS) Committee.

Research problem statements for TCRP are solicited periodically but may be submitted to TRB by anyone at any time. It is the responsibility of the TOPS Committee to formulate the research program by identifying the highest priority projects. As part of the evaluation, the TOPS Committee defines funding levels and expected products.

Once selected, each project is assigned to an expert panel, appointed by the Transportation Research Board. The panels prepare project statements (requests for proposals), select contractors, and provide technical guidance and counsel throughout the life of the project. The process for developing research problem statements and selecting research agencies has been used by TRB in managing cooperative research programs since 1962. As in other TRB activities, TCRP project panels serve voluntarily without compensation.

Because research cannot have the desired impact if products fail to reach the intended audience, special emphasis is placed on disseminating TCRP results to the intended end users of the research: transit agencies, service providers, and suppliers. TRB provides a series of research reports, syntheses of transit practice, and other supporting material developed by TCRP research. APTA will arrange for workshops, training aids, field visits, and other activities to ensure that results are implemented by urban and rural transit industry practitioners.

The TCRP provides a forum where transit agencies can cooperatively address common operational problems. The TCRP results support and complement other ongoing transit research and training programs.

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### NOTICE

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The members of the technical advisory panel selected to monitor this project and to review this report were chosen for recognized scholarly competence and with due consideration for the balance of disciplines appropriate to the project. The opinions and conclusions expressed or implied are those of the research agency that performed the research, and while they have been accepted as appropriate by the technical panel, they are not necessarily those of the Transportation Research Board, the National Research Council, the Transit Development Corporation, or the Federal Transit Administration of the U.S. Department of Transportation.

Each report is reviewed and accepted for publication by the technical panel according to procedures established and monitored by the Transportation Research Board Executive Committee and the Governing Board of the National Research Council.

To save time and money in disseminating the research findings, the report is essentially the original text as submitted by the research agency. This report has not been edited by TRB.

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## FOREWORD

By S. A. Parker  
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According to *Making the Nation Safer: The Role of Science and Technology in Countering Terrorism*, “presently, trained dogs represent the best broad-spectrum, high-sensitivity sensory systems. Dogs are capable of detecting many more items of interest, including people, explosives, drugs, fuels, and disease, and at lower concentrations, than currently manufactured sensors can” (NRC, 2002). The use of canine (K9) teams to support patrol, narcotics, and explosives-detection activities is routine in major metropolitan areas. Heightened awareness of threats from explosives has led to active consideration of the use of dogs as a strategy for coping with threats against public transportation systems. The second volume of *TCRP Report 86: Public Transportation Security* will be of interest to transit general managers; police and security personnel; and operations, training, and human resources staffs. It will also be of interest to federal, state, and local law enforcement K9 program operators. It offers information on a variety of approaches to fielding K9 programs. This information is based largely on extensive interviews with nine public transportation agencies that currently deploy K9s and four agencies that disbanded their K9 programs in the last 5 years. Current K9 deployment practices, issues to be addressed in proposing the establishment of a K9 program, implementation issues, and specific information on explosives detection are discussed. This volume was prepared by McCormick, Taylor & Associates, Inc., under TCRP Project J-10B(5).

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Emergencies arising from terrorist threats highlight the need for transportation managers to minimize the vulnerability of passengers, employees, and physical assets through incident prevention, preparedness, response, and recovery. Managers are seeking to reduce the chances that transportation vehicles and facilities will be targets or instruments of terrorist attacks and to be prepared to respond to and recover from such possibilities. By being prepared to respond to terrorism, each public transportation agency is simultaneously prepared to respond to natural disasters such as hurricanes, floods, and wildfires, as well as human-caused events such as hazardous materials spills and other incidents. In the last week of October 2001, the Transit Cooperative Research Program budgeted \$2 million for security-related research in fiscal year 2002.

This is the second volume of *TCRP Report 86: Public Transportation Security*, a series in which relevant information is assembled into single, concise volumes, each pertaining to a specific security problem and closely related issues. These volumes will focus on the concerns that transit agencies are addressing when developing programs in response to the terrorist attacks of September 11, 2001, and the anthrax attacks that followed. Future volumes of the report will be issued as they are completed.

To develop this volume in a comprehensive manner and to ensure inclusion of significant knowledge, available information was assembled from numerous sources, including a number of public transportation agencies. A topic panel of experts in the subject area was established to guide the researchers in organizing and evaluating the collected data and to review the final document.

This volume was prepared to meet an urgent need for information in this area. It records practices that were acceptable within the limitations of the knowledge available at the time of its preparation. Work in this area is proceeding swiftly, and readers are encouraged to be on the lookout for the most up-to-date information.

Volumes issued under *TCRP Report 86: Public Transportation Security* may be found on the TRB website at <http://www4.trb.org/trb/crp.nsf/All+Projects/TCRP+J-10>.

## MTA RESEARCH TEAM FOREWORD

Recent events have focused renewed attention on the need for enhanced security in public transportation. In this new environment, executives must make decisions regarding immediate concerns for the physical protection of passengers, employees, and facilities, and longer-term objectives for preparedness programs.

This Guide has been prepared to support these efforts in one critical area of decision making—whether to implement a canine (K9) program for transportation police or security operations or expand an existing program. As documented in recent media and industry reports, trained dog and handler teams are particularly well suited to address:

- the increased need for explosives detection capabilities in transportation operations;
- new demands stemming from the management of threats, hoaxes, and reports of conspicuous or unusual behavior, packages, and substances; and
- heightened requirements for special events planning, crowd control, and passenger reassurance.

Media coverage that heralds the success of K9 units in transportation facility protection often fails to describe the management challenges and costs associated with these programs. It is the major finding of this research that the potential benefits of K9 deployment will not be achieved in the transportation environment unless management actively attempts to understand what will be gained from the K9 unit and how its performance can be measured.

This Guide details these considerations and provides a logical, step-by-step methodology for use by transportation executives in deciding if investment in a K9 program is appropriate for their operation. This methodology is based on the results of a research program involving in-depth interviews with representatives from more than 40 organizations, including public transportation systems with K9 units and those that have disbanded these units, federal agencies that train and deploy K9s, K9-certifying agencies, vendors, and subject matter experts.

This Guide is **not** a field manual for K9 units, nor does it detail new practices and technologies to support K9 operations. Rather, this Guide addresses those first steps that must be taken by executives and their staff to investigate the feasibility of a K9 program for their particular system, to prepare a proposal to support its implementation, to start up the new unit with dogs and handlers, and to conduct meaningful evaluations of unit performance.

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## KEY TERMS USED IN GUIDE

Like all specialized services, K9 units have their own terminology, which should be understood by those transportation personnel evaluating this resource for their agency. The following terms are most commonly used to describe the K9 function in the public transportation environment.

- ❑ **Service Dog** – A dog owned, trained, certified, and insured by a transportation system, its designees, or its contractors to perform work.
- ❑ **K9 Unit** – A specialized unit within a law enforcement agency or other organization that is responsible for administration of the program that deploys service dogs.
- ❑ **K9 Supervisor** – Law enforcement officer or management personnel responsible for oversight of the K9 unit and deployment of resources within the unit.
- ❑ **Trainer** – An officer, contractor, or other employee qualified by a professional training center or certification agency as an expert in the training and use of service dogs and their handlers.
- ❑ **Handler** – An officer, contractor, or other person qualified by the trainer and/or a certifying agency to care for and use a service dog.
- ❑ **K9 Team** – The handler and the assigned service dog.
- ❑ **Patrol Dog** – A service dog selected by the trainer and qualified by recognized standards to perform basic patrol functions.
- ❑ **Detector Dog** – A service dog selected by the trainer and qualified by recognized standards to perform searches for hidden substances, including narcotics and explosives. Dogs used for detection typically are trained to detect each of the following odors:
  - **Drug Odors** – Cocaine (a.k.a., Powder and Crack), Heroin, LSD, Marijuana, burned Marijuana odor in cloth, Methadone, Methamphetamine (Ecstasy), and Mescaline (Peyote); and
  - **Explosive Odors** – black powder, smokeless powder, gunpowder, Pyrodex, handguns, bullets, shotgun shells, firecrackers, dynamite, TNT, C4, detonating cord, Ammonium Nitrate, Composition B, Penolite, emulsions, RDX, and PETN.
- ❑ **Dual Purpose (or Dual Use) Dog** – A service dog selected by the trainer and qualified by recognized standards to perform two distinct functions. Traditionally these functions include general patrol and another specific type of detection.

- ❑ **Training Facility** – Location that supports all aspects of the training required and recommended for handlers and service dogs, including appropriate simulation exercises.
  
- ❑ **Certified** – A K9 team meeting the performance standards of the police department, contracting agency, or recognized professional association, as evaluated by a qualified service dog expert.

# CONTENTS

<b>1</b>	<b>SECTION 1 Introduction</b>
	Research Activity, 2
	Organization of Guide, 3
<b>7</b>	<b>SECTION 2 The Pros and Cons</b>
	Lessons Learned from the Industry, 9
	The Pros, 11
	The Cons, 13
	The Bottom Line, 17
<b>19</b>	<b>SECTION 3 K9 Use in Public Transportation</b>
	Establishing the K9 Capability, 20
	K9 Breed, Source, and Selection, 27
	Using Donated Dogs, 28
	Using Vendors, 29
	Using Puppies, 30
	Lessons Learned from Federal Programs, 30
	Additional Resources, 32
	Federal Government, 32
	National Associations, 33
	State Associations, 33
<b>35</b>	<b>SECTION 4 Developing the Proposal</b>
	Documenting the Proposal, 36
	Documenting Need and Benefits, 37
	Documenting Jurisdictional Authority, 40
	Documenting Liability, 41
	Documenting Proposed K9 Team Deployment, 41
	Documenting Cost, 45
<b>47</b>	<b>SECTION 5 Implementing the Program</b>
	K9 Team Selection, Training, and Certification, 47
	The Role of Vendors, 48
	K9 Selection, 48
	Handler Selection, 49
	Basic Training, In-Service Training, Evaluation, and Certification, 50
	General or Operational Orders and Performance Standards, 58
	Integration of K9 Unit into Operations, 59
	Dispatching K9 Units, 59
	Typical Workday, 61
<b>63</b>	<b>SECTION 6 Considerations for Explosives Detection</b>
	Capabilities of Explosives Detection K9s, 63
	Bomb Threat Procedures, 65
	ATF Guidelines, 68
	Final Note: Exposure to Anthrax, 69
	General Information, 69
	Treatment, 70
<b>73</b>	<b>APPENDIX A List of Interviews</b>
<b>79</b>	<b>APPENDIX B Structured Interview Guide</b>
<b>83</b>	<b>APPENDIX C Summary of Interview Findings</b>
<b>87</b>	<b>APPENDIX D Adaptation of TSA Fact Sheet</b>
<b>89</b>	<b>APPENDIX E Office of Justice Program</b>
<b>91</b>	<b>APPENDIX F Sample Selection Tests</b>
<b>95</b>	<b>APPENDIX G Sample General Order</b>
<b>105</b>	<b>APPENDIX H NJ State Performance Standards</b>
<b>111</b>	<b>APPENDIX I Sample Certification Standards</b>

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## SECTION 1: INTRODUCTION

The nation's largest 100 public transportation systems provide over 8.4 billion passenger trips each year. This figure represents approximately 87 percent of all trips taken on public transportation. In an industry with over 7,000 operating systems, these systems comprise less than two-tenths of one percent of the total.

With so much of the nation's riding public concentrated on so few public transportation systems, the actions of these systems have significant implications for public safety. To this end, the largest 100 transportation systems have developed security programs to integrate sworn law enforcement personnel and non-sworn security professionals into their operations.

Since the 1970s, executive management, public transportation police departments, contracted law enforcement, and non-sworn security services have actively investigated a variety of methods for improving security and emergency preparedness. During the 1980s and early 1990s, 16 transportation agencies developed canine (K9) programs. Now, only 12 public transportation systems have K9 programs in operation. These systems are listed below:

- Bay Area Rapid Transit (BART);
- Chicago Transit Authority (CTA);
- Massachusetts Bay Transportation Authority (MBTA);
- Metropolitan Atlanta Rapid Transit Authority (MARTA);
- Metropolitan Transportation Authority of Harris County (Houston METRO);
- New York City Transit (NYCT);
- New Jersey Transit (NJ Transit);
- Niagara Frontier Transportation Authority (NFTA);
- Port Authority Transit Hudson (PATH);
- Southeastern Pennsylvania Transportation Authority (SEPTA);
- Tri-County Rail; and
- Washington Metropolitan Area Transit Authority (WMATA).

These systems use K9 units to patrol their own assets and areas of responsibility. On average, these units deploy between two to four teams. Houston METRO has one narcotics team but is able to operate successfully through strong ties with other local law enforcement agencies. CTA, SEPTA, and MBTA have large units, staffing three shifts with anywhere from 7 to 16 teams. SEPTA staffs eight K9 teams, but maintains 18 dogs. Some SEPTA teams deploy two dogs, affording them additional capability and more rapid response. MARTA and NFTA not only patrol their rail assets, but also work in local airports performing drug and explosive detection. WMATA and BART have both created innovative partnerships with federal law enforcement agencies to support the protection of critical infrastructure in their service areas and to secure tunnels and



elevated structures. All interviewed public transportation systems also support calls for assistance from local law enforcement.

Since 1996, four public transportation systems have disbanded their K9 programs. These are:

- ❑ MTA Long Island Rail Road;
- ❑ MTA Metro-North Commuter Railroad;
- ❑ Northern Indiana Commuter Transportation District (NICTD); and
- ❑ Port Authority Transit Commission.

In three of these cases, changes in management brought new philosophies that did not support the costs and legal or insurance liabilities associated with canine programs. In the last instance, the transportation system's only canine had to be removed from service, and a decision was made not to replace it. In all cases, management review clearly indicated that these programs were not meeting expectations.

In an era in which the number of canine programs nationwide is growing every year, 25 percent of canine programs in public transportation have been discontinued. This finding emphasizes the challenges of building and sustaining these units in the transportation environment, and in developing documented measures of performance that survive transitions in management and personnel.

## **RESEARCH ACTIVITY**

This Guide surveys the use of K9 teams to support patrol, narcotics, and explosives detection capabilities in the public transportation environment. It highlights key steps required to develop and deploy effective K9 units and provides tools to support transportation executives, police, and operations personnel in evaluating whether this type of resource is appropriate for their security and emergency-preparedness programs.

This Guide reflects the results of a research program involving more than 40 organizations that specialize in the training, certification, and deployment of trained service dogs.

- ❑ Detailed interviews were performed with 8 of the 12 public transportation systems currently deploying K9 units. Two additional systems were able to participate in less extensive interviews with the research team, and the two remaining systems were unable to participate for security reasons. Interviews were also performed with representatives from all four systems that disbanded their K9 programs.
- ❑ The National Passenger Railroad Corporation (AMTRAK) also participated in an interview with the research team including representatives from both AMTRAK headquarters and regional offices.

- ❑ Federal agencies interviewed for this project include the Transportation Security Administration (TSA); the Federal Aviation Administration (FAA); the Bureau of Alcohol, Tobacco, and Firearms (ATF); the Federal Bureau of Investigation (FBI); the Department of Defense Military Working Dog Center at Lackland Air Force Base; and the Naval Criminal Investigative Service. Combined, these agencies deploy more than 2,000 K9s around the world for infrastructure protection, explosives detection, and to support military operations.
- ❑ Certifying agencies including the United States Police Canine Association (USPCA), the North American Police Work Dog Association (NAPWDA), the National Narcotic Detector Dog Association (NNDDA), and the National Police Canine Association (NPCA) also participated in the research and shared their experiences in evaluating the performance of K9 teams.
- ❑ Fifteen vendors, providing a range of dog selection, training, and contract services, were also consulted to obtain their perspectives on the use of K9s in public transportation. Since the early 1980s, vendors have become critical links in the development of local law enforcement K9 programs. Nationwide, more than 300 municipal law enforcement agencies use vendor programs to provide dogs, to support dog selection as well as dog and handler training, and to evaluate the performance of K9 teams.

## **ORGANIZATION OF GUIDE**

This Guide is composed of six sections designed to support evaluation of the K9 option in the public transportation environment and to describe the steps involved in setting up (or expanding) a K9 unit.

**Section 1** identifies those transportation systems with active K9 programs, describes the research activity performed to develop the Guide, outlines its organization, and introduces key terms.

**Section 2** provides a description of how K9 units are used in public transportation and identifies the pros and cons associated with these programs, as reported by the agencies participating in the project research.

**Section 3** provides an overview of how K9 units are currently deployed by the eight public transportation agencies and AMTRAK that participated in in-depth interviews for this Guide.

**Section 4** presents K9 unit proposal preparation guidelines and considerations. This section describes the state of practice regarding key issues to consider when developing or expanding a transportation system's K9 program.

**Section 5** outlines the steps required to establish a K9 unit in the transportation environment, with an emphasis on the identification of resources to support the

program; the selection of trainers, handlers, and service dogs; and the development of training programs, evaluation programs, and deployment schedules to best utilize this resource.

**Section 6** presents further research on the use of K9 units to support explosives detection (ED). This section provides supplemental information on how this function can be integrated into the transportation K9 program or supplied by contracts with qualified vendors. Key elements discussed include the merits of the ED capability for transportation operators, sample certification standards for ED, requirements for training with explosives, and the potential role of vendor services in support of transportation operations.

The appendixes provide information documenting the project research and also support the development of policies and procedures at public transportation systems.

**Appendix A** provides a complete listing of the agencies that supported the preparation of this Guide.

**Appendix B** presents the Structured Interview Guide used to direct the telephone interviews for the research.

**Appendix C** provides a brief summary of overall findings from these interviews.

**Appendix D** provides a fact sheet describing the Transportation Security Administration's (TSA) Explosives Detection Canine Team Program, used to train, certify, and deploy K9 units at the nation's airports.

**Appendix E** provides a summary of grant programs administered through the Department of Justice, Bureau of Justice Assistance.

**Appendix F** contains a sample selection test for candidate service dogs working in the transportation environment. This test is based on standards developed by the U.S. Military Working Dog Program and the Royal Canadian Mounted Police Canine Program.

**Appendix G** contains a Sample General Order prepared for this Guide. It combines key features of several orders submitted to the research team by the interviewed transportation agencies and vendors. As with all materials in this Guide, the Sample General Order is intended only to stimulate public transportation system evaluation of key issues to be addressed. It is not intended to be prescriptive or to mandate any specific practice.

**Appendix H** provides sample performance objectives used to support ongoing evaluation of K9 programs in the State of New Jersey.

**Appendix I** presents sample certification standards prepared for this Guide, based on results and recommendations of interviews with public transportation personnel. These standards can be used to establish evaluation criteria for K9 team performance in the transportation environment.

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## SECTION 2: THE PROS AND CONS

Many transportation executives considering K9 options may wonder how these programs work and what, exactly, they could offer an organization whose primary mission is to move people safely and securely. Table 1 identifies how the nine agencies interviewed by the research team use K9 units in their operations.

**TABLE 1: USE OF K9S IN PUBLIC TRANSPORTATION**

FUNCTION OF TEAMS DEPLOYED BY K9 TYPE	PUBLIC TRANSPORTATION SYSTEMS WITH K9 UNITS								
	AMTRAK	BART	CTA	Houston METRO	MARTA	MBTA	NFTA	SEPTA	WMATA
									
Deterrent patrols in stations, platforms, vehicles, transfer centers, and parking facilities	X	X	X	X	X	X	X	X	X
Support special events management or crowd control	X	X				X		X	X
Track persons, including lost or missing children	X	X				X		X	X
Perform safety checks of public transportation facilities	X	X				X		X	X
Locate victims of fires, earthquakes, or other natural disasters and provide aid during public transportation emergencies		X							
Pursue or search for persons that threaten the safety of the handler and/or other persons	X	X	X	X		X		X	X
Defend and/or protect public safety officers or other persons	X	X				X		X	X
Support narcotics searches and forfeiture programs	X		X	X		X	X		X
Perform explosives detection, clearing of suspicious packages, and pre-event searches	X				X	X	X	X	X

The Massachusetts Bay Transportation Authority (MBTA) in Boston has one of the nation's oldest and most successful public transportation K9 units. Table 2 summarizes this program, providing an in-depth illustration of how this resource can be integrated throughout public transportation operations. This summary also identifies key issues associated with operating and evaluating a K9 program.

**TABLE 2: DESCRIPTION OF MBTA K9 PROGRAM**



MBTA deploys one of the nation's largest public transportation K9 units with 11 teams supervised by a dedicated K9 Sergeant. K9 teams are used:

- to support preventative patrol in stations and facilities;
- to perform safety checks, ensuring that unauthorized personnel are not in restricted areas, tunnels, or rail right-of-way;
- to support preparation for and management of special events;
- to track fleeing suspects and support police apprehensions;
- to support the delivery of warrants and high-risk arrests;
- to search for narcotics and explosives;
- to escort money trucks to their destinations;
- to provide executive protection (during strikes and major events); and
- to enhance community relations through public demonstrations.

At any one time, the public transportation system has nine teams scheduled to cover three shifts, providing 24/7 service for the system. Patrol teams are deployed in stations, in cruisers, at the rail yard, in parking lots, and on surface patrols (bus lines). They also respond to calls outside of their system. Through reciprocal programs, MBTA police have built strong relationships with other law enforcement agencies and share programs and training facilities with the Boston Police Department. MBTA's K9 unit works closely with the Drug Enforcement Agency (DEA), the local K9 association, and corrections facilities. Over the last few years, MBTA K9's have netted more than \$1 million worth of narcotics. MBTA K9 teams appear at demonstrations whenever possible to provide positive publicity for the transportation system.

MBTA police prefer to use German Shepherds and Labrador dogs for their unit. The Labradors, renowned for their intelligence, endurance, and trainability, are used primarily for explosives detection, as they are not temperamentally suited for the apprehension component of patrol work. MBTA's German Shepherds are generally trained as dual purpose dogs, meaning they perform both patrol and narcotics detection functions. The unit's philosophy on German Shepherds is that although "they are not first at anything, they are second at everything," meaning they are extremely versatile.

The unit normally obtains their dogs from a vendor or breeder when they are between 12 and 18 months of age. After careful evaluation, MBTA trains them for service in the public transportation environment. In the past, MBTA obtained pre-trained dogs, but later determined that the benefits of training their own dogs and matching them with their handlers, earlier in the process, outweighed the costs of additional training. In evaluating a dog, trainers look for overall calm temperament and reaction to gunfire or loud noises for patrol work, whereas they select dogs with a high retrieval drive for specialty detection functions.

MBTA policies dictate that their dogs must be certified to the United States Police Canine Association's (USPCA) Police Dog I Certification, which requires that an officer and his/her canine must score a minimum number of points at a regionally sanctioned USPCA trial. The test to obtain certification is made up of four parts: Obedience, Agility, Evidence and Suspect Search, and Criminal Apprehension. This certification must be renewed every 2 years. In addition, MBTA maintains its own internal performance

**TABLE 2: DESCRIPTION OF MBTA K9 PROGRAM**

standards for evaluating the progress of K9 teams.

MBTA handlers must be highly evaluated officers, in good physical condition, who own their own homes. MBTA handlers bring their K9s home with them when not in service and must have space sufficient for a kennel that provides protection from the elements. Trainers are generally experienced handlers with several years of practical work in the field. Supervisors do not have to be former handlers or trainers, but must have extensive knowledge of the K9 unit standard operating procedures and protocol.

MBTA top management receives familiarization training from the K9 unit and attends graduations, special ceremonies, and demonstrations to keep in contact with the K9 unit and their operations.

MBTA's biggest challenge is acclimating dogs to the rail transportation environment. The dogs experience a range of reactions to rail stations and trains. Issues such as track and yard familiarizations, managing canines in crowds, and tunnel pursuits are part of normal K9 training and have been developed based on experience. The dogs are only muzzled in training and never while on patrol.

To bring on a new team, MBTA will first provide 14 weeks of basic training, evaluate the team, and then certify them for duty. The first assignments are differentiated by shifts, which are bid on by handlers. They are required to have regular monthly evaluations and, if there are problems identified, the trainer works with the team to improve their efficiency. K9 teams work 7 hours per day with the remaining time set aside for care and feeding of the dog.

MBTA has many facilities where they can train their dogs. They have both indoor and outdoor classrooms, as well as access to transportation stations, buses, and rail cars. For certain types of field work, they use Boston Police facilities located in a rural area.

Handlers attend in-service training for 2 days per month. The trainer will supervise individuals or groups, and they mostly do field work during this period. They rely upon contractors for explosives detection and specialty training. Some teams are selected to attend conferences provided by external agencies.

### **LESSONS LEARNED FROM THE INDUSTRY**

Once public transportation executives have a sense of how K9 units could support their operations, they should consider lessons learned from those who have been there. Table 3 displays the pros and cons of setting up a K9 unit, as given by the various interviewed transportation systems with K9 units already in existence.

**TABLE 3: THE PROS AND CONS**

<b><u>THE PROS</u></b>	<b><u>THE CONS</u></b>
<ol style="list-style-type: none"><li>1. Good for public relations, supports outreach with community and media, and provides strong symbol for public safety.</li><li>2. Effective tool for deterrence and order maintenance, passengers generally like K9 unit, criminals are often fearful of trained police dogs.</li><li>3. Supports a higher level of officer safety, criminal fear of dogs reduces resistance during apprehension.</li><li>4. More effective resource for facility searches, one K9 team can perform the work of four patrol officers.</li><li>5. Most effective resource available for non-repetitive detection of narcotics and explosives, no technology or other resource is better.</li><li>6. One K9 team can perform dual functions, supporting both patrol and either drug or explosives detection.</li><li>7. Grants are currently available for dual function patrol and drug detection dogs.</li></ol>	<ol style="list-style-type: none"><li>1. Consequences of poor planning are exacerbated by the importance of initial decision making to program capabilities and performance. Bad decisions cannot easily be overcome.</li><li>2. Reliance on outside technical support is often necessary to start program, a major vulnerability for a system new to this function. Good help is hard to find.</li><li>3. High program start-up costs, not averaged evenly over time, places large emphasis on cost savings during the phase of project when spending is most essential.</li><li>4. Difficulty of finding good dogs, patrolling the transportation environment places additional strains on K9s, selection testing is critical, but expensive and not ready-made for public transportation.</li><li>5. Difficulty of selecting the right handler, public transportation systems with limited experience may value the wrong traits or fail to recognize potential shortcomings prior to a major investment.</li><li>6. Legal and public relations consequences of bites, the public has zero tolerance for what it may perceive as inappropriate force exerted by police dogs.</li><li>7. Demands of K9 administration are high for a supervisor with other responsibilities. Scheduling challenges limit availability of K9s for service.</li><li>8. Success requires a long-term investment, several months to a year for results.</li><li>9. Constant effort is required to ensure that law enforcement and operations personnel are using the resources of the K9 unit.</li></ol>

## THE PROS

### Public Relations

Canine units can be powerful tools for practicing good public relations. Demonstrations and other events leave an impression on attendees, particularly school children and members of the press, generating positive publicity for the security program. Images of canines can certainly support advertising campaigns and Web pages for the system, and provide an easily recognizable symbol of the public transportation system's commitment to public safety.

### Deterrence and Order Maintenance

Canines have a pronounced deterrent effect. They are noticed (and generally approved of) by passengers and feared by criminals. The presence of a canine and an officer, in a patrol vehicle or standing nearby, generally encourages those observing them to follow the rules of the public transportation system. Canine units, therefore, can be valuable resources for order maintenance when deployed at hot spots for juvenile misbehavior, during special events, in parking lots, and at intermodal stations.<sup>1</sup> For similar reasons, canine units, when deployed to perform preventive patrol at rail-grade crossings, demonstrate high levels of effectiveness in changing the behavior of juveniles and motorists at the crossing and, through interaction with the public at these crossings, in reinforcing safe behavior.



### Officer Safety

Because canines are feared by criminals, using them during response to calls for service involving burglary, robbery, and assault typically reduces the level of force required to resolve these situations and often results in a documented decrease in assaults and injuries to police officers during suspect apprehensions.<sup>2</sup>

### Facility Searches

Typically, station, tunnel, and facility searches are more effective, thorough, and safe when using a police work dog. Research has shown that, with the use of a properly trained police work dog, the search time is usually cut down to approximately one-

<sup>1</sup>Walter Conway and Jim Watson, North American Police Working Dog Association (NAPWDA), Establishing a New K9 Unit: The Small Department, 2001. <http://www.napwda.com/tips/070798.shtml>.

<sup>2</sup> Ibid.

quarter of the time taken by patrol officers alone, with an extremely high degree of success in determining whether the suspect is or was recently inside the building.<sup>3</sup>

### **Drug and Explosives Detection**

Trained canines represent one of the most widely used and time-proven methods for the detection of illicit drugs and explosives. In principle, dogs can be trained to detect any type of drug or explosive. This versatility, combined with a dog's superior mobility and its ability to follow a scent directly to the source, makes canine detection the method of choice for a variety of applications that have a significant search component. Further, because dogs detect minute trace components, they are less likely to provide false positives on those materials that may alarm mechanical detection equipment. In short, for non-repetitive search functions, in which accuracy is critical, canines outperform the best available technology.<sup>4</sup>

### **Dual Functions**

Canines used in the transportation environment can be trained for dual functions (e.g., patrol and either drugs or explosives detection). **No single dog should ever be trained for both narcotics and explosives detection.** In times of heightened security, this capability means that the same canine team that supports preventive patrol and officer safety during apprehensions can also respond to calls for suspected explosives, proactively screen deliveries, perform perimeter checks, evaluate abandoned packages, support executive protection during strikes or major events (screening for car and letter bombs), and support the management of special events.

### **Federal Funding for Patrol and/or Drug Detection**

Federal funding is available to support the deployment of dual function patrol and/or drug-detector dogs. The Department of Justice, through the Community Oriented Policing Services (COPS) Office, and through the Bureau of Justice Assistance (BJA), administers a variety of non-formula-based grant programs. BJA's State and Local Assistance Division (SSLA) administers the Edward Byrne Memorial State and the Local Law Enforcement Block Grants (LLEBG) Programs, whose funds are available for canine programs. The Drug Enforcement Agency (DEA) and Office of National Drug Control Policy (ONDCP) also provide grants for canine programs. In addition, some states and local governments use drug-related forfeiture funds to support canine start-up and training costs. Typically, these grant programs have very few strings and generally support programs aimed at reducing both drugs and crime.

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<sup>3</sup> Ibid.

<sup>4</sup> Dr. John E. Parmeter, Dale W. Murray and David W. Hannum. Guide for the Selection of Drug Detectors for Law Enforcement Applications. NIJ Guide 601-00. U.S. Department of Justice, Office of Justice Programs, National Institute of Justice. Washington, DC, 1999.

## **THE CONS**

### **Starting Up K9 Units Requires Planning**

To be effective, many elements regarding the program must be decided ahead of time. This includes the size of the unit, the functions to be performed by the unit, the source of the dogs and selection criteria, the training to be provided for the dog(s) and handler(s), and the way in which the new unit will be integrated into existing operations. Unlike many other security deployments, in which learning can occur incrementally, the decisions made during the initial procurement and staffing of the K9 unit will have tremendous consequences on its ability to perform. Research demonstrates that K9 programs fail primarily for the following reasons, all of which can be related directly to activities performed during initial planning:

- systems choose the wrong vendor to select their dogs, train their handlers, and support their program;
- management provides poor supervision;
- administrators provide poor support;
- the personnel that need to use the resource to make it valuable receive little or no training; and
- systems use handlers who do not understand their responsibilities or are not sufficiently trained to follow through with them.

### **Reliance on Outside Experts**

Policing with K9s is a unique expertise, outside of the knowledge of most transportation executives. In this situation, the advice and recommendations provided by peer transportation systems and vendors assume more weight than may usually be the case. This dependence on subject matter experts, who may understand little about the hazards of the public transportation environment and the dynamics of the organization that must manage the unit, brings inherent vulnerabilities into program development and implementation.

### **High Start-Up Costs**

K9 programs require most of their investment up front, many weeks and months before the unit enters service. This situation creates an inherent tension between short-term and long-term planning objectives. There often is a desire to limit start-up costs, even if, when averaged over the expected performance life of the dog, these costs are actually lower than technology solutions (when averaged over a similar period of time). Yet, limiting investment in dog selection, dog testing, dog and handler training, and procedures development is the very activity that will damage the program down the road.

When purchasing a trained dog from a vendor, public transportation systems may receive pressure to limit the amount of time spent by the handler on site at the trainer's

facility. Managers of these transportation systems may believe that they cannot afford to send an officer away on a 12 to 16 week training program, as they cannot have an officer away for that period of time. Instead, the officer is sent for a 3- to 4-week course of training, referred to as the short program.

Transportation personnel participating in this project encouraged all agencies to be wary of the short program and its seeming cost-effectiveness. The officer who is sent to a short program is only given the minimum amount of training required to handle the dog. Through no fault of the training agency, he or she is only given a small portion of the training really required to do the job. During the short program, the officer can only be taught basic handling skills. Yet, there is a distinct difference between training a dog and handling a dog. One can handle a well-trained dog by giving it appropriate direction and working with the animal.

The short program may provide this competency. However, one cannot train a dog by simply learning how to handle it. The ability to train requires not only course work on animal behavior but also the opportunity to build skills through exercises and fieldwork under the supervision of a qualified trainer. This core skill will not be developed during the short program. Without this skill, the handler will not be able to manage the dog, particularly if access to training will be limited once he or she returns to the public transportation system and is immediately placed back in service.

### **Finding Good Dogs**

There are no guarantees that the dog(s) ultimately selected by the program will perform as intended. Although some vendors may say that any dog can be trained to perform in any environment, this is simply not true. Selection criteria and testing are critical, even if they increase the initial costs of the program (which they probably will). Some dogs are afraid of elevators, escalators, or trains. Some dogs are distracted by linoleum and other shiny surfaces. Some dogs are incapable of safely navigating through crowds and managing children who may reach out to pet them while they are working. Some dogs are distracted by the humming of the third rail or the overwhelming mass of scents in a transportation station. Some dogs will never be able to protect their handlers on stairwells, ramps, or in other locations, which may give a suspect a perceived height advantage. Some dogs are too aggressive to be deployed on preventive patrol. These dogs must be weeded out before the transportation system invests in their training.

Transportation K9s must be thinking dogs. They must be calm, approachable, and able to perform a variety of tasks in many environments. Vendors may be more likely to emphasize power and effectiveness at a single set of tasks. When giving advice, local law enforcement and consultants may not appreciate this distinction in service needs. Transportation systems will have to remain firm in defining and fulfilling their needs, even against a hard sell. The potential liability of an ill-equipped dog patrolling among the riding public demands nothing less.

## **Finding Good Handlers**

Administrators need to select test handlers just as closely as vendors select test dogs. Handlers need to be highly motivated individuals who are in good physical shape. They must be committed to training the K9 and learning to work with it in a unique partnership. From the moment the K9 and handler first meet, until the K9 is retired, some part of every day may be spent in training. Not every officer is equipped for this type of responsibility, and not every agency can appreciate the importance of the need for ongoing training, certification, and situation drills. K9 handlers must be willing to take correction from trainers and to learn from mistakes. They must appreciate the social aspect of the K9 patrol and the reactions of the public to the K9. They must be good public speakers and able to manage a varied work schedule. They must have good judgment and a strong performance history.

## **Consequences of a Bite**

Vendors and specialists emphasize the skills and capabilities of their dogs in suspect apprehension. They may actively encourage bite-and-hold methods of apprehension, in which the dog bites the suspect's arm and holds it until recalled by the handler. This introduces an element of aggression that may not be appropriate for dogs deployed in the public transportation environment, and, in fact, may be dangerous. After all, most transportation systems arrest a large number of juveniles, and the public relations implications associated with either directing a dog against a juvenile or a dog biting an innocent person could be disastrous. Most transportation systems advocate the bark-and-hold method, in which the dog corners the suspect and barks at the suspect until recalled. In any case, liability and policy issues regarding suspect apprehension must be resolved very early on during the planning process.

Some insurance carriers may charge additional fees, or require specific guarantees regarding K9 units, to protect the transportation system from lawsuits arising out of K9 apprehensions, K9 bites, and K9 performance. Transportation legal counsel may also have special concerns regarding these units that must be addressed. At a minimum, K9 units should keep detailed records on their activities for training, evaluation, certifications, assignments, and responses to calls for service. The public transportation system must review its current use of force continuum and establish procedures for managing canine bites.

## **Demands of K9 Administration**

Too often, administrators are not sufficiently skilled to supervise the K9 program. A transportation system with only one or two K9 units cannot appoint a full-time supervisor; yet the demands of overseeing the unit are high. Supervisors must set performance standards for the K9 teams to support ongoing evaluation. These standards are in addition to the certification program required for initial deployment. Supervisors need to review the training records on the dogs on a regular basis. They need to visit the weekly training and become familiar with the capabilities and

weaknesses of each dog team. They need to verify that weaknesses are addressed in training. Supervisors also need to visit units in other departments to watch and discuss training and deployment procedures. The supervisor must ensure that all training, performance, certification, and medical records for the K9 teams are maintained and in good order.

Scheduling is another administrative challenge. Training, grooming, exercising, feeding, and breaks all cut into the K9 unit's workday, which averages less than 6 hours of deployment time for an 8-hour shift. Four to five units are required for 24/7 coverage, with one unit available all of the time, rather than the traditional three patrol officers. Although many K9 officers are willing to work overtime and remain available to take emergency calls, effective scheduling of the K9 unit is critical, particularly if the agency is only beginning its program with one or two K9 teams.

### **Success Requires a Long-Term Investment**

Administrators (without experience) may expect to see immediate results. They may compare their handlers' results to other experienced handlers' results in the closest jurisdiction. No administrator expects new officers or employees to perform at the same level as an experienced veteran, but failure to recognize the importance of training and experience often leads these same people to expect top-level results from a new canine unit. If there are problems with the dogs, training, or equipment, these administrators may not have the same degree of patience. Dogs are not machines, and K9 teams must be treated as new recruits. Most experts say that it takes at least 1 year for a new dog team to gain the confidence needed to reach peak performance. The elite Royal Canadian Mounted Police (RCMP) canine program administration believes this so strongly that, after putting their new handlers through a 20-week training course, they give them 1 year in the field and then bring them back to the training center to recertify at a higher standard.



### **Familiarization and Deployment**

K9 programs are not going to survive if the dogs are not used. This is a common problem. Transportation police and other personnel have to feel comfortable calling for the dogs. The only way this is going to happen is if the police have gone through in-service training to understand the capabilities of the dogs. If other officers and transportation personnel feel that the K9 handlers want to be called when an incident comes up, then generally they will call them. Supervisors must develop and enforce policies to make sure that the K9 teams are used in service.

## **THE BOTTOM LINE**

There are a number of issues that must be considered when evaluating whether to start up a K9 unit in the public transportation environment. The transportation systems interviewed for this Guide recommend that management carefully consider the pros and cons of a K9 unit and make a decision based on the following five factors.

### **Level of Commitment**

K9 units can support transportation security operations, but only if management is willing to commit and invest in this valuable resource. Inevitably, there will be struggles along the way. If management is looking for a short-term solution to heightened threat levels providing immediate results, a K9 program is **not** the answer.

### **Understanding and Support of Challenges**

K9 deployment is part art, part science. As demonstrated by MBTA's experience, the role of training and the flexibility of the dogs and the handlers provide the opportunity for the creation of a resource uniquely qualified to support transportation operations. If managers are uncomfortable with the flexibility required to support this program, they should **not** implement it.

### **Ability to Provide Adequate Resources**

If managers are unable to provide sufficient resources to select and screen the K9s, to provide adequate initial and in-service training for the team, and to develop policies and procedures that ensure the safety and performance of the team, then the transportation system should **not** consider the program.

### **Ability to Provide Adequate Supervision**

A manager who fully understands K9 deployment and training must provide adequate supervision to a program of this nature. If management is unable or unwilling to provide adequate supervision for the K9 unit, understanding that during start-up and initial deployment the supervisor may be required full-time, the transportation system should **not** attempt to deploy a K9 team. Further, if the system is starting a unit with five or more teams, a full-time K9 Coordinator is essential.

### **Willingness to Enforce Policies and Procedures**

Introducing a K9 unit may require a culture change in certain parts of the organization. If the transportation system is unwilling to enforce its policies on the use of the K9 team, then the program will never get the opportunity to integrate into transportation operations. If management is not willing to actively support and enforce policies on K9 unit deployment, then the system should **not** consider the program.

For management personnel who can answer affirmatively to these criteria, serious consideration should be given to green-lighting the K9 program. Over the long-term, an effective K9 program can support a more efficient security program, providing valuable tools for facility searches, clearing threats and resolving hoaxes, pre-screening for special events, increasing officer safety during high-risk apprehensions, promoting good public relations, and providing a deterrent effect on criminal behavior. Most of the public transportation systems interviewed for this Guide felt that K9 units increased the public's perception of their competence and enhanced public opinion and respect for the system.

### SECTION 3: K9 USE IN PUBLIC TRANSPORTATION

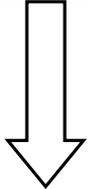
The nine public transportation systems with active programs that contributed to this Guide deploy five distinct types of K9s in the transportation environment:

- ❑ **Specialty – Narcotics or Drug Detection.** Trained to alert to Marijuana, Cocaine, Heroin, and Speed with either a passive or aggressive response. These dogs can also be trained to detect designer drugs.
- ❑ **Specialty – Explosives Detection.** Trained to alert, with a passive response, to commonly used explosive odors in a variety of locations and configurations. Explosives identified typically include powders (black or smokeless), commercial dynamite, C-4 or Flex-X, TNT or military dynamite, primer cord, and slurries or water-gel.
- ❑ **Dual Purpose – Patrol and Narcotics Detection.** Trained in patrol work and then cross-trained in narcotics detection. These dogs offer the full range of both patrol and narcotics detection functions.
- ❑ **Dual Purpose – Patrol and Explosives Detection.** Trained in patrol work and then cross-trained in explosives detection. These dogs offer the full range of both patrol and explosives detection functions.
- ❑ **Patrol and Apprehension.** Trained in patrol work and apprehension. On tracking a suspect, these dogs are able to use less than lethal force to detain the suspect and support safe arrest.



Table 4 illustrates how these types of teams are deployed in a public transportation environment.

**TABLE 4: FUNCTIONS AND NUMBERS OF K9 TEAMS**

FUNCTION & NUMBER		PUBLIC TRANSPORTATION SYSTEMS WITH K9 UNITS								
		AMTRAK	BART	CTA	Houston METRO	MARTA	MBTA	NFTA	SEPTA	WMATA
										
Function of Teams Deployed by K9 Type	Specialty – Narcotics Detection						X	X		
	Specialty – Explosives Detection	X				X	X	X		
	Dual Purpose – Patrol and Narcotics Detection	X			X		X			X
	Dual Purpose – Patrol and Explosives Detection	X							X	
	Patrol and Apprehension	X	X	X			X		X	X
Number of K9 Teams Deployed	1 to 3				X	X				
	4 to 7		X					X		
	7 to 10								X	
	10 to 15						X			X
	More than 15	X		X						

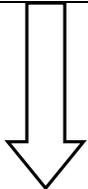
**ESTABLISHING THE K9 CAPABILITY**

As depicted in Table 5, the experience of interviewed public transportation systems indicates that K9 units can be successfully obtained and deployed in the public transportation environment in four ways.

**In-House K9 Unit Established By Transportation System Police Department**

This option provides the system with the greatest level of control over K9 deployment. Correspondingly, it typically supports the greatest return on the system’s investment. In this option, the public transportation system is responsible for creating the K9 unit (including establishing a program mission and operational orders), acquiring the service dog and handler, providing basic and in-service training, conducting performance evaluations, and ensuring that certifications and qualifications of the K9 team are sufficient to meet local and state legal requirements and to support effective testimony in court.

**TABLE 5: OPTIONS FOR K9 UNITS**

K9 PROGRAM OPTIONS CURRENTLY IN USE	PUBLIC TRANSPORTATION SYSTEMS WITH K9 UNITS								
	AMTRAK	BART	CTA	Houston METRO	MARTA	MBTA	NFTA	SEPTA	WMATA
									
In-house K9 unit established by transportation system police department	X	X		X		X		X	X
In-house K9 unit established through TSA Explosives Detection Canine Team Program					X		X		
Shared K9 unit established jointly with local law enforcement agency	X		X						
Contracted K9 services provided through qualified vendor			X						

Most transportation systems develop and support their in-house programs by using vendors, breeders, retired K9 handlers, and local law enforcement. On a contract, mutual aid, or *gratis* basis, these resources offer dog selection, training, and maintenance programs, which have proven both popular and effective in the public transportation environment, because the resources may not be available to support a full-time K9 trainer. These services also support the development of strategic plans and proposals for setting up the unit, growing the unit, and evaluating the deployment of K9 teams. Typical costs for deploying a single in-house K9 Team are displayed in Table 6.

**In-House K9 Unit Established By TSA Explosives Detection Canine Team Program**

For those public transportation systems serving airports, this TSA-funded program will pay to purchase and train the dogs and partially reimburse the transportation system for the cost of the team (including some portion of the handler’s salary), as well as food and veterinary bills for the service dogs. TSA retains ownership of the dogs and maintains the right to call out these teams in response to concerns and needs at the local airport. When the dogs are not responding to TSA requests, they are deployed by their primary agency to patrol facilities, respond to calls, and to perform training and public demonstrations. Although this program may limit deployment options for the transportation system in certain respects, it also provides access to a well-trained and highly valuable resource for explosives detection.

**TABLE 6: COST FOR ONE IN-HOUSE K9 TEAM**

<b>LABOR</b>		
Police Officer	K9 Handler	\$60,000
Daily Care Per Diem	Handler compensation for daily care of canine	\$3,000
Overtime	Additional hours worked by K9 team	\$5,000
<b>OTHER INITIAL PROGRAM EXPENSES</b>		
Canine	Pre-trained, pre-screened K9 for Dual Purpose Use (Patrol and Explosives Detection or Patrol and Drug Detection)	\$6,000
Basic Training Package	Handler and K9 3-month basic training program (including travel, lodging, and per diem)	\$9,000
Basic Equipment Package	Lead, collar, training equipment, kennel, K9 bullet-resistant vest	\$3,000
Certifications	Certification agency registration fee and trial	\$450
General Care	Food, veterinary, and grooming	\$1,800
Records Software	Reporting and training log software	\$400
Vehicle & Equipment	K9 vehicle	\$25,000
In-service Training	Facility fees and trainer support	\$2,000
Travel and Conferences	Competitions, conferences (40 hours per year)	\$3,000
<b>TOTAL FIRST YEAR EXPENSES</b>		<b>\$118,650</b>

To participate in this program, sworn law enforcement K9 teams, composed of one dog and one handler, undergo several months of intensive training at the Department of Defense Military Working Dog School at Lackland Air Force Base in San Antonio, Texas. Once the teams are certified by the TSA, they undergo proficiency training at least once a week in their operating environment, which includes all the scents and distractions of a busy airport. The agency also requires each team to go through an annual certification to show they continue to meet TSA standards in clearing aircraft (wide- and narrow-body), luggage, terminals, cargo, and vehicles.

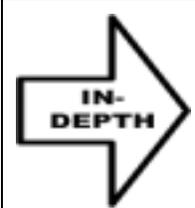
The TSA provides explosives training aids and magazines used to store the aids and mandates strict standards for the use and handling of these explosives training aids. The agency has also created a special data system called the K9 Training Aid Reporting System to document and track the teams' training on commercial aircraft. In addition, the TSA is studying canine olfaction as part of its aggressive research in explosives detection.

The TSA primarily uses sporting breeds such as Labradors, Chesapeake Bay Retrievers, and Golden Retrievers, which are usually obtained from breeders. These breeds are chosen for their gentle temperament and keen sensory capabilities. Individual dogs selected for the program must undergo exacting pre-acceptance

screening to prove they are healthy, smart, highly motivated, and able to detect the necessary odors. Most of the dogs are kenneled at the homes of their handlers, and many retire to the handlers' homes after 10 to 12 years of explosives detection work.

To offer additional understanding of how this program works in the public transportation environment, Table 7 provides a profile of the Niagara Frontier Transportation Authority's (NFTA) K9 program.

**TABLE 7: NIAGARA FRONTIER TRANSPORTATION AUTHORITY (NFTA)**

	
<p><b>History and Background.</b> NFTA's K9 unit was established in 1984 because the FAA (now responsibilities have transferred to the TSA) required the two area airports (Buffalo and Niagara Falls) to have Explosive Detection (ED) capabilities. The FAA fully funded the unit, requiring NFTA to maintain FAA standards and be able to respond to FAA requirements, should they arise. Initially, the teams were strictly used for ED, but now the unit deploys one narcotics dog to expand capability. The Division Commander (Lieutenant) took responsibility for initiating the unit and put out a request for interest and volunteers.</p> <p>The unit has slots for four handlers and one squad supervisor. The Division Commander supervises the Squad Commander (Sergeant), who leads the four teams. The unit is a subdivision of the Airport Division that falls under the Rail Division. They have a mission statement that was developed by the unit officers. They do not use contractors. The FAA (now TSA) does all their evaluations, including legal and medical updates.</p> <p>The NFTA K9 unit occasionally provides top management familiarization training. They have four specialty teams and currently do not use dual purpose dogs. Their teams only detect explosives and narcotics.</p> <p>The transportation environment is different than municipal enforcement because they often work in close quarters, in tunnels, on/around their vehicles, and in large crowds. They have a track and yard certification and a transit familiarization program for their unit. NFTA also trains specifically to manage the dogs in crowds and on their vehicles.</p> <p>The TSA technically owns the dogs. However, if necessary, the unit will need to allow the dogs to be used for work in other areas, off of the public transportation system. TSA makes this determination. NFTA has been able to manage this issue through close coordination with other local K9 units. All K9 units in the Buffalo/Niagara area work together and share a training facility and scheduling assignments. They also have become familiar with each other's capabilities and developed reciprocal agreements.</p> <p><b>Functions Performed by the K9 Unit.</b> In addition to scheduled tours and response to calls for screening at the airport station and other NFTA facilities, the unit performs screening functions for special events and in support of the Secret Service and other dignitaries. They are also used for large sporting and concert events. They participate in demonstrations as well.</p> <p><b>Breed and Selection.</b> NFTA currently uses (or has used) German Shepherds, Black and Gold Labradors, and Belgian Malinois for ED, and currently a Springer Spaniel is used for narcotics detection. They find the latter dog especially well suited for narcotics detection because of its small size and ability to be lifted to search in small places, especially in cars and aircraft. NFTA believes size does matter when dealing with searches in and around obstacles where larger dogs cannot venture.</p>	

**TABLE 7: NIAGARA FRONTIER TRANSPORTATION AUTHORITY (NFTA)**

NFTA's ED dogs were obtained from a local breeder, and the narcotics dog was purchased from a Canadian breeder. NFTA's ED dogs were provided free of charge by the FAA; the Springer Spaniel and his training cost the unit nearly 10,000 dollars.

Trainers for the Lackland Air Force Base Military Working Dog (MWD) Program select the dogs for the TSA program and specify their qualifications. NFTA finds the MWD emphasis on mature dogs between 2 and 3 years of age highly effective, and recommends this practice, particularly for German Shepherds and Belgian Malinois. The dogs must have good demeanor for work around people (hence the Labradors) and are all passively trained. All evaluation and criteria is done and met at Lackland with the TSA.

**Bringing on a New Handler and Service Dog.** Handlers and Canine Coordinators must attend the formal TSA Explosive Detection Canine Handlers course at Lackland. The team is evaluated at Lackland and then sent to their local area for 6 months of familiarization, followed by an on-site certification. The Squad Commander supervises the new team and evaluates them routinely for the first 18 months. The supervisor also does in-house training with the new team.

NFTA facilities are their classroom(s). They also have agreements with local schools, malls, bowling alleys, and car dealerships to train teams. They use the bowling alley in particular to help dogs adjust to noise while trying to focus on their tasks. They also attend conferences and weapons of mass destruction training courses but do not attend competitions and trials as of yet. They are required to train 16 hours per week and work along with the other units. Handlers share the duties of hiding training aids, and they assist by monitoring each other.

Performance evaluations are done annually by NFTA and every 18 months by the TSA. All basic and specialty training is done at Lackland Air Force Base. Report writing and record keeping, however, is done at the unit. The basic training course is 2 months, and the handler is responsible for not only learning all requirements, but also bonding with the dog. Teams are given a pre-evaluation at Lackland and must pass their local evaluations when they return. All handlers are rated as trainers to enhance training availability.

**Dispatch Policy and Schedule.** NFTA teams respond to call-outs that are authorized by the K9 supervisor. Responses are done in rotation. They also have team assignments coordinated with the other agencies for back up response. Typically, NFTA units can be assigned to the airport/rail division (the largest division), along the bus routes, or within the bus centers. In addition to the airport and public transportation system, NFTA is also responsible for 800 acres of waterfront and numerous Park and Ride facilities, the harbor, beach, and New York State's largest boat marina. NFTA units working primarily in the public transportation environment may support calls or be assigned to any of these facilities. NFTA units also respond to calls outside their division in schools, the mall, federal facilities, and on-the-lake freighters. Their requests for demonstrations generally are for public relations and educational purposes. Three to four teams are on call for three shifts, 7 days a week, 365 days a year.

**Vehicles and Equipment.** The department provides each member an SUV, as well as all equipment required for the dog such as a kennel, lead, collar, food, and grooming kit. Handlers can carry two dogs in one vehicle, saving resources. The transportation system has a policy regarding the use and maintenance of this equipment specified in their regulations. The system compensates its officers for grooming, feeding, and exercising responsibilities with 2 hours for overtime each week.

**Reporting Responsibilities.** Team members must make daily reports into their centralized computer system, which are then compiled and generated into a monthly report electronically. Bite reports are considered Incident Reports. All canine bites, on and off duty, are reported to the immediate supervisor on duty. Training bite reports are given to the Squad Commander. The State of New York requires rabies reports. Prior to the end of a handler's shift, he/she submits a report that is forwarded through the normal chain of command up to the Division Commander and ultimately to the Chief of Police. The Internal Affairs Division handles all investigations, if required.

**Recommendations.** NFTA personnel interviewed for this Guide could not emphasize strongly enough that if an organization chooses to establish a K9 unit, they must do it properly and not cut corners. An initially weak program will

**TABLE 7: NIAGARA FRONTIER TRANSPORTATION AUTHORITY (NFTA)**

suffer and cause stress on the teams.

- Handlers must be very disciplined in working with their dogs. There cannot be enough in-service training.
- A good resource is the TSA (especially if an airport station is going to be patrolled). TSA provides great financial assistance and high-quality dogs and training.
- Units should specifically consider the breed and how they will be used. Smaller dogs can be an excellent choice for specialty work, either for explosive or narcotics detection. Some smaller dogs are authoritative and customer-friendly dogs. It helps to know the limitations, as well as the strengths, of your teams.
- NFTA also recommends that K9 units train and coordinate with other municipalities and transportation systems that have K9 units. Share information as much as possible.

### **Shared K9 Unit Established Jointly with Local Law Enforcement Agency**

This option is only partially implemented in public transportation at the current time, but offers the capability for several local law enforcement agencies to share the expense of dog(s), handler(s), training, certification, vehicles, and equipment, and also to share the use of this resource, through coordinated patrols and calls for service. During the last decade, rural communities have implemented this option effectively. They are able to cover some of the costs of the program through grants received from federal and state drug forfeiture programs.

### **Contracted K9 Services Provided Through Qualified Vendor**

For public transportation systems located in areas served by K9 vendors, services are available to support the deployment of K9 resources, including the following:

- Dedicated on-site K9 teams.** Provided as part of a contract for security services, managed in a manner similar to contracts for security guards or maintenance contracts for transportation facilities.
- Part-time and retainer services.** An option that provides access to K9 resources as needed (special events), but does not require the cost and management level of effort associated with dedicated on-site teams.
- Emergency response services.** Almost all vendors that have teams offer this service to assist local law enforcement and businesses with bomb threat management and the clearing of suspicious packages. Some vendors will guarantee response times of 30 minutes or less.
- Precautionary bomb search K9 teams.** Vendors with teams often offer this service for sporting, entertainment, or political events, and may couple it with familiarization training of the K9 team with the client facilities, supporting effective response in an emergency.

Whichever approaches are ultimately considered by the public transportation system, available options for supporting funding and training of the K9 unit must be investigated

and incorporated into administrative practices. In addition, when evaluating final costs and benefits, specific provisions relating to grant requirements must be understood and addressed.

Table 8 relates key characteristics of each option available to transportation managers in a comparative format. Evaluations are organized by five characteristics identified by interviewed systems as the most important in gauging the ultimate effectiveness of a particular deployment option:

- control** – ability of the system to direct deployment of K9 teams;
- liability** – accountability of the system for injuries caused by, and poor judgments made by, the K9 team;
- flexibility** – ability of the system to use the K9 unit to perform a variety of functions under different circumstances in a range of scheduling configurations;
- response** – ability of the agency to use K9s to respond to and manage both scheduled and unplanned situations; and
- cost** – expense of the program to the transportation system.

**TABLE 8: EVALUATION OF K9 ALTERNATIVES**

TYPE OF DEPLOYMENT	OVERALL EFFECTIVENESS	CONTROL	LIABILITY	FLEXIBILITY	RESPONSE	COST
In-house K9 unit established by transportation system police department	HIGH	H	H	H	H	H
In-house K9 unit established through FAA Explosives Detection Canine Team Program	HIGH FOR EXPLOSIVES DETECTION	M	M	L	M	L
Shared K9 unit established jointly with local law enforcement agency	MEDIUM-TO-HIGH	L	M	L	M	M
Contracted K9 services provided through qualified vendor	LOW-TO-HIGH (DEPENDS ON THE VENDOR)	M	L	H	M	M H

**H = High; M = Medium; L = Low**

In-house programs provide the transportation system with the greatest degree of control over K9 deployment, as the system is free to implement its program without consideration for competing needs or other priorities, which may be an issue with TSA-funded programs or collaborative efforts with local law enforcement. Control over deployment typically increases flexibility and response capabilities. However, effective and coordinated management practices with TSA-supplied resources and local law

enforcement can dramatically improve the capabilities of these programs to serve the needs of multiple transportation systems. Because law enforcement is held to such a high standard for public safety, in-house options necessarily carry high degrees of liability.

Traditionally, because of the expense of law enforcement officers and the overhead costs associated with maintaining internal facilities, as well as the greater burden of liability shouldered by law enforcement agencies, in-house programs developed by transportation police are more expensive to the transportation system than services provided by non-sworn vendors. However, because of administrative and additional insurance costs, if contract law enforcement services are used, these costs may be higher than for in-house law enforcement. Law enforcement agencies place many more requirements on their canines than vendors, who have no similar legal authorities or obligations. Table 9 provides a cost summary for average hourly rates of a K9 team.

**TABLE 9: COST SUMMARY OF AVERAGE HOURLY RATES**

<b>K9 TEAM PROVIDED BY</b>	<b>CONTRACT LAW ENFORCEMENT</b>	<b>K9 SECURITY COMPANY</b>	<b>IN-HOUSE LAW ENFORCEMENT</b>
Price per Work Hour	\$22.26 to \$81.90†	\$13.50 to \$24.90	\$20.00 to \$40.00
Liability Insurance	Additional Charge	N/C	N/C
Vehicles	N/C	N/C	N/C
Mileage	Additional Charge	N/C	N/C
Security Equipment	N/C	N/C	N/C
Administration Fee	Additional Charge	Sometimes Additional Charges Are Applied	N/C

†Cost of Los Angeles and San Bernardino County Sheriff’s Departments

Please note that forfeiture programs for narcotics seizures and federal grants can offset the costs of in-house transportation law enforcement K9 programs and, if appropriate, should be considered in these assessments.

**K9 BREED, SOURCE, AND SELECTION**

As identified in the interviews, one of the most important issues to be considered by any transportation system investigating K9 units is the process used to identify the breed of dog to be deployed by the agency and the techniques to be applied for dog selection. Table 10 highlights the breeds of dog currently deployed in the transportation environment, their source, and the process used to select them as candidates for the transportation environment.

**TABLE 10: DOGS DEPLOYED IN TRANSPORTATION ENVIRONMENT**

BREEDS, SOURCES, AND SELECTION PROCESS		PUBLIC TRANSPORTATION SYSTEMS WITH K9 UNITS								
		AMTRAK	BART	CTA	Houston METRO	MARTA	MBTA	NFTA	SEPTA	WMATA
BREEDS	German Shepherd	X	X	X		X	X	X		X
	Belgian Malinois	X				X		X	X	X
	Labrador	X					X	X		X
	Golden Retriever									
	Weimaraner				X					
	Springer Spaniel							X		
	Other	X								X
SOURCES	Breeder						X	X	X	X
	Vendor	X	X	X	X	X			X	X
	Rescue or Humane Society									
	Other Agency					X		X		
SELECTION PROCESS	Breeder or Vendor Evaluation	X	X	X			X		X	
	Military Working Dog Standards					X		X		
	Other				X					X

**USING DONATED DOGS**

The success of using donated dogs depends largely on the skill and experience of those who are evaluating the dogs. Although using donations may seem like an inexpensive alternative, the costs of evaluation, veterinarian screening, and boarding the dogs until a suitable position or training program is found, can add up. For large departments with their own kennels and training facilities, however, these costs may be minimal. Because no transportation system, at this time, meets this requirement, new entrants into K9 programs are discouraged from attempting to deploy donated dogs in the transportation environment.

Although some very effective donated dogs can be found, many donated dogs have physical or behavioral problems that must be fixed or compensated for during training. Also, unless a department has the means to warehouse dogs and hold them until positions become open, a transportation system usually cannot rely on donations for supplying good dogs to fit training schedules. As U.S. police officers have been

exposed to dogs from imported working lines, their expectations of what a top working dog can do have risen. Donated dogs from American-bred, non-working lines are becoming less attractive. With more dogs being bred from imported lines, the number of donated dogs from working lines should increase, and the overall quality should rise.

## **USING VENDORS**

Purchasing a dog from a reliable working dog vendor costs more initially but should eliminate the need for extensive evaluations. Vendors usually can supply dogs to fit a department's needs and training schedule because they can warehouse and train dogs specifically to meet those needs. However, because good dogs are expensive, it is critical that the vendor selected by the system is reputable. Public transportation systems investigating vendor services should ask the following questions:

- Will the vendor allow the dogs to be seen before purchase? The system purchasing the dog(s) will want to evaluate the quality of the vendor's stock and experience in choosing the dog(s).
- Are the dogs being kept or warehoused? Are they being exercised, trained, or worked while they are there? Dogs need regular work or activity. Routine training ensures that their current training is being maintained or augmented.
- Does the vendor offer or personally participate in the type of training the transportation system prefers? Does the vendor take part in competitive dog sports or other dog training? This indicates wide experience and a desire to improve training.
- How many years of training experience does the vendor have? A minimum of 5 years is desirable.
- How long has the vendor been in business selling working dogs? How many dogs has the vendor trained? Has the vendor ever supplied dogs to transportation K9 units?
- Does the vendor offer a written guarantee that if the dog does not pass training or develops medical issues beyond the control of the department, the dog will be replaced?
- Does the vendor offer a licensed veterinary check prior to purchase?
- Are other customers of the vendor satisfied with their purchases? If possible, transportation systems should try to observe other customers' dogs at work.

## **USING PUPPIES**

Buying a puppy or a young dog and raising it may seem to be an inexpensive way to start a dog program. However, unless the person purchasing and training the puppy is extremely knowledgeable, this can be a highly risky endeavor. For example, German Shepherds have many physical problems that are not apparent in puppies. With this breed, only three-quarters of the overall population are physically suited to do police work. Guarantees from breeders can reduce risk, but breeders usually only provide another puppy, and not the year's time and expense needed to raise it. This is why most police departments that have tried to breed dogs for police work have been unsuccessful. The percentage of dogs that are suitable for police work is low, and most departments do not have the time and skill to market the unsuitable puppies.

## **LESSONS LEARNED FROM FEDERAL PROGRAMS**

Federal K9 programs have invested millions of dollars over the last 20 years to identify the best breeds, sources of dogs, and evaluation protocols. To tap into this experience, research conducted for this Guide extended to interviews with the following federal programs: the Transportation Security Administration (TSA); the Federal Aviation Administration (FAA); the Bureau of Alcohol, Tobacco, and Firearms (ATF); the Federal Bureau of Investigation (FBI); and the Department of Defense Military Working Dog (MWD) Center at Lackland Air Force Base. Combined, these agencies deploy more than 2,000 K9s around the world for infrastructure protection, explosives and narcotics detection, and to support military operations.

Recommendations from the TSA/Lackland MWD Program for K9 deployment are documented in Figures 1, 2, and 3.





## KEY GUIDANCE – PATROL DOGS

When selecting patrol dogs, the quality of the dog is critical. Typically, only 1 in 10 dogs of working breed stock is suitable for patrol work. The dogs that are usually used for patrol are large working dogs: German Shepherds, Belgian Malinois, and Labrador Retrievers. These dogs are used for their intelligence, their willingness to please, their physical agility, and their hard work. They are also used for their calmness and their ability to respond to handler commands even in the middle of pursuit or apprehension.

Although breeding is not everything, it does help determine the effectiveness of the canine. Donated dogs and mixed-breed dogs have a much higher incidence of failure to pass initial screening and pre-training programs than dogs bred specifically for the purpose of police work. The Military Working Dog Program estimates that as few as 1 in 100 donated dogs are of sufficient quality for use in law enforcement.

Many of the nation's best vendors obtain their dogs from Europe because of the more stringent controls and monitoring programs. In the United States, there are also highly respected breeding programs in Indiana and in Texas.

**FIGURE 1: FEDERAL GUIDANCE – PATROL DOGS**



## KEY GUIDANCE – SPECIALTY DOGS

Exclusive detection of narcotics, contraband, or explosives places the least functional requirements on a dog but can provide perhaps the most demanding work schedule, requiring repetitive and consistent performance of the detection function.

A well-trained detector dog can examine a vehicle (including a transit bus) in 5 to 6 minutes, and process 400 to 500 packages in about 30 minutes. Nimble and highly portable, a dog can inspect a train and a wide-body aircraft for explosives in less than 30 minutes.

Many breeds will work effectively for detection. For example, in and around airports and land border ports, the Immigration and Naturalization Service (INS) and the U.S. Customs Department use dog teams for narcotics and contraband detection, including Golden Retrievers, German Shepherds, Brittany Spaniels, German Short-hair Pointers, and mixed breeds. The U.S. Department of Agriculture's (USDA) Beagle Brigade is a group of non-aggressive detector dogs trained to prevent the entry of prohibited agricultural items into the country.

Explosives detection is perhaps the most demanding of the detection functions, requiring a more moderate temperament, and greater trainability, as the dog must be capable of passive alert upon detection for up to 20 different odors. The FAA, ATF, and FBI primarily use sporting breeds, such as Labradors, Chesapeake Bay Retrievers and Golden Retrievers in this critical function.

**FIGURE 2: FEDERAL GUIDANCE – SPECIALTY DOGS**



## KEY GUIDANCE – DUAL PURPOSE DOGS

Quality of dog is even more important for dual purpose dogs than for patrol dogs. Typically, only 1 in 25 dogs of working breed stock is suitable for dual purpose work.

When the patrol function does not place emphasis on aggressive apprehension techniques (find-and-bark, rather than find-and-bite), experience indicates that Labrador Retrievers and other sporting breeds make the best dual purpose dogs, based on their intelligence, trainability, physical endurance, capabilities for detector work, and ability to react as trained in a variety of new and unfamiliar environments. When aggressive apprehension is a component of patrol, German Shepherds and Belgian Malinois are generally considered the best-suited breeds.

Research recommends that the dual purpose K9 should be considered a top-performing athlete. Any system choosing to deploy a dog for this function should seriously consider purchasing the dual purpose K9 from a qualified and certified vendor or breeder only after it has successfully completed a series of evaluations, medical screenings, and pre-training programs.

**FIGURE 3: FEDERAL GUIDANCE – DUAL PURPOSE DOGS**

### **ADDITIONAL RESOURCES**

The websites provided offer additional information on programs, funding, training, and resources available to support the development and management of K9 programs for transportation systems.

#### **FEDERAL GOVERNMENT**

- Central Intelligence Agency
  - [www.odci.gov](http://www.odci.gov)
- Department of Defense, Military Working Dog School
  - [www.lackland.af.mil/341trs/](http://www.lackland.af.mil/341trs/)
- Federal Emergency Management Administration (FEMA)
  - [www.fema.gov](http://www.fema.gov)
- U.S. Department of Agriculture
  - [www.aphis.usda.gov/oa/pubs/detdogs.html](http://www.aphis.usda.gov/oa/pubs/detdogs.html)
- U.S. Department of Justice, Grants Programs
  - [www.ojp.usdoj.gov/BLA/](http://www.ojp.usdoj.gov/BLA/)
- U.S. Department of Justice, Federal Bureau of Investigation
  - [www.fbi.gov](http://www.fbi.gov)
- U.S. Department of Justice, Drug Enforcement Agency
  - [www.usdoj.gov/dea/](http://www.usdoj.gov/dea/)

- U.S. Department of Justice, U.S. Marshals' Service
  - [www.usdoj.gov/marshals/](http://www.usdoj.gov/marshals/)
- U.S. Department of Justice, Immigration & Naturalization Service
  - [www.ins.usdoj.gov](http://www.ins.usdoj.gov)
- U.S. Department of Treasury, Customs Service
  - [www.customs.ustreas.gov/enforcem/k9.htm](http://www.customs.ustreas.gov/enforcem/k9.htm)
- U.S. Department of Treasury, Bureau of Alcohol, Tobacco, & Firearms
  - [www.atf.treas.gov/explarson/K9.htm](http://www.atf.treas.gov/explarson/K9.htm)
- U.S. Department of Treasury, Secret Service
  - [www.ustreas.gov/usss/](http://www.ustreas.gov/usss/)

## **NATIONAL ASSOCIATIONS**

- North American Working Dog Association
  - [www.nawda.com](http://www.nawda.com)
- National Canine Police Association
  - [www.ncpa.net](http://www.ncpa.net)
- United States Police Canine Association
  - [www.uspcak9.com](http://www.uspcak9.com)
- National Narcotics Detector Dog Association
  - [www.nndda.org](http://www.nndda.org)

## **STATE ASSOCIATIONS**

- Arizona Law Enforcement Canine Association
  - [www.aleca.policek9.com](http://www.aleca.policek9.com)
- Connecticut Police Working Dog Association
  - [www.cpwda.com/](http://www.cpwda.com/)
- North Carolina Police Canine Association
  - [www.policek9.com/ncpca.htm](http://www.policek9.com/ncpca.htm)
- Oregon Police Canine Association
  - [www.opca.com](http://www.opca.com)
- Texas K9 Police Association
  - [www.txk9cop.com](http://www.txk9cop.com)

- ❑ Virginia Police Working Dog Association
  - [www.vpwda.com](http://www.vpwda.com)
  
- ❑ Washington State Police Canine Association
  - [www.wspca.com](http://www.wspca.com)
  
- ❑ West Virginia Police Canine Association
  - [www.wvpca.com](http://www.wvpca.com)

## SECTION 4: DEVELOPING THE PROPOSAL

This section provides a step-by-step guide for preparing a proposal to explain who, what, where, how, and how much is involved in the recommended K9 program. According to those public transportation systems interviewed for this Guide, the proposal should be honest and accurate in its presentation of research and facts, avoiding the tendency to oversell the benefits of the K9 program or undersell the costs of the start-up and annual operations. It should identify not only the requirements for building the K9 unit or service but also the specific needs of the transportation organization that will be filled by the K9 unit.

Almost every transportation system interviewed for this Guide indicated that clear expectations regarding the costs and requirements of the K9 program, as well as what the program would and would not provide the overall security program, were essential to its eventual long-term success.

During the research and proposal-writing process, interviewed transportation systems reached out to existing local law enforcement K9 programs and contacted specialists. This expertise provided critical support for:

- identifying community resources that could be shared (such as training facilities and procuring vehicles for training services, specialized equipment, and memberships in certifying agencies);
- locating training programs and sample in-service training policies and procedures;
- developing mutual aid programs for managing response to calls for service;
- addressing funding issues and identifying possible grants and local sources of support; and
- identifying breeders and vendors who provide quality dogs.

Interviewed systems recommended using the research process to create partnerships with as many local organizations as possible, including businesses and rider associations served by the transportation agency, local law enforcement, local bomb and narcotics units, professional dog-handling associations, and the local prosecutor's office. Reciprocity, mutual aid, and shared support were emphasized by the interviewed agencies as critical resources for the long-term stability and effective operation of the K9 program.

Interviewed agencies also encouraged those interested in establishing a K9 program to coordinate their efforts with existing federal agencies. Knowledge related to TSA, Customs, DEA, and DOJ (Department of Justice) plans and programs may provide opportunities for federal funding and training. This support could ease the start-up burden on the transportation system and reduce resistance to the program. Programs supported through federal funds also often require certifications, in-service training programs, and ongoing evaluations for K9 teams that reduce liability concerns.

Appendixes D and E of this Guide contain general information regarding the requirements and benefits of TSA and DOJ programs, respectively.

Table 11 identifies other activities performed by interviewed systems during the process of initiating their K9 units:

**TABLE 11: TRANSPORTATION ACTIVITIES FOR K9 PROGRAM START-UP**

TRANSPORTATION ACTIVITIES		PUBLIC TRANSPORTATION SYSTEMS WITH K9 UNITS								
		AMTRAK	BART	CTA	Houston METRO	MARTA	MBTA	NFTA	SEPTA	WMATA
										
DEFINE AUTHORITY FOR K9 PROGRAM	Transportation Law Enforcement Jurisdiction	X	X				X	X		
	Memorandum of Understanding with Local Law Enforcement	X	X	X	X	X	X	X	X	X
	Special Jurisdictional Provisions	X			X					
DEVELOP DRAFT PROCEDURES	Mission Statement for K9 Program	X	X	X	X	X	X	X	X	X
	Preparation of General Orders or Operational Orders	X	X		X		X			X
	Documented and Required Performance Standards	X	X	X	X	X	X	X	X	X
	Use of Force Policy for K9 Unit	X	X	X	X	X	X	X	X	X
	Bite Policy for K9 Unit	X	X	X	X	X	X	X	X	X
IDENTIFY SOURCES FOR FUNDS, FACILITIES, & SUPPORT	TSA					X		X		
	DOJ or Other Federal or State Programs	X	X		X			X		X
	Local Business or Jaycees	X	X		X				X	X
	Community Groups	X	X	X	X	X			X	X
	Local Prosecutor		X			X			X	X

**DOCUMENTING THE PROPOSAL**

Interviewed transportation systems indicated that the following information should be documented in proposals to support executive consideration of the K9 program:

- ❑ brief description of the need for the K9 unit (or service) within the transportation operation and the likely benefits of the K9 program;
- ❑ recommended jurisdictional authority for the program, including a Memorandum of Understanding (MOU) and mutual aid provisions;
- ❑ brief summary of liability concerns associated with K9 unit or service and how they will be addressed;
- ❑ overview of proposed K9 deployment including the process recommended for dog and handler selection, required training, certification requirements, and expected performance standards for the K9 unit or service; and
- ❑ budget for the proposed K9 unit, including start-up and ongoing maintenance costs, and any initiatives under consideration for offsetting costs.

## **DOCUMENTING NEED AND BENEFITS**

Transportation personnel wishing to start a K9 unit must research their own system, their community, and surrounding communities to identify the functions to be performed by the K9 unit at the transportation system.

For small departments, it is particularly important to recognize that establishing an in-house K9 unit will remove an officer from the patrol force and will change the dynamic of patrol operations. Some members of the transportation system may view the creation of this unit as offering bonuses or perks to the handler. These perks, such as a vehicle, a dog care per diem, overtime, and the opportunity to travel for training and conferences, may be questioned by management and other officers. Transportation systems that have disbanded K9 programs cited this tension as a primary reason management questioned the return on its investment.

As indicated in Table 12, research into past calls for service and patrol assignments can provide a wealth of information regarding when a police dog (or vendor-supplied service dog) may have been useful to the transportation system.

Tables 13 and 14 address this potential challenge for the K9 program, providing concrete justification for the K9 unit and educating executive leadership on the types of functions performed by K9 teams. The information provided in these tables also clarifies the requirements placed on the handler to support patrol, as well as the extra work the handler would be assuming in managing the K9 and being on call.

There are many potential benefits that are offered by the K9 unit for the activities mentioned in Table 14. There may be potential reductions in crime and crime attempts involving the public transportation system as a result of keeping a K9 unit active and visible around transportation facilities. Managers of public transportation systems must consider each specific or anecdotal incident where K9 units may be useful.

**TABLE 12: NEEDS ASSESSMENT**

NEEDS ASSESSMENT FOR K9 UNIT ACTIVITY	CURRENTLY PERFORMED?	SUPPLEMENTAL SUPPORT FROM K9 UNIT POSSIBLE?	CURRENT ASSESSMENT OF EFFECTIVENESS/ PERFORMANCE	PRIORITY PLACED ON ACTIVITY	TOTAL PRIORITY RANKING FOR POSSIBLE K9 UNIT SERVICE
	Answer with Yes or No		Rate on a Scale of 1 to 5 (5 is the Highest)		
1. High Visibility Deterrent Patrol					
2. Crowd Control					
3. Public Relations and Demonstrations					
4. Youth Programs and Community Policing Initiatives					
5. Building Searches for Suspects					
6. Open Area Searches for Suspects					
7. Officer Assist Calls for High-Risk Arrests					
8. Victim Searches					
9. Arrests and Assists for Local Law Enforcement					
10. Non-lethal Officer Protection					
11. Narcotics Search and Seizure					
12. Narcotics Forfeiture Programs					
13. Explosives Detection, Pre-screening Facilities					
14. Explosives Detection, Search to Resolve Threats					
15. Explosives Detection, Suspicious Packages					

**TABLE 13: PROPOSED USE OF K9 UNIT**

**Assigned Patrol**

- High-visibility deterrent patrol
  - Directed patrol
  - Random patrol within zone or by time of day
- Crowd control
  - Peak service intervals and special events
- Traffic control, parking lots, bus lanes
- Public relations demonstrations
- Youth programs, community policing initiatives
- Narcotics sweeps and searches
- Pre-event screening for explosives
- Executive protection (during strikes)
- Administrative and remote supporting facility patrol (heightened threat levels)

**Response to Calls for Service or Assists**

- Building searches for suspects
- Open area searches for suspects
- Officer calls for high-risk arrests
- Traffic accidents
- Victim searches
- Local law enforcement support through MOUs
- Non-lethal officer protection
- Narcotics search and seizure (warrants and investigations)
- Explosives detection, search to resolve bomb threats
- Explosives detection, clearing suspicious packages

**Number of Calls or Assignments in the Last 12 Months  
(In Which K9 Units Could Have Been Used)**

- Requests for additional patrol from businesses and schools
- Special events
- High visibility sweeps
- Facility searches for suspects
- Traffic control
- Narcotics detection
- Warrants
- Explosive detection (general)
- Station or vehicle search for explosives (in response to a threat)
- Public outreach
- Youth programs
- Executive protection

**TABLE 14: SUPPORT PROVIDED BY K9 UNIT**

ACTIVITY	ACTIVITY REQUIRED IN THE LAST 12 MONTHS
Deterrent Patrol, Property Protection	<input type="checkbox"/> Officer assignments <input type="checkbox"/> Calls for service <input type="checkbox"/> Crime rates
Deterrent Patrol, Right-of-Way Protection:	<input type="checkbox"/> Officer assignments <input type="checkbox"/> Calls for service <input type="checkbox"/> Crime rates <input type="checkbox"/> Safety incidents and accidents
Deterrent Patrol, Quality of Life Enforcement	<input type="checkbox"/> Officer assignments <input type="checkbox"/> Calls for service <input type="checkbox"/> Crime rates <input type="checkbox"/> Passenger surveys or complaints
Tracking	<input type="checkbox"/> Calls for service <input type="checkbox"/> Mutual aid requests for canine <input type="checkbox"/> Crime rates
Facility Searches	<input type="checkbox"/> Calls for service <input type="checkbox"/> Mutual aid requests for canine services <input type="checkbox"/> Crime rates
Assisting in Officer Arrests	<input type="checkbox"/> Arrest reports <input type="checkbox"/> Warrants issued <input type="checkbox"/> Officer injury reports
Explosives Detection	<input type="checkbox"/> Bomb threats <input type="checkbox"/> Facility or vehicle evacuation <input type="checkbox"/> Mutual aid requests for canine services <input type="checkbox"/> Calls for local bomb squad
Narcotics Detection	<input type="checkbox"/> Officer assignments <input type="checkbox"/> Calls for service <input type="checkbox"/> Crime rates <input type="checkbox"/> Narcotics-related arrests <input type="checkbox"/> Mutual aid requests for a narcotics detection canine <input type="checkbox"/> Employee complaints or requests <input type="checkbox"/> Passenger surveys or complaints

**DOCUMENTING JURISDICTIONAL AUTHORITY**

In this section of the proposal, the transportation system should address those complex issues involving the jurisdictional authority of the K9 program. Many of these issues can be resolved through a Memorandum of Understanding with local law enforcement. Figure 4 presents key questions for consideration.

## **MAJOR JURISDICTIONAL ISSUES TO CONSIDER**

- What are the legal boundaries surrounding K9 deployment by the transportation system?
- If pursuit of a suspect begins on system property, but ends up in another law enforcement agency's jurisdiction, what is the responsibility of the K9 team?
- What is the authority of the K9 team to support local calls for assistance and service?
- If the transportation K9 unit supports local calls for assistance, how will the local law enforcement agencies reciprocate in kind? Will the system provide additional support during special events or access to training facilities and equipment?
- If the transportation system will be providing in-service training for narcotics and explosives detection dogs, what protocols will be followed to ensure compliance with local, state, and federal laws regarding the use of regulated substances in training?
- If this training will be provided at another facility (local law enforcement or contractor), what legal requirements will be placed on the transportation system and handlers for compliance with appropriate regulations?
- Will the K9 unit support the issuing of warrants by the transportation police department? By local law enforcement?
- Will the K9 unit participate in narcotics investigations conducted by local, state, and federal law enforcement agencies? If so, will the transportation system be compensated through receipt of grants from forfeiture programs?
- Will joint patrols and operations be conducted with local law enforcement? If so, how will these be established?

**FIGURE 4: JURISDICTIONAL CONSIDERATIONS**

### **DOCUMENTING LIABILITY**

Liability is a main concern for the potential handler, the department administration, the transportation system, and the system's legal counsel. As part of the proposal, this issue must be addressed in great detail. Interviewed systems recommend that the proposal should consider the issues highlighted in Table 15.

### **DOCUMENTING PROPOSED K9 TEAM DEPLOYMENT**

The proposal should identify the functions to be performed by the K9 unit, the source of the K9s and the desired breed (if possible), the policy for selecting the handler, and the basic requirements for deployment. Table 16 provides an example of how this information can be documented.

**TABLE 15: LIABILITY CONSIDERATIONS**

**ISSUES TO BE ADDRESSED REGARDING LIABILITY AND INSURANCE**

**General Requirements**

- Mandatory state minimum standards and certifications
- Local municipality or county standards for K9 training and certification
- Insurance discount available for liability insurance if the K9 team is a member of a national organization and has passed all of the applicable certification tests
- System policy on handler homeowner's insurance for K9
- System policy on vehicle insurance for K9
- Medical or replacement insurance for K9

**Current Legal Standards for K9 Teams**

- Tracking
- Officer Protection or Use of Force
- Narcotics Detection or Search and Seizures
- Warrants
- Explosives Detection
- Arrests
- Record Keeping
- Testifying in Court

**Current Legal Standards for K9 Team Qualifications**

- Trainer or Vendor Qualifications and Accreditations
- Dog Selection Policy
- Dog Breeder Qualifications
- Handler Selection Policy
- General Orders for K9 Unit
- Reports and Assignments
- Basic Training
- In-service Training
- Performance Evaluation
- Certification
- Use of Contractors
- Record Keeping

**TABLE 16: SAMPLE OVERVIEW OF PROPOSED K9 UNIT**

<b>NUMBER OF K9 TEAMS RECOMMENDED</b>	Four teams are recommended to initiate the K9 unit
<b>FUNCTIONS TO BE PERFORMED</b>	<p>Team 1: Explosives Detection</p> <p>Team 2: Dual Purpose: Patrol and Narcotics Detection</p> <p>Team 3: Dual Purpose: Patrol and Narcotics Detection</p> <p>Team 4: Dual Purpose: Patrol and Apprehension</p>
<b>SOURCE OF K9S</b>	<p>Team 1: TSA Program</p> <p>Team 2: ABC Vendor (DEA certified)</p> <p>Team 3: ABC Vendor (DEA certified)</p> <p>Team 4: XYZ Vendor (recommended by law enforcement)</p>
<b>K9 SELECTION PROCESS</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> The TSA will provide the K9 for Team 1 through the MWD program at Lackland Air Force Base.</li> <li><input type="checkbox"/> A vendor-certified program will be used to select the K9s for Teams 2 and 3. This program includes evaluation of the K9 for certain desirable traits, drives, and temperament. If accepted, the K9 must then pass a very thorough medical exam.</li> <li><input type="checkbox"/> The K9 selected for Team 4 will also go through a vendor-certified program. In addition, the Master Trainer at MNO Law Enforcement Agency has agreed to conduct an independent evaluation.</li> </ul>
<b>HANDLER SELECTION PROCESS</b>	<p>Handlers will be chosen from the patrol division. Minimum requirements include:</p> <ul style="list-style-type: none"> <li><input type="checkbox"/> No less than 3 years in the patrol division</li> <li><input type="checkbox"/> Administrative review in the following areas: <ul style="list-style-type: none"> <li>1. Evaluations</li> <li>2. Disciplinary Action</li> <li>3. Commendations</li> <li>4. Use of Force Incidents</li> <li>5. Use of Firearms Incidents</li> <li>6. Auto Accidents</li> <li>7. Training Schools Attended</li> <li>8. Work History (Sick Use, Punctuality, and Work Habits)</li> </ul> </li> <li><input type="checkbox"/> Review of written proposal, submitted by the officer, supporting that he/she should be a K9 handler</li> <li><input type="checkbox"/> Formal interview with candidate and candidate's family at his or her home</li> <li><input type="checkbox"/> Vendor evaluation of candidate-dog interaction and handling potential</li> <li><input type="checkbox"/> Final decision made by the Chief of Police on which officer will be selected for the position</li> </ul>
<b>BASIC TRAINING FOR EACH TEAM</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> Basic training requires 320 to 400 hours</li> <li><input type="checkbox"/> Team 1 will be certified to TSA standards</li> </ul>

**TABLE 16: SAMPLE OVERVIEW OF PROPOSED K9 UNIT**

	<ul style="list-style-type: none"> <li><input type="checkbox"/> Teams 2,3, and 4 will be certified to the North American Police Working Dog Association's or another certifying association's standards</li> </ul>
<b>IN-SERVICE TRAINING POLICY FOR EACH TEAM</b>	<ul style="list-style-type: none"> <li><input type="checkbox"/> In-service training requires 10 hours per week</li> <li><input type="checkbox"/> Basic obedience training at transportation facility</li> <li><input type="checkbox"/> TSA explosives training provided at Airport Police Facility</li> <li><input type="checkbox"/> Narcotics training provided at MNO Law Enforcement Facility</li> <li><input type="checkbox"/> Apprehension training provided at MNO Law Enforcement Facility</li> <li><input type="checkbox"/> Vendor, Airport, and MNO Law Enforcement will oversee handler progress</li> </ul>
<b>OTHER TRAINING &amp; CONFERENCES FOR EACH TEAM</b>	40 hours per year
<b>INTERNAL EVALUATION</b>	Every 6 months
<b>EXTERNAL EVALUATION</b>	Every year to TSA or another certifying association's standards (as is appropriate for the team)
<b>DEMONSTRATIONS OR COMPETITIONS</b>	Each team may perform up to 10 public relations demonstrations annually and complete in two competitions each year
<b>VEHICLES</b>	Modified police cars or 4X4s with kennel cages and controls (aluminum inserts to protect the canine and the interior of the vehicle, heat alarms to monitor the vehicle's inside temperature, and remote door poppers for rapid deployment of patrol canines).
<b>KEVLAR VESTS</b>	K9s assisting on high-risk missions (narcotics searches, riot control, and bomb threats) will have bullet and stab protection via a Kevlar vest weighing approximately 2 pounds.
<b>SCHEDULE</b>	K9 team members will typically work patrol operations during peak activity hours, usually from about 7:00 am to 6:00 pm. Special calls and assignments are arranged to assist SWAT operations (narcotics searches); provide contractual or MOU services for narcotics or explosives detection at local schools, airports, or other facilities; and provide narcotic or explosive ordinance detection assistance calls for other local, state, and federal agencies. Demonstrations and public relations activities will also be encouraged.
<b>EMERGENCY CALL</b>	7 days a week 24 hours a day

## DOCUMENTING COST

The proposal should provide a detailed budget for the K9 unit. Expenses should be as complete as possible. Public transportation system decisions are driven by costs and budgets. Once the budget proposal is submitted, it is very hard to go back and add to costs or explain the increases. Issues to consider include the following:

- Cost of Dog.** Can the dog be provided by a federal program or funded in part through a grant, or must all costs be borne by the transportation system?
- Housing of Dog.** Interviewed systems recommend that the K9 live with the handler. Costs of a home kennel should be included in the proposal.
- Training of Dog and Handler.** Basic training may require the handler to live in another location for up to 4 months. This cost must be included.
- Training Equipment.** Aggression sleeves, leashes, tracking harness, collars, muzzles, and other equipment must be considered in the initial start-up costs. Special storage facilities for explosives and narcotics may also be included.
- Canine Care and Grooming.** Cost of food, grooming, and veterinary bills must be considered.
- Patrol Vehicle.** It will be necessary for the K9 unit to be mobile. Interviewed systems recommended that each K9 team be assigned a patrol vehicle, and this vehicle be kept at the handler's home.
- K9 Package for Vehicle.** To protect the K9, the vehicle must be equipped with a metal cage and securing system. Temperature warning systems and automatic door controls are also available.
- Maintenance of Vehicle.** Costs such as fuel and repairs must be included.
- In-service Training.** These costs may include access to the trainer and training facilities, as well as training equipment for the dog. In the case of narcotics and explosives materials, special permits and requirements apply.
- Certification.** Annual or biennial certifications should be addressed.
- Conferences and External Training.** Travel and conferences should also be included. These items can be cut if management objects, but interviewed systems report that these events offer a high rate of return on investment.
- Handler Compensation.** Many agencies offer per diems to supplement handler housing and care of the dog when not at work. Overtime policies should also be considered in the estimate, especially if the K9 team will be on call around-the-clock for emergencies.



Table 17 displays a sample budget proposal that could be created by a transportation system police department interested in a K9 unit.

**TABLE 17: SAMPLE BUDGET PROPOSAL FOR K9 UNIT**

<u>PROGRAM REQUIREMENTS</u>	<u>DESCRIPTION</u>	<u>UNIT COST</u>	<u>NUMBER REQUIRED</u>	<u>COST</u>
<b>LABOR</b>				
<b>Police Officer</b>	K9 handlers	\$60,000	2	<b>\$120,000</b>
<b>Daily Care</b>	Handler compensation	\$3,000	2	<b>\$6,000</b>
<b>Overtime</b>	Additional hours put in by team	\$5,000	2	<b>\$10,000</b>
<b>OTHER INITIAL PROGRAM EXPENSES</b>				
<b>Canine</b>	Pre-trained for dual purpose use (patrol and explosives or narcotics detection)	\$6,000	2	<b>\$12,000</b>
<b>Basic Training Package</b>	3-month basic training program (incl. lodging & travel)	\$9,000	2	<b>\$18,000</b>
<b>Basic Equipment Package</b>	Lead, collar, training equipment, kennel slab, bullet-resistant vest	\$3,000	2	<b>\$6,000</b>
<b>Certifications</b>	Certification registration & trial	\$450	2	<b>\$900</b>
<b>General Care</b>	Food, veterinary, & grooming	\$1,800	2	<b>\$3,600</b>
<b>Records Software</b>	Reporting & training software	\$400	1	<b>\$400</b>
<b>Vehicle &amp; Equipment</b>	Vehicle with kennel cage, temperature monitoring, and remote door control package	\$25,000	2	<b>\$50,000</b>
<b>In-service Training</b>	Facility and trainer fees	\$2,000	2	<b>\$4,000</b>
<b>TOTAL START-UP EXPENSES</b>				<b>\$230,900</b>
<b>ONGOING LABOR</b>				
<b>Police Officer</b>	K9 handlers	\$60,000	2	<b>\$120,000</b>
<b>Daily Care</b>	Handler compensation	\$3,000	2	<b>\$6,000</b>
<b>Overtime</b>	Additional hours put in by team	\$5,000	2	<b>\$10,000</b>
<b>ONGOING PROGRAM MAINTENANCE EXPENSES</b>				
<b>In-service Training</b>	Facility and trainer fees	\$3,000	2	<b>\$6,000</b>
<b>General Care</b>	Food, veterinary, & grooming	\$1,800	3	<b>\$3,600</b>
<b>Certifications</b>	Certification registration & trial	\$450	2	<b>\$900</b>
<b>Vehicle and Equipment</b>	Maintenance, fuel, equipment replacement	\$3,000	2	<b>\$6,000</b>
<b>Travel and Conferences</b>	Competitions, conferences (40 hours per year)	\$3,000	2	<b>\$6,000</b>
<b>ANNUAL ONGOING PROGRAM EXPENSES</b>				<b>\$158,500</b>
Prepared by: _____				

## **SECTION 5: IMPLEMENTING THE PROGRAM**

Once the proposal has been approved, the transportation system must begin the work of implementing the program. This includes:

- performing final selection, training, and certification of the K9 team(s);
- developing policy and performance standards for the program; and
- developing a strategy for integrating the K9 unit into transportation operations.

### **K9 TEAM SELECTION, TRAINING, AND CERTIFICATION**

The proposal approved by transportation leadership should contain the results of research conducted by the system to identify the functions to be performed by the K9 unit, the preferred breed and source for the service K9(s), and the selection and evaluation process for the K9 teams. Assuming a reliable source of funding supports the program, the initial stages of K9 selection typically involve administrative functions.

The transportation official (K9 program supervisor or coordinator) charged with developing the program must manage the procurement of the K9s, the selection of the handlers, and a range of tasks as varied as:

- reviewing liability insurance provisions;
- mounting a public relations campaign;
- developing a record-keeping system for the K9 program;
- investigating track and traffic safety rules and procedures for K9 teams; and
- resolving legal issues associated with the program.

Other key activities include K9 familiarization training for both transportation executive leadership and transportation police officers. Several interviewed transportation systems emphasized the importance of familiarization training, especially because transportation executives generally have less working knowledge of deployment techniques for K9 units than municipal law enforcement supervisors.

Interviewed transportation systems indicated that budgeting for K9 programs can be difficult, especially if outside grants or community funding drives provide some portion of the unit's allocated funding. Several interviewed transportation systems reported that although they initially considered looking outside the department budget for additional funding, the level of effort required to support fund raising or grant submissions was too high for a small system.

One challenge mentioned by several systems is the lack of training available from vendors and other sources for the K9 program coordinator function. Often, once a system decides to set up a K9 unit, the coordinator is thrown into a situation of developing policies, standards, and operational guidance without the time to master the subject and without external support. For coordinators who already view the unit as an added burden, this situation may create a negative internal dynamic that could limit the

opportunities offered by the program. If a system is starting up a program with more than five K9 teams, or expanding an existing program to include more than five teams, a full-time supervisor should be assigned to the unit.

For most interviewed systems, experienced local law enforcement provided invaluable assistance during the early days of their programs, offering advice, sample policies and procedures, legal updates, and contract language and vehicles. Members of local law enforcement agencies attended interviews, met with transportation legal representatives, and performed both formal and informal evaluations of K9s and handlers, offering their recommendations to K9 program coordinators. The TSA program also receives high marks from NFTA and MARTA for the way in which it coordinates with local law enforcement and provides many essential tools for managing the early stages of start-up.

## **THE ROLE OF VENDORS**

As reported in Section 3, all current transportation police K9 units obtained their K9s either from TSA/Lackland or through breeders or vendors. Further, whereas a few systems have in-house trainers, the majority of transportation systems use vendor services to support at least some component of their programs.

Vendors may perform K9 selection and pre-training, K9 team basic training, evaluation and certification, and in-service training. Vendors may also support the preparation of internal policies and procedures for the unit and may help the transportation system locate additional sources or funding for the program. Vendors may also locate available resources to support training, particularly for explosives and narcotics detection.

Two decades ago, vendors were not integrated into law enforcement, and many questions emerged regarding the quality of their services. Today, retired law enforcement officers (ex-K9 handlers, trainers, and master trainers) own 9 of the top 10 major suppliers of service dogs and 25 of the top 40 K9 training academies. Vendors have now become the main source of dogs and training, not only for transportation police and security departments, but also for municipal policing in general.

It can be challenging to find a good vendor. Transportation systems reported that the recommendations of local law enforcement K9 units and other transportation systems were important in their ultimate selection of vendors. Interviewed systems reported generally favorable experience with vendors, although most have to work to educate vendors on the needs of the transportation environment and may have to develop components of selection testing and training programs dealing with that environment themselves.

## **K9 SELECTION**

K9s deployed in the transportation environment have special requirements for temperament and obedience. Although the selection program described in the

transportation system's approved proposal should address many basic quality issues, interviewed systems offered some helpful recommendations regarding K9s.

- Dogs must be adequately socialized and must be controllable (at all times) around the public. Natural tendencies when surprised or touched must be non-aggressive.
- Dogs must react calmly to new situations and environments including crowds, loud noises, high-pitched noises, many degrees of light, and varying temperatures.
- Dogs must be able to perform effectively on surfaces that traditionally challenge them (elevators, moving trains, stairwells, metal catwalks, grates, and linoleum are part of the transportation environment).
- Several systems recommended the use of female dogs, especially for patrol, because females are not territorial and do not establish alpha status. Their slightly smaller size can also be of benefit on transportation platforms.
- Consider apprehension and aggression training very carefully; assess how necessary it is for the transportation organization. The potential negative publicity from an act of aggression, or even a perceived act of aggression, on the part of a public transportation K9 could be very damaging for the program. If the system decides in favor of apprehension training, place the highest controls possible on dog selection and screening. Make sure vendors and others involved in the K9 selection process understand the public nature of the patrol function in the transportation environment.
- Handler and dog matching is very important. Avoid pairing opposite personality or physical types.
- If the K9 does not appear to be working out in the transportation environment, do not be reluctant to return it or enter into negotiations with the vendor for another service dog right away.

A sample selection test for candidate service dogs working in the transportation environment is presented in Appendix F. This test is based on standards developed by the U.S. Military Working Dog Program and the Royal Canadian Mounted Police Canine Program.

## **HANDLER SELECTION**

Handler selection is perhaps the most challenging task performed during the start-up period. The handler position is often a prestige assignment in the transportation environment. There may be many applicants with varied records to evaluate. Handlers

are generally selected based on an extensive review process, which includes a performance evaluation, a fitness test, a driving test, an oral board, and a house visit.

Typically, handlers must have at least 3 years of law enforcement experience with the system and must be willing to commit at least 3 years to the K9 program. They must have the appropriate facilities to house and maintain the K9 when off duty. They must be available to answer off-hours calls, to make demonstrations and speak in public, and to testify in court. They must also have a willingness to maintain proficiency with the K9 and undergo performance evaluations and annual certification testing. Handlers in the transportation environment must also recognize the tremendous commitment they will be making to training with their assigned K9. During 8 to 10 years of service, a K9 team can easily log over 2,000 training hours.

In practically every case, interviewed transportation systems recommended that the K9 program coordinator personally interview every handler candidate and his/her family, including spouses and children. Since the K9 will spend more of its time in the handler's home than anywhere else, an assessment of this environment is critical. These systems also recommended that handlers either be homeowners (preferred) or have a written, legal agreement in place with their landlord regarding the K9.

A handler's temperament is also important. Even though the candidate may have an excellent patrol record, training with a K9 will be a new endeavor and will require the ability to take criticism and learn from it. Several interviewed systems recommended that the handler selection process include both a formally evaluated interview with the K9 and an essay or oral presentation prepared by the candidate describing why he/she prefers the assignment. These tools can help to screen for the handler's commitment to this type of law enforcement and the understanding of what is required for success.

The K9 coordinator must work with the Chief of Police, Security Director, or other transportation executives to make the final selection. By that time, the pre-training program for the K9(s) should be complete, and the basic training program for the K9 teams can be initiated.

## **BASIC TRAINING, IN-SERVICE TRAINING, EVALUATION, AND CERTIFICATION**

The proper and effective use of K9 teams in the transportation environment is grounded in a basic training program that encompasses the knowledge and skills necessary to utilize the police dog in the field. In-service training is then needed to ensure that required basic skills are maintained. Performance evaluations and certifications support ongoing demonstration of the skills of the dog and handler.

### **Basic Training**

In the transportation environment, basic training generally extends to both the handler and K9 team. Basic training is often described as a 2- to 4-month investment in the creation of an effective partnership between the K9 and its handler. A portion of basic

training for the transportation K9 handler (whether patrol or specialty) takes place in the classroom and generally includes the following topics:

- the role and use of the police patrol dog;
- techniques and field procedures;
- policy, procedures, and legal issues;
- report writing;
- record keeping; and
- the care and handling of the police patrol dog.

Basic training for the K9 team that will perform patrol (whether single or dual purpose) typically occurs in the field (for the majority of hours) and covers a range of topics.

- Obedience and Control.** Obedience is the basis of all K9 training. In service dog training, if the handler does not have obedience, then he/she does not have control. Lack of control is dangerous for the public, the handler, and the dog and is not acceptable. The transportation system has a legal obligation to ensure the obedience of its K9s to maintain handler control.
- Agility.** To promote coordination and strength, the K9 will be trained to navigate obstacles, such as 3-foot hurdles, the A-frame, and the 6-foot broad jump. The K9 may also learn to climb a ladder that is 6 feet long and crawl under an 18-inch by 8-foot obstacle.
- Tracking.** The K9 is usually trained to track a suspect for a minimum of 600 to 800 paces and for at least 30 minutes. K9s are typically taught this skill in vegetation, dirt, and on hard surfaces.
- Retrieving.** This skill is usually taught and measured through the performance of a specific test. For example, the K9 will begin the test by sitting beside the handler in front of a 3-foot hurdle. Then, the handler will throw an article over the hurdle, and the dog will be given the command to fetch. A trained dog will jump the hurdle, retrieve the article, return over the hurdle, and deliver the article to the handler.
- Article Search.** Searching is a critical skill for a transportation K9. Article searches support police evidence collection, as well as the search and retrieval of lost persons. At the completion of the article search training, the K9 should be able to identify two articles placed inside a 30-foot square covered with vegetation.
- Building Search.** To support the non-violent apprehension of suspects fleeing from the scene of a crime, the K9 is usually trained to search a building off-leash, locate a suspect, and indicate where an article is hidden or exposed on that suspect by barking.

- ❑ **Area Search.** The K9 will also be trained to search an open area off-leash, locate a suspect, and indicate where an article is hidden or exposed on that suspect by barking.

Basic training for K9 specialty teams generally covers both obedience and agility, as mentioned above. However, specialty teams will also learn how to do scent work during basic training. Scent work can include one of the two following options:

- ❑ explosive detection service dog team work; or
- ❑ narcotics detection service dog team work.

Scent work comprises a series of progressively more challenging exercises to train the K9 team to search for and find hidden quantities of explosives or narcotics in transportation vehicles, luggage, buildings, and other vehicles, as well as buried in open fields, and on aircraft. This training also teaches the handler to prepare training aids and hides for training scenarios, following all required safety and legal regulations on controlled substances. Finally, this training usually emphasizes first aid for dogs adversely affected by the ingestion of explosives or narcotics.

Specialty K9s are never trained in both explosives and narcotics detection. K9 trainers refer to this combination as dangerous training, meaning that it dulls the capabilities of the K9 to perform effectively at either specialty.



Table 18 details a representative basic training program (and training objectives) for a dual purpose K9 team in the transportation environment. This sample is based on several submissions from vendors and public transportation systems.

**TABLE 18: SAMPLE BASIC TRAINING PROGRAM**

**INTRODUCTION, K9 PSYCHOLOGY, WRITTEN EXAM, PROFICIENCY EXAMS, COURSE REVIEW – 40 CLASS HOURS**

- investigate what is necessary to be a complete K9 team;
- investigate the basic mentality of a K9 in relation to police work; and
- investigate safety aspects to be followed both during and after the course.

**K9 CARE – 2 CLASS HOURS**

- demonstrate how to administer first aid to a K9;
- demonstrate how to properly care for and groom the K9; and
- demonstrate the use of K9 equipment.

**K9 LEGAL ASPECTS – 12 CLASS HOURS**

- write a complete, factual report on K9 use;
- be able to testify in court relative to K9 use and background;
- keep a complete training and activity log (patrol and narcotics);
- explain how a K9 is considered reliable; and
- explain relevant case law on K9 searches and public safety.

**CROWD CONTROL – 1 CLASS HOUR, 6 FIELD HOURS**

- demonstrate when to use K9s for crowd control and if approval is required;
- demonstrate the proper method of utilizing K9 teams to control aggressive crowds; and
- demonstrate the procedures to follow during non-aggressive situations.

**OBEDIENCE – 1 CLASS HOUR, 25 FIELD HOURS**

- explain why obedience is the basis for all other training;
- be able to demonstrate, both verbally and by hand signal, the commands of Heel, Sit, Down, Stay, Come, and Stand;
- be able to perform obedience exercises at various distances;
- be able to work in group and individual obedience exercises;
- demonstrate proper correction procedures; and
- demonstrate that after obedience exercises the K9 must receive praise.

**TRACKING – 2 CLASS HOURS, 37 FIELD HOURS**

- be competent to track on gravel, asphalt, concrete, dirt, and grass, and through woods;
- describe how the K9 tracks a human subject;
- demonstrate how to keep the K9 interested in the task of tracking;
- demonstrate how to redirect the K9 if the scent or K9 interest is lost;
- demonstrate how to recognize that the K9 is indicating on an article on the track (down position) and the K9 body language that indicates the subject has been located; and
- demonstrate how and when to use the various length leads for a track, depending on the type of area.

**TABLE 18: SAMPLE BASIC TRAINING PROGRAM**

**OBSTACLES – 21 FIELD HOURS**

- demonstrate how to assist the K9 to safely negotiate obstacles; and
- demonstrate how to teach the K9 to carefully self-negotiate all obstacles.

**ARTICLE SEARCH – 1 CLASS HOUR, 16 FIELD HOURS**

- demonstrate how geography and weather affect the searching of an area;
- demonstrate how to use any present wind to the team's best advantage;
- show K9 indications that the article has been scented or found;
- demonstrate how to systematically dissect a large search area to ensure complete coverage; and
- demonstrate passive alert capabilities.

**AREA OR FIELD SEARCH – 1 CLASS HOUR, 24 FIELD HOURS**

**OBJECTIVES**

- demonstrate how geography and weather affect the searching of an area;
- demonstrate how to use any present wind to the team's best advantage;
- demonstrate how to direct assisting officers to contain the area to be searched and how backup officers may be deployed;
- demonstrate how to systematically dissect a large area to ensure complete coverage;
- encourage the K9 to indicate finding of a suspect by barking; and
- demonstrate what safety factors to follow, depending on the area or situation.

**BUILDING SEARCH – 10 CLASS HOURS, 26 FIELD HOURS**

- demonstrate the legal and safety aspects of searching a building;
- demonstrate how weather, temperature, air currents, and building configuration affect a building search;
- demonstrate how to tactically practice officer safety during a search;
- demonstrate how the K9 indicates the presence of a human subject and the different alerts the K9 may give; and
- demonstrate the systematic approach to searching a building.

**NARCOTICS – 5 CLASS HOURS, 42 FIELD HOURS**

- demonstrate how to properly and systematically search both indoors and outdoors of any area or vehicle for narcotic odor;
- demonstrate how the effects of air currents and their configuration affect the search;
- demonstrate the K9 indications when searching for narcotics; and
- demonstrate the difference between false and real indications.

## **In-Service Training**

The objective of in-service training is to work on increased proficiency, improved tactics, new environments, certifications, competitions, or other areas. In-service training for K9 patrol teams and K9 specialty teams in the transportation environment is generally conducted by K9 trainers or specialists utilized to conduct training in their areas of expertise. Training by specialists or other instructors is often at the discretion of the K9 program coordinator.

Each handler is generally responsible not only for participating in this training but also for documenting its occurrence. The amount and type of in-service training varies dramatically among transportation systems. Some require handlers to train their dogs a minimum of 1 hour each day, 1 day a week, or a total of 20 hours a month. Other systems may require 1 day each month or may leave the determination to the discretion of the trainer.

Some transportation systems require or encourage a minimum number of hours per year of outside specialized training, which often includes conferences, seminars, competitions, and certifications. Many systems value this activity to keep K9 units informed of current trends, practices, and training techniques.

Transportation systems with an in-house K9 trainer and training facilities are more capable of providing consistent training schedules than smaller departments, or those with only one or two K9 teams, whose handlers, under a supervisor, are often responsible for maintaining training and certification to ensure that the K9 team can meet department service standards. In this case, outside specialists may provide monthly, bi-monthly, or quarterly in-service training sessions.

For explosives detection and narcotics handlers, in-service training generally involves classroom instruction, which provides a review and update of applicable statutes, case law, and court rules relevant to K9 operations. This instruction also typically provides updates on search techniques for explosives or drugs, new and emerging trends in the placement or concealment of explosives and drugs, and advice regarding the management of hazards in detection work. Finally, in-service instruction may include the latest findings from veterinarians regarding the basic care and grooming of the service dog as well as recommendations from studies and experienced handlers regarding training programs.

Typical in-service fieldwork programs consist of a series of exercises and scenarios that develop the skills of the K9 team in a variety of environments under a range of conditions. In-service training may also extend to familiarization training with local businesses and facilities that may require response from the K9 unit.

Table 19 summarizes the in-service training practices of the interviewed systems.

**TABLE 19: TRAINING PROGRAMS FOR K9 UNITS**

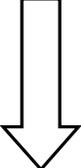
TRAINING PROGRAMS		PUBLIC TRANSPORTATION SYSTEMS WITH K9 UNITS								
		AMTRAK	BART	CTA	Houston METRO	MARTA	MBTA	NFTA	SEPTA	WMATA
										
TRAINING RESOURCES	In-house trainer	X					X		X	X
	Contracted trainer		X	X	X					
	In-house training facility						X			X
	Shared training facility with local law enforcement	X								X
	FAA training facility					X		X		
BASIC TRAINING	In-house	X	X				X	X	X	
	Contracted	X	X	X	X					
	Combination									X
	FAA					X				
IN-SERVICE TRAINING	Weekly (in-house or local law enforcement)	X				X	X	X	X	X
	Weekly (contractor)			X	X					
	Monthly (in-house or local law enforcement)									
	Monthly (contractor)		X							
	Performance evaluations as part of in-service training			X				X		X
CERTIFICATIONS	In-house standards		X							X
	Outside certification agency	X				X	X		X	X
	Contractor				X					
	Other			X				X		

Figure 5 depicts a sample policy for in-service training, provided by an interviewed transportation system.

## **CANINE TRAINING POLICY**

- Initial training and in-service training will be set up and conducted by the handler and/or a departmentally approved and accredited K9 trainer.
- The handler will conduct weekly in-service training 1 day a week, in 2- to 4-hour blocks, or for 1 hour each day. The handler will complete a training report on all training activity.
- If any problems develop during any phase of the training process, the K9 sergeant will be notified as soon as possible to alleviate the problem.
- During periods of extreme heat, in-service training will be conducted during early morning hours (6:00 AM - 10:00 AM). The only exception is if the training is going to occur in an air-conditioned facility.
- Training schedules for the K9 unit will be modified depending on workloads and calls for services.
- The person(s) who own or who are in legal control of property where the K9 training may be conducted must first approve the use of any building, dwelling, vehicle, field, or other structure.
- The K9 officer shall continually train and work with the dog to ensure the highest level of proficiency.

**FIGURE 5: SAMPLE IN-SERVICE TRAINING POLICY**

In-service fieldwork for explosives and narcotics detection K9 teams generally emphasizes the creation and execution of search scenarios involving hidden items composed of different types and quantities of explosives or narcotics planted in different locations at the training facility. Basic obedience and agility training also supplement detection exercises.

In-service training generally provides an opportunity for the K9 team to practice building and vehicle search techniques and to work on specific functions that may challenge the team. This type of training allows the trainer to assess team capabilities on a variety of surfaces (shiny floors, as well as grated and metal flooring that are known to distract K9s) and under a range of temperature and weather conditions.

### **Performance Evaluations and Certifications**

Semi-annual, annual, or biennial K9 team evaluations conducted by the trainer, a specialist, or certification board generally provide the transportation system with basic legal assurances regarding the capabilities of its K9 teams.

Evaluations conducted by transportation systems to ensure performance typically take place under conditions similar to those that exist during actual assignments. For those situations in which certifications are used in lieu of in-service evaluations, or as a

valuable supplement, these tests may be scheduled and coordinated with an appropriate certification board.

Certifying organizations, including the United States Police Canine Association (USPCA), the North American Police Work Dog Association (NAPWDA), the National Narcotic Detector Dog Association (NNDDA), and the National Police Canine Association (NPCA), all provide certifications used by transportation systems with existing K9 programs.

### **Basic Training and Qualification Records**

To document training and K9 program activity, the K9 handler (or unit) generally maintains the following types of records for each K9 team:

- the name and rank or title of the police officer handler;
- the name and address of the employing transportation law enforcement agency;
- the name and a description of the police dog;
- the name and employing system of the K9 trainer or supervising K9 trainer;
- the date, type, and location of all training and qualification activities;
- description of all training objectives covered or qualification exercises conducted;
- evaluations, based on system performance objectives for the K9 team (handler and dog), which indicate whether training was satisfactorily completed;
- summaries of any problems observed, any corrective measures taken, and the outcome of those measures;
- course schedules and detailed lesson plans;
- copies of relevant certificates and standards;
- copies of in-service training records, including trials;
- validity tests for narcotics detection;
- deployments and apprehensions;
- bites, including accidental bites;
- corrective actions;
- supervisory inspection of training and deployment;
- awards and certifications; and
- public relations appearances.

These records can be maintained in a manual filing system or by using an automated system.

### **GENERAL OR OPERATIONAL ORDERS AND PERFORMANCE STANDARDS**

General or operational orders define how the K9 program will be managed. In some instances, these orders also include the specific procedures used to guide the day-to-day functioning of the unit. These orders provide the basis of the system's K9 training program, clarify supervisory roles and responsibilities, and may be closely examined in the event of a court proceeding involving the K9 unit. Many samples are available for consideration by a transportation system developing a K9 program.

Appendix G contains a Sample General Order prepared for this Guide. It combines key features of several orders submitted to the research team by the interviewed transportation systems and vendors. As with all materials in this Guide, the Sample General Order is intended only to stimulate transportation system evaluation of key issues to be addressed. It is not intended to be prescriptive or to mandate any specific practice.

## **INTEGRATION OF K9 UNIT INTO OPERATIONS**

Once the K9 team has been trained and certified for service, however, the true test of the program begins. Scheduling and deploying the K9 unit can be one of the most challenging elements of the program for the transportation system. Over the last decade, for all the success of K9 teams in general service law enforcement, poor utilization of canine resources has resulted in a decrease of efficiency for certain teams and the disbanding of units.

To avoid this situation, interviewed systems recommended that, whenever possible, hard and fast procedures should be set on the utilization of the K9 unit. Its members should be assigned to specifically defined missions and should operate following carefully formulated procedures that maximize the unit's ability to respond to those situations for which it has been trained.

In addition, the deployment schedule must address the need for in-service training. If the full potential of a K9 program is to be realized, the units must have the opportunity for consistent and ongoing training. In addition, for those systems with no in-house training resources, longer periods should also be scheduled for training sessions at a training facility to practice specific techniques and to conduct evaluations and corrections. This is critically important for a handler who does not have a trainer assigned to the unit and must assume responsibility for maintaining system performance standards.

Above all, accurate records of the K9 unit's accomplishments should be maintained and publicized throughout the system. K9 familiarization training, internal demonstrations, and ride-alongs should be annual events for transportation executives, patrol sergeants, watch commanders, and supervisors.

## **DISPATCHING K9 UNITS**

K9 teams are generally assigned through the Uniformed Patrol Division (or equivalent) of the transportation law enforcement department. While these units may coordinate closely with local law enforcement bomb squads, SWAT teams, and investigative divisions, they are primarily a general service function provided by the transportation system. As such, K9 teams have scheduled tours, scheduled and unscheduled assignments, and respond to calls for service.

As a special resource in the transportation environment, K9 units generally do not have assigned random patrols, but are directed based on crime patterns and other public safety concerns. When responding to incidents, K9 units in the transportation environment are rarely dispatched as a primary unit. Generally, K9 teams are sent as an assisting unit, with the ability to return to service and respond elsewhere quickly. A priority is often placed on dispatching K9 units to assist on crimes in progress or ones that have just occurred, as well as calls to assist the officer. If feasible, K9 units also respond on other calls for service (alarms, assaults, public disturbances) that could eventually require their services. Through mutual aid agreements, most transportation K9 units are available to respond to calls for service in the surrounding city, county, or region. MARTA and NFTA coordinate closely with the airports in their service areas.

While on patrol in the transportation environment, most K9 teams work a 2-hour or 4-hour revolving shift. The K9 is usually on leash (though not always) but is always under the full control of the handler. The K9 team will patrol parking lots, stations, bus transfers and pedestrian malls, and will board and ride transportation vehicles. K9 patrol is conducted for maximum visibility, but safety is always a concern. Crowds can be distracting to the K9. Sudden moves are plentiful; children are boisterous, and passengers are carrying a variety of packages, bags, and other items (such as umbrellas) that may be perceived as threatening by the dog. Therefore, emphasis is placed on meet-and-greet tactics, in which the K9 unit greets an arriving train or patrols the perimeter of the station.

Under optimal conditions in the transportation environment, a K9 unit works five shifts of 7 hours per week, with 1 day per week reserved for training, and 1 hour per workday reserved for care of the assigned K9. Teams may also work four shifts of 9 hours per week, with similar allocations for training and K9 care. Not counting required medical and certification time for the K9 team, conferences and demonstrations, and vacation and sick time for the handler, an average K9 team provides 6 to 8 hours in the field, 4 days a week. Therefore, although different scheduling arrangements can increase K9 availability by an hour or two each day, most transportation systems that deploy K9 units do so judiciously.

The average transportation system with K9 capability deploys a total of three to six K9 teams, split evenly over a minimum of two (and sometimes three) shifts, to provide 6- or 7-day-a-week coverage. In practical terms, this means that one K9 team is available most of the time at these systems. However, in the transportation environment, K9 teams supported by the system generally remain on call to respond to major events.

Sample deployment considerations are shown in Table 20, and a sample schedule is provided in Table 21.

**TABLE 20: K9 AVAILABILITY**

	<b>8- Hr Shift</b>	<b>10-Hr Shift</b>	<b>11-Hr Shift</b>	<b>12-Hr Shift</b>
<b>Days Per Week</b>	5 days	4 days	4 days	4 days on 3 days off
<b>Daily Training</b>	1-2 hrs	2 hrs	2 hrs	2 hrs
<b>Daily Grooming</b>	½ hr	½ hr	½ hr	½ hr
<b>Sign-in or Transport</b>	½ hr	½ hr	½ hr	½ hr
<b>Duty Cycle</b>	PATROL: 2 hrs then break DETECTION: 30 to 60 mins then break			
<b>Daily Hours in Service</b>	5-6 hrs	7-8 hrs	8 hrs	8-9 hrs
<b>Weekly Hours in Service</b>	28 hrs	30 hrs	32 hrs	34 hrs 26 hrs
<b>24/7 On-call for Emergencies?</b>	Yes/No	Yes/No	Yes/No	Yes/No

**TYPICAL WORKDAY**

A typical workday for a dual purpose K9 team in the transportation environment is varied. For example, a patrol and narcotics detection team may perform some combination of the following activities during a standard shift:: commuting to and from assigned patrol locations; 2-hour patrol shifts followed by 20-minute breaks (or alternately, 1-hour sniffing shifts followed by 20 minutes of rest); response to a call for service requiring officer assistance with issuing a warrant; a high-risk arrest or narcotics detection; and conducting a demonstration at a school.

**TABLE 21: SAMPLE SHIFT CONFIGURATION**

<b>Shift</b>	<b>Monday</b>	<b>Tuesday</b>	<b>Wednesday</b>	<b>Thursday</b>	<b>Friday</b>	<b>Saturday</b>	<b>Sunday</b>
<b>Shift No. 1</b>							
7:30a-5:30p	<b>Team #1</b>	<b>Team #1</b>	<b>Team #1</b>	<b>Team #1</b>			
9:30a-7:30p	<b>Team #2</b>				<b>Team #2</b>	<b>Team #2</b>	<b>Team #2</b>
<b>Shift No. 2</b>							
7:30p-5:30a	<b>Team #3</b>	<b>Team #3</b>	<b>Team #3</b>	<b>Team #3</b>			
9:30p-7:30a				<b>Team #4</b>	<b>Team #4</b>	<b>Team #4</b>	<b>Team #4</b>

Table 22 summarizes the activities that may be performed by this hypothetical team in the transportation environment over the course of a year.

**TABLE 22: ACTIVITY OF DUAL PURPOSE K9 TEAM**

<b>Activity</b>	<b>Number per Year</b>
Public Relations and Other Demonstrations	10-20
Patrol Tours or Routes (two-hour shifts)	500-700
Narcotics Searches	25-50
Article Search	25
Building Search	100
Suspect Tracking	50
Victim or Lost Person Tracking	1
Police Officer Assist Calls	50
Local Agency Assist Calls	25
Arrests Made or Supported	12-50
Trials and Competitions	2

## SECTION 6: CONSIDERATIONS FOR EXPLOSIVES DETECTION

Since the tragic events of September 11, many public transportation systems have become interested in the use of K9 units to support explosives detection. Previous sections have provided information on how specialty or dual use explosives detection dogs can be used in the transportation environment. This section provides additional resources for transportation systems on managing bomb threats and other situations requiring facility searches using K9 assistance.

### CAPABILITIES OF EXPLOSIVES DETECTION K9S

Explosive detector dogs are trained to smell explosives and indicate detection of the explosive to the handler by assuming an unassisted sitting position (called passive response or passive alert). In the transportation environment, these dogs can:



- clear a suspicious package in a matter of minutes;
- screen a bus or rail car in less than 15 minutes; and
- search a 20,000-square-foot station in under 2 hours.

As described in this Guide's earlier sections, explosives detection capability can be obtained from a single purpose, or specialty, K9 team or a dual purpose K9 team. The most common use of these teams is for searching areas or buildings against which a bomb threat has been made. These teams are also useful in investigations involving most types of weapons, ammunitions, or explosives. Information indicating hidden materials in a general or specific place can be checked and verified quickly by using these teams. Patrol teams also perform normal patrol duties when not required for detection work.

General responsibilities for explosives detector specialty K9 teams are listed below.

- Explosive detection dogs will be used to search for hidden explosives or explosive devices.
- Generally, explosive detection searching will be conducted after the area has been cleared of people.
- The search should be concentrated on containers or objects that do not appear to belong or have been reported and cannot be cleared, general public areas, and other transportation facilities.
- Once a device is found or suspected, indicated by a passive alert, the appropriate explosive personnel will be summoned to handle the situation.
- The explosive detection dog handler will not attempt to disarm any device found or move any explosive material to another location.

- ❑ The explosive detection dog handler is responsible for the care and custody of training aids. These training aids are stored in a safe for explosives with stringent access control protocols. When the training aids become worn or unstable, a certified bomb unit will be contacted and requested to take possession of the aid for destruction.
- ❑ All explosive detection searches will be documented on official reports and filed with the system.

Programs that certify the capabilities of K9 teams to perform explosives detection include the following:

**ATF Canine Detection Program:**

POC: Rhonda Trahern/ Chief K9  
 Operations Branch  
 650 Massachusetts Avenue, NW, Room  
 7100,  
 Washington DC 20226  
 Ph: 202-927-8163  
 Email: [RLTrahern@atfhq.atf.treaf.gov](mailto:RLTrahern@atfhq.atf.treaf.gov)

**Naval Criminal Investigative Service (NCIS):**

POC: Lt. Mike Reid  
 Washington Navy Yard  
 Building 200  
 Washington DC 20374  
 Ph: 202-433-9132  
 Email: [www.ncis.mil/contact.html#hq](http://www.ncis.mil/contact.html#hq)

**National Narcotic Detector Dog Association (NNDDA):**

POC: Terry Uetrecht, National Secretary  
 PO Box 937  
 Portland TX, 78374  
 Ph: 888-444-3764  
 Fax: 361-528-2501  
 Email: [nnddasecretary@yahoo.com](mailto:nnddasecretary@yahoo.com)

**Department of Defense Military Working Dog Center:**

Lackland Air Force Base, Texas  
 POC: SMSgt. John Pearce/ FAA  
 Explosive Detective Canine Handler  
 Team  
 341<sup>st</sup> Training Squadron  
 Lackland AFB, TX  
 Ph: 210-671-3899  
 Also Contact: Mr. David Kontny  
 Program Mgr. TSA, 202-267-3136  
 Email: [david.kontny@faa.gov](mailto:david.kontny@faa.gov)  
 Email: [thomas.taaffe@faa.gov](mailto:thomas.taaffe@faa.gov)

**United States Police Canine Association (USPCA):**

POC: James Nichols, Jr./President  
 PO Box 973 Punta Gorda, FL 33951  
 Fax: 941-743-7497  
 Email: [K9NICK0203@aol.com](mailto:K9NICK0203@aol.com)

**National Police Canine Association (NPCA):**

POC: Rick Ramsey  
 PO Box 254  
 Gretna, LA 70054  
 Ph: 877-362-1219  
 Email: [www.npca.net](http://www.npca.net)

**North American Police Work Dog Association (NAPWDA):**

POC: Bill Faus Sr./ National Treasurer  
 4222 Manchester Avenue  
 Perry, OH 44081  
 Ph: 440-259-3169  
 Fax: 440-259-3170  
 Email: [www.napwda.com/contact/](http://www.napwda.com/contact/)

These certifications typically provide minimum assurances regarding the capabilities of the K9 team to perform to certain standards. However, these certifications are typically valid for 2 years, and without ongoing training programs, the capabilities of the K9 team will suffer. In addition, it is important to understand that no matter how good the K9 team is, some explosives may be undetectable to them. Some teams train on fewer odors than others. Additionally, some teams train on limited quantities and may not have a lot of access to new or varied materials. This means that even though the team has swept an area, it may not be free from explosive devices. Transportation systems must plan accordingly.

## **BOMB THREAT PROCEDURES**

Whether the bomb threat is phoned in, received by mail or delivery, or presents itself in the form of a package, suitcase, or unclaimed item that does not seem familiar, every transportation system should have procedures in place regarding its response.

Typically, transportation systems use:

- notification procedures and checklists for handling telephone threats;
- evaluation criteria for making decisions regarding whether to evacuate passenger and administrative facilities; and
- basic guidelines for deciding when to call local law enforcement.

For those systems with major transportation stations, facility bomb threat response plans may have been developed to guide response from local law enforcement, direct emergency staging, manage evacuation and perimeter control, conduct searches, and make the decision to re-occupy. In every case, transportation personnel should consider the safety of the evacuation site and the possibility of secondary devices aimed at emergency responders.

When transportation systems deploy their own explosives detection K9 teams, they can typically respond more effectively to threats and packages, quickly determining the legitimacy of threat. This type of response saves community resources, as the local explosives ordinance disposal unit (bomb squad) is only called when the transportation K9 has discovered a package or other item.

Even if the transportation system does not support its own K9 team, it can still deploy this threat response capability through contracts with local vendors. Most vendors in major cities guarantee response in less than 30 minutes. Given the seriousness of the situation, and the fact that the local bomb squad may be able to arrive anywhere between 30 to 120 minutes, transportation systems must make careful decisions about who to call, when to make the call, and what contracting vehicles it should have in place. Transportation systems considering local vendor options should investigate the issues in Table 23.

**TABLE 23: QUESTIONS FOR VENDORS<sup>5</sup>**

**COMPANY OPERATIONS**

- How long has the company been in business and how much experience (how many years) does the company have with explosive detection operations?
- Is explosive detection or incident mitigation the company's primary focus or is its primary business running a kennel, environmental cleanup, pet owner obedience, etc.?
- If the company advertises detection dogs for explosives, drugs, cadavers, currency, and agricultural products, as well as patrolling and search and rescue, how does the company remain proficient in each of these highly specialized areas?
- Are the dogs cross-trained in reckless combinations such as explosives, weapons, and drug detection in the same dog?
- Does the company have the assets to perform projects, or do they outsource to handlers with dogs? If they outsource, how do they, or you, verify and control the quality and capability of the team?
- Does a company violate client confidentiality by listing client names on advertising, thereby telling the world that the client has a need for protection against bombings, or is client information kept in the utmost of confidence?

**COMPANY MANAGEMENT**

- What is the experience of the company's management?
- Are the managers themselves skilled in explosives detection? If a manager spent time as a law enforcement officer, was it in a capacity where bomb incident management was the priority?
- Does the management of the company engage in any other facet of explosive detection operations other than canine, or are they limited in expertise?
- Does the management of the company understand the challenge of bombings in the area of operations? Can they identify which types of explosive compositions are used? Are the dogs trained on these odors? Can the answers be backed up with hard data, including training records or other appropriate documentation?

**THE HANDLER AND CANINE TEAM**

- Do the company's personnel integrate and work well with others?
- Do the personnel have a good work ethic?
- What is the experience level of the handlers assigned to your project? Have they completed at least one tour as a military explosive detection dog (EDD) handler or at least 4 years as a law enforcement EDD handler? Can the company offer documentation of this?

<sup>5</sup> Supplied by Explosives Countermeasures International at [http://www.nobombs.net/K9\\_questions.html](http://www.nobombs.net/K9_questions.html).

### **TABLE 23: QUESTIONS FOR VENDORS<sup>5</sup>**

- Does the company have an initial training program for new personnel?
- What continuing education and training do the company's personnel attend?
- Does the company make active efforts to cross-train with other groups and agencies, or are they professionally isolated?
- Are the handlers qualified in other bomb countermeasures skills?
- Is the dog's appearance, temperament, and sociability appropriate for your operations? Is basic obedience lacking? Do handlers have to fight with dogs during simple tasks such as dropping toys?
- Is the company willing and capable of discussing individual dogs?

#### **TRAINING AIDS**

- Some vendors have found that, in addition to upfront costs, a budget of at least \$4,000 annually is required to maintain adequate scent training aids (explosives and precursor chemicals). What is the company's current budget?
- How does the company store scent training aids?
- Does the company train with live materials, or do they use a lot of simulants?
- What training aid weights does the company have on hand, and on what weights do they train?
- How does the company prevent cross contamination of scent training aids? Do they recognize the term cross contamination?
- What does the company do with older or contaminated scent training aids?
- Does the company have adequate exemplar training aids (inert devices) such as improvised explosive devices, booby traps, and mines to accomplish realistic team training?

#### **VERIFIABLE INTEGRITY AND ETHICS**

- Does the company oppose or encourage clients verifying a team's performance by planting training aids without the team's knowledge?
- Do the teams perform daily training? Is training documented and are training records open to inspection by clientele?
- Solid training techniques are a source of pride. They are not an esoteric secret. Is the company willing to precisely explain all training practices utilized from day one? Is the explanation satisfactory?
- Does the company know explosive compositions and chemistry? Is their certification list made up of numerous words for the same odor, such as calling RDX-based explosives C-2, C-3, C-4, Composition B, and Semtex?
- Is the company willing to candidly discuss not only the benefits but also the limitations of canines?
- Does the company have liability and workers' compensation insurance?
- Is the company willing to provide verifiable client references?

Even if the transportation system has explosives detection K9 capabilities, it will still rely on local law enforcement explosives ordinance disposal units (bomb squads) to dispose of the device. This relationship is critical and there are many activities that may support improved coordination.

- ❑ Invite the law enforcement team out to train at transportation stations and on vehicles. This provides the opportunity for transportation personnel to interact with the bomb squad. Bomb squad personnel may appreciate the opportunity to train in a different environment and to discuss procedures and plans.
- ❑ Get the local bomb squad involved with security or emergency exercises whenever possible. Even if the exercise does not involve explosives, the handler may be willing to attend to observe the emergency capabilities of the system.
- ❑ Find out how the transportation system can assist the bomb squad in an emergency on its property (perimeter control, access, chemical storage information, etc). As importantly, know what will not be helpful in an emergency. Develop procedures and have them reviewed by bomb squad personnel.
- ❑ Consider if there is an opportunity for partnership with the bomb squad regarding the costs of training, equipment, K9s, and other needs. Is there a way that the transportation system can bring resources to the unit?
- ❑ Create a plan that considers the limitations inherent in K9 teams. These may include search time, temperature, effective height, and time required in relation to the size of the area to be searched.
- ❑ Be patient in an emergency. A typical two-story office building will take a few hours to completely sweep. Remember, a canine can only work for a certain period of time before it needs to rest. A good search in a large facility takes time.

## **ATF GUIDELINES**

All states must follow ATF guidelines for storage of explosive materials.<sup>6</sup> States must establish requirements and restrictions regarding the handling of explosives.

There is a lack of training in the area of K9 handling that could be an issue when evaluating certain types of packages and devices. To solve this problem, some federal agencies (such as ATF) recommend that transportation K9 units participate in explosives recognition training. This training can be obtained from a Certified Explosive Specialist (CES) in the local ATF office. The CES will come to the transportation unit and provide training.

If an organization wishes to receive ATF assistance in the area of training with handling, storing, or disposing of explosives, ATF will provide these services, free of charge.

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<sup>6</sup> Federal Explosives Law and Regulations, ATF Pamphlet 5400.7, Chapter Subpart K – Storage.

However, the system must be sworn in law enforcement and must meet certain requirements set by ATF. The system must:

- have a good standing relationship with ATF;
- have a good relationship with a local bomb squad; and
- plan to train with the bomb squad and build the relationship before the explosives detection K9 unit is established.

Some resources ATF recommends to transportation systems developing or deploying K9 units for explosives detection are:

- Arson and Explosives National Repository**, an ATF warehouse of regulations and laws;
- ATF Explosive Enforcement Officers**, to work with K9 teams for additional training on Render Safe and Device Determination; and
- Grant Information**, available from ATF, TSA, FAA, and DOJ.

ATF and FAA can also provide information on emerging simulant technology. Simulants are chemical compounds that simulate the odor of explosives, but are not actually explosives. Simulants are easier to handle, store, and use in training than actual explosives, but they may not always be as effective, depending on the experience of the trainer, dog, and handler.

### **FINAL NOTE: EXPOSURE TO ANTHRAX<sup>7</sup>**

Since many dogs function as detector dogs for a variety of services, it is possible for these animals to be exposed to Anthrax while performing their duties. Unfortunately, there is very limited information regarding the effects of Anthrax on dogs when the bacterium is used as a biologic weapon. Minimal information even exists regarding the naturally occurring infection.

Following is a synopsis of some of the information available to be used as a resource for detector K9s. This information has been compiled using a variety of resources including communication with veterinarians using military working dogs. Significant input and support were also received from the Centers for Disease Control and Auburn University. The following is NOT meant to be the definitive resource or overriding protocol; instead, it is meant to be an attempt to provide as accurate information as possible for those involved with service canines.

### **GENERAL INFORMATION**

Anthrax is caused by *Bacillus anthracis*, a gram positive, spore-forming bacterium. Dogs are thought to be approximately 500 to 1000 times more resistant than humans to the Anthrax infection.

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<sup>7</sup>Provided by Dr. Paul S. McNamara, DVM DACVS. Questions can be emailed to [psm@veterinaryspecialties.com](mailto:psm@veterinaryspecialties.com).

Dogs may be susceptible to the same three forms of Anthrax as people (cutaneous, gastrointestinal, and respiratory). The most common form, historically, has been the gastrointestinal form, secondary to ingestion of contaminated meat. The incubation period for all forms is 2 to 7 days in people and is believed to be similar in dogs.

Cutaneous Anthrax occurs when the bacteria come into direct contact with abrasions on the patient's skin. This form may be limited in canines due to their thick hair coat. Signs in people include development of large, bleeding sores (malignant carbuncles) that originally may look like insect bites. Mortality rate in people with cutaneous Anthrax is approximately 20 percent, probably because of the internal spread of the bacteria and its toxin through lymphatic spread.

Gastrointestinal Anthrax occurs when a contaminated source is ingested. This is the most common form for naturally occurring Anthrax in carnivores. In dogs, much of the bacteria are thought to be captured by the immune system (i.e., tonsils), hence the lower infection rate. In people, gastrointestinal Anthrax is characterized by high fever, vomiting, diarrhea, and inappetence. Similar signs should be seen with dogs. Mortality rate varies between 25 and 75 percent.

Inhalation Anthrax is the most deadly form and is most likely to occur in detector dogs while searching in a contaminated area. In people, flu-like symptoms are seen initially, followed by respiratory distress, high fever, and shock. Respiratory changes (panting, difficulty breathing, etc.) and fever are thought to occur in dogs as well. Bleeding from the mouth, nose, or rectum is possible. The mortality rate for people approaches 95 percent if treatment is not initiated within 48 hours of clinical signs. From this, it seems likely that there would also be a very high mortality rate in dogs, once clinical signs develop. However, it is important to note that in experiments conducted in the 1960s, scientists were not able to establish respiratory Anthrax infection in dogs by inhalation exposure to Anthrax spores. This may mean that canines are particularly protected against the most serious form of the disease (inhalation).

## **TREATMENT**

First and foremost, in cases of potential exposure, the transportation system should employ all of the following described protective measures to decrease the chances of concurrent human exposure:

- minimize contact between the dog and other personnel and dogs;
- remove dog immediately to a self-contained, transportable unit;
- decontaminate area by using established, recommended protocols;
- obtain a sample from the substance for evaluation; and
- employ standard decontamination or safety measures for all personnel exposed to the situation and/or canine.

Consider testing samples from the canine to confirm or refute exposure. This can consist of nasal swabs, blood culture, and fecal culture. Results of the culture sensitivity may take several days. Thus, prophylactic treatment is recommended in cases of serious potential exposure.

If there is a concern of exposure, initiate antibiotic therapy. Antibiotics used include penicillin, amoxicillin, ampicillin, tetracycline, doxycycline, and ciprofloxacin. The U.S. Military recommends using enrofloxacin at a dose of 15 to 20 mg/kg administered orally as either a single dose or divided into two doses given at 12-hour intervals. The duration of treatment should be 60 days if exposure is confirmed and discontinued if exposure did not occur. Enrofloxacin should NOT be used in immature animals because of the potential damage to developing joints. Adverse side effects of this drug appear minimal and include vomiting and loss of appetite.

Do **not** allow autopsies to be performed except by federally approved officials, as exposure to air may allow for spore formation and dissemination.

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## APPENDIX A: LIST OF INTERVIEWS

### TRANSPORTATION SYSTEMS INTERVIEWED

AMTRAK  
Chief Ronald E. Frazer  
Amtrak - Penn Station  
31<sup>st</sup> and 7<sup>th</sup> Ave  
NY, NY 10001  
Ph: 212-630-7107  
Email: [ocojoh@amtrak.com](mailto:ocojoh@amtrak.com)

Bay Area Rapid Transit (BART)  
Chief Gary Gee  
800 Madison Street  
Oakland, CA 94607  
Ph: 510-464-7022  
Fax: 510-464-7024  
Email: [ggee@bart.gov](mailto:ggee@bart.gov)

Chicago Transit Authority (CTA)  
Commander Robert W. Dart  
Merch Mart Plaza, Rm. 705  
PO Box 3555  
Chicago, IL 60654  
Ph: 312-664-7200 ext 3430  
Fax: 312-664-2997  
Email: [cmdrdart@transitchicago.com](mailto:cmdrdart@transitchicago.com)

Houston Metropolitan Transit Authority  
Chief Thomas C. Lambert  
810 North San Jancinto  
Houston, TX 77002  
Ph: 713-615-6409  
Fax: 713-758-9538  
Email: [mr09@redemetro.org](mailto:mr09@redemetro.org)

Massachusetts Bay Transportation Authority (MBTA)  
Chief Thomas J. O'Loughlin  
240 Southampton Street  
Boston, MA 02118-2723  
Ph: 617-222-1121  
Fax: 617-222-1035  
Email: [wflaming@mbta.com](mailto:wflaming@mbta.com)

Metropolitan Atlanta Rapid Transit Authority (MARTA)  
Chief Gene Wilson  
2424 Piedmont Road SE  
Atlanta, GA 30324-3330  
Ph: 404-848-4900  
Fax: 404-848-5005  
Email: [jmckinney@itsmarta.com](mailto:jmckinney@itsmarta.com)

Niagara Frontier Transportation Authority (NFTA)  
Chief Joseph Riga  
1404 Main Street  
Buffalo, NY 14209  
Ph: 716-855-7666  
Fax: 716-855-7662  
Email: [joseph\\_riga@nfta.com](mailto:joseph_riga@nfta.com)

Northern Indiana Commuter Transportation District (NICTD)  
Chief Robert Byrd  
33 East US Highway 12  
Chesterton, IN 46304  
Ph: 219-926-5744  
Fax: 219-926-4438  
Email: [robert.byrd@nictd.com](mailto:robert.byrd@nictd.com)

Southeastern Pennsylvania Transportation Authority (SEPTA)  
Chief Richard Evans  
1234 Market Street  
Philadelphia, PA 19107-3780  
Ph: 215-580-7070  
Fax: 215-580-3636  
Email: [revans@septa.org](mailto:revans@septa.org)

Washington Metropolitan Area Transit Authority (WMATA)  
Chief Barry J. McDevitt  
600 Fifth Street  
Washington DC, 20001  
Ph: 202-962-1550  
Fax: 202-962-2491  
Email: [bmcdevitt@wmata.com](mailto:bmcdevitt@wmata.com)

## **OTHER TRANSPORTATION SYSTEMS CONTACTED FOR STUDY**

MTA Long Island Rail Road  
MTA Metro-North Commuter Railroad  
Chief James O'Donnell  
Jamaica Station Building  
93-02 Sutphin Blvd.  
Jamaica, NY 11435  
(212) 878-1146  
[jodonnell@mtahq.org](mailto:jodonnell@mtahq.org)

Port Authority Transit Corporation  
Chief Thomas Biehler  
Lindenwold, NJ 08021  
(856) 963-7988  
[TBiehler@drpa.org](mailto:TBiehler@drpa.org)

## **FEDERAL GOVERNMENT AGENCIES AND OTHER CONTACTS INTERVIEWED**

ATF Canine Detection Program  
Ms. Rhonda Trahern/ Chief K9 Operations Branch  
650 Massachusetts Avenue, NW, Room 7100,  
Washington DC 20226  
Ph: 202-927-8163  
Email: [RLTrahern@atfhq.atf.treaf.gov](mailto:RLTrahern@atfhq.atf.treaf.gov)

Transportation Security Administration (TSA)  
Mr. David Kontny, K9 Explosives Program Manager  
800 Independence Ave, Suite 315  
Washington, DC, 20591  
Ph: 202-267-3136  
888-274-9394 (pager)  
Email: [david.Kontny@faa.gov](mailto:david.Kontny@faa.gov)  
and  
Thomas Taaffe, National K9 Coordinator  
Ph: 202-267-7018  
888-274-9403 (pager)  
Email: [thomas.Taaffe@faa.gov](mailto:thomas.Taaffe@faa.gov)

Federal Aviation Administration (FAA)  
Mr. Robert Dameworth, DoD Military Working Dogs Program Manager  
1720 Patrick Street  
Lackland AFB, TX 78236-5226  
Ph: 210-671-0893  
Fax: 210-671-0721  
Email: [robert.dameworth@lackland.af.mil](mailto:robert.dameworth@lackland.af.mil)

Auburn University  
K9 Detection Training Center  
Mr. Ed Hawkinson (Leslie Busbee Assistant)  
256-241-3012  
Subject Matter Expert - CSS Group  
Tami Quirin  
Corporate Security Services Group  
158 Prudence Drive  
Stanford, CT 06907  
Ph: 678-662-3574  
Email: [k9bype@hotmail.com](mailto:k9bype@hotmail.com)

## **VENDORS INTERVIEWED**

Beck's K-9 Service  
Officer Kevin Beck  
Wilmington Police Dept.  
Wilmington, North Carolina  
Phone: 910-352-026

Canine Unlimited Inc.  
Oscar Hall  
Post Office Box 541162  
Tulsa OK, 74158  
Ph: 918-838-0175  
Fax: 918-749-7592  
[www.policedog.com](http://www.policedog.com)

Castle's K9 Inc.  
Bill Castle  
1291 Leidig Dr.  
Mechanicsburg, PA 17055  
Ph: 717-258-3981  
[www.castlek9.com](http://www.castlek9.com)

Charles Kirchner, Canine Consultants Inc.  
Charles Kirchner  
120 Englewood Drive  
Inman, SC 29349  
Ph: 864-592-3112  
[www.canine-consultants.com](http://www.canine-consultants.com)

Discreet Detection K-9 Services  
Ron Moser  
P.O. Box 14112  
Louisville, KY 40214  
Ph: 502-291-0096  
[ddk9s@sprynet.com](mailto:ddk9s@sprynet.com)

Explosive Detection Canines  
Tom Brenneman  
Vom Kaiserhofe's Training Center  
P.O. Box 197  
Tonganoxie, KS 66086  
Ph: 785-331-4324  
[tombrennem@aol.com](mailto:tombrennem@aol.com)  
[www.tombrenneman.com/explosive](http://www.tombrenneman.com/explosive)

Explosives Detection –  
Florida K9 Intercept  
Justin Spence  
5227 E. Colonial Drive  
Orlando, FL 32807  
Ph: 407-275-1104  
Fax: 407-380-0475  
[www.k9intercept.com](http://www.k9intercept.com)

Faus K9 Specialties  
Bill Faus Sr.  
1104 Violet Road  
Elkhart, IN 46514  
Ph: 219-264-1746  
[Bfaus@fausk9.com](mailto:Bfaus@fausk9.com)  
[www.fausk9.com](http://www.fausk9.com)

Hornbecks  
Jim Hornbeck and Gary LaFollett  
2623 W. Farm Road  
112  
Springfield, MO 65803  
Ph: 417-869-7699  
[jim@hornbecks.net](mailto:jim@hornbecks.net)  
[www.hornbecks.net](http://www.hornbecks.net)

Landheim Training & Boarding Center  
Bob Flemming  
12300 W. 109<sup>th</sup> Ave  
Dyer, IN 46311  
Ph: 219-365-8897  
Fax: 219-365-9917  
[www.landheimk9.com](http://www.landheimk9.com)

Nevada Detector Dog Services  
John Kelley  
1736 Charleston Blvd. pmb-89  
Las Vegas, NV 98104  
Ph: 702-672-4737  
[info@nevadak9.com](mailto:info@nevadak9.com)

**VENDORS INTERVIEWED (CONTINUED)**

Nightwinds International  
Rick Ramsey  
Vail, AZ  
Ph: 520-631-6293  
[www.nightwinds.com](http://www.nightwinds.com)

Von Christel Kennels  
Bill Heiser (Southern Hills Kennels)  
Daytona Beach, FL  
Ph: 352-796-4715  
[www.detectionk9.com](http://www.detectionk9.com)  
[www.drugdogs.com](http://www.drugdogs.com)

Von Der Haus Gill German Shepherds  
Al & Susan Gill  
16863 Boundry Road  
Wapakoneta, OH 45895  
Ph: 419-568-9400  
Fax: 419-568-9405  
[algill@gillsgermanshepherds.com](mailto:algill@gillsgermanshepherds.com)  
[www.gillsgermanshepherds.com](http://www.gillsgermanshepherds.com)

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## APPENDIX B: STRUCTURED INTERVIEW GUIDE

QUESTION	RESPONSE
<b>HISTORY AND BACKGROUND</b>	
1. How was your K9 unit started? In what year?	
2. Where is the K9 unit located within the transit police department?	
3. Please describe your department's command structure for how the K9 unit is managed.	
4. Does the K9 unit have a philosophy or mission statement?	
5. How many officers and other personnel are assigned to the K9 unit?	
6. Does your unit use specialists or contractors? If so, in what capacity?	
7. What qualifications does your unit require for handlers, trainers, and supervisors?	
9. What characteristics do you look for – in addition to basic qualifications – for an effective handler in the transit environment?	
8. Does your unit provide <u>transit police management</u> and <u>transit top management</u> with “familiarization” training regarding the capabilities of the K9 unit?	
10. How many K9s does your unit currently deploy?	
11. If specialty or dual use dogs are used, please describe their assignments.	
12. How is deploying a K9 unit in the transit environment different from deploying a K9 unit in municipal law enforcement?	
13. Please describe your unit's program for ensuring the safety of the K9 team in the transit environment.	
14. Does your unit ever muzzle the dogs?	
<b>FUNCTIONS PERFORMED BY K9 UNIT</b>	
15. What functions does the K9 unit perform?	
<b>BREEDS AND DOG SELECTION</b>	
16. What breeds does your department use for the K9 unit?	
17. If specialty or dual use dogs are used, what breeds does your unit prefer? For what specific functions?	
18. Do you have any special relationships with the other law enforcement agencies in your jurisdiction regarding the sharing of K9 resources?	

QUESTION	RESPONSE
19. Where does your unit obtain its dogs?	
20. Do you obtain dogs that are trained in patrol “basics” or do you begin with “green” dogs? Please describe.	
21(a). Does the trainer or canine supervisor select the dogs? 21(b). Does a contractor or other specialist perform this function? 21(c). Does the handler or handler-candidate play any role in selecting the dog?	
22. How old are the dogs when you purchase/receive them?	
23. Have you found a particular age or “background” makes the K9 better suited for work in the transit environment?	
24. What traits does your unit look for in a dog to be deployed in the transit environment?	
25. Do you have a set of evaluation criteria or “tests” that you perform to assess dog candidates? Please describe.	
<b>BRINGING ON A NEW HANDLER AND SERVICE DOG</b>	
26. Are handlers responsible for the care and housing of their dogs when they are not in service? If yes, please describe your department’s policy.	
27. Do you have a pre-established performance standard for the dog/handler team?	
28. Do you use this standard to evaluate and certify K9 team eligibility and performance?	
29. Please provide a <b>general overview</b> of the process your agency uses to bring a new dog and new handler into service.	
30. What facilities does your agency have to support basic and in-service training?	
31. What is your agency’s policy regarding in-service training?	
32. Do you allow your K9 teams to participate in competitions, trials, and other certification programs?	
33. What is your unit’s policy regarding performance evaluation and recertification?	
34. How are evaluations/certifications conducted?	
<b>CONTENT OF TRAINING</b>	
35. What requirements does your unit have for basic training?	
36. How long is your basic training course for a new dog/handler team?	
37. Please describe handler role during basic training.	
38. If your unit does not perform basic training, or only performs part of the basic training, please describe how vendors or local law enforcement support this function for your department.	
39. IF APPLICABLE: What are the differences between patrol	

QUESTION	RESPONSE
basic training and specialty basic training?	
40. Does your basic training program include an initial <b>performance evaluation</b> and <b>certification</b> ?	
41. How does your unit perform in-service training?	
<b>DISPATCH POLICY AND SCHEDULE</b>	
42. Are your K9 units deployed for call-outs and team assignments? Only call-outs? Only assignments?	
43. Please provide examples of each type of deployment.	
44. Do your K9 teams respond to calls outside the system? Does response to these calls require special approval?	
45. Do your K9 teams respond to requests for demonstrations?	
46. Please describe your agency's policy for scheduling K9 teams.	
<b>VEHICLES AND EQUIPMENT</b>	
47. Does your department provide a vehicle for the K9 handler/dog team? Please describe the vehicle's special features.	
48. What other equipment does your department provide for the K9 handler/dog?	
49. Does your agency have a policy regarding use and maintenance of this equipment?	
50. Does your agency compensate its officers for extra time worked in the unit?	
51. Does your agency compensate its officers for extra expenses associated with the care and maintenance of the K9?	
<b>REPORTING RESPONSIBILITIES</b>	
52. What reporting requirements do you have for your teams?	
<b>BITE POLICY</b>	
53. What is your unit's policy on canine bites?	
<b>RECOMMENDATIONS</b>	
54. What recommendations would you provide for a transit agency just starting a K9 unit?	

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## **APPENDIX C: SUMMARY OF INTERVIEW FINDINGS**

### **SECTION 1: TYPE OF ORGANIZATION**

Six of nine organizations deployed multiple capabilities such as dual use patrol/narcotics or apprehension. Only two organizations used dual use patrol/explosive dogs. Explosive detection-only dogs were utilized in AMTRAK, MARTA, MBTA, and NFTA. With the exception of AMTRAK, these units are directly associated with and patrol local airports in order to better screen the high level of passengers going through the system. MARTA in Atlanta and CTA in Chicago both work side-by-side with local police departments. In Atlanta, MARTA officers work and train with the Atlanta Police Department. In the case of Chicago, their capabilities are practically doubled by the Chicago Police Department's canine unit, which provides added coverage in explosive and narcotics detection. BART and SEPTA have decentralized organizations where they are located in zones around the city and act as individual units.

### **SECTION 2: NUMBER OF TEAMS**

On average, K9 units have between two and four teams. Houston METRO has one narcotics team that covers a huge area of responsibility but is able to operate successfully because of strong ties with other local law enforcement agencies. At the other end of the scale, AMTRAK and CTA in Chicago have very large organizations with more than 20 teams each. AMTRAK teams cover the entire United States and are spread over all their facilities, whereas CTA employs a large contractor for 21 patrol dogs. CTA is also supported by the Chicago Police Department with an additional large number of teams. SEPTA has eight K9 teams but has 18 dogs. Some of their teams deploy two dogs, affording them additional capability and more rapid response.

Careful consideration of coverage required and utilization play a very important part in deciding how many teams to deploy. If an organization plans to perform a single purpose or only cover a small area, obviously a smaller number of teams are required. Using dual purpose dogs can also be an asset multiplier in many cases, but initial costs and training requirements for dual purpose dogs may deter or prolong unit activation.

### **SECTION 3: FUNCTIONS PERFORMED**

All transit organizations patrol their own assets and areas of responsibility. MARTA and NFTA not only patrol their rail assets but also work in their local airports for narcotic and explosive detection as a primary focus of their duties. These two agencies also do not perform apprehension, simply because their primary duties are in detection for either narcotics or explosives or both. Although they do not apprehend suspects, both organizations have very strong relationships with local law enforcement and as a cooperative team are able to generally cover all threats encountered. Organizations with a high number of teams (eight teams and above) have greater flexibility on the type of coverage and capability available. It should be noted, too, that they all have been

operating 15 to 20 years and have generally grown with their area's demand for public protection.

#### **SECTION 4: AUTHORITY**

All organizations have some type of formalized agreement with their local law enforcement departments. They all exhibit good working and cooperative relationships with their colleagues. WMATA has strong ties with the Washington (DC) Metropolitan Council of Governments (WashCOG) that enable a very effective sharing of regional resources. MARTA and NFTA both coordinate with the FAA, and MBTA works with the DEA. AMTRAK and Houston METRO both have special jurisdictional agreements for their activities.

#### **SECTION 5: PROCEDURES**

All agencies have either a mission statement or standard operating procedures (SOPs) clarifying their duties. In some cases, these documents are contained within their law enforcement procedures. All units have documented performance standards and emphasize maintaining very high standards. All units have very clear bite policies with up-channel reviews and documentation. Some differ on how suspects must be treated when the suspect denies medical care (i.e., whether or not they can require the prisoner to go to the hospital anyway), but they all require the injury to be photographed in color and the suspect to at least sign a treatment waiver. All agencies treat the individuals first, then direct them to be booked for their alleged crime.

#### **SECTION 6: TRAINING (PLUS BASIC AND IN-SERVICE TRAINING)**

There were a wide variety of responses on how handlers and teams get their initial training. MARTA and NFTA teams are trained by the FAA. This is because their area of concern also includes their local airports. The larger units generally have in-house basic training, but CTA teams are all trained by their contractor. There are several instances where both in-house trainers and contractors are used for basic and in-service training, which is generally desirable for medium-sized organizations. All agencies require daily or weekly training equaling between 4 and 8 hours per week per team. All agencies strongly emphasized the need for continual training of handlers and teams at the highest levels possible because of the potentially dangerous nature of their jobs.

#### **SECTION 7: CERTIFICATIONS**

All agencies have some type of certification and must maintain certification generally each year. Most have an outside agency to certify their teams such as USPCA or the FAA.

## **SECTION 8: DEPLOYMENT**

All systems patrolled their facilities to maintain an increased presence in the community. In each case, the units emphasized the importance of public awareness and opinion. All managers interviewed mentioned the importance of not reinforcing the negative images canine patrols had, especially during the civil rights unrest and large protests in the 1960s.

## **SECTION 9: VEHICLES**

Five of nine units use standard police cruisers solely or in conjunction with some type of 4X4 vehicle. The popularity of the standard cruiser stems from the fact that the vehicle is made for police work and is lower to the ground, preventing the dog from having to do a lot of jumping and possibly injuring its hips. The larger SUVs have been praised for their all-terrain capability and storage, enabling some units to carry more than one dog at a time inside two kennels. There are also other types of vehicles used such as CTA's converted flatbed truck that carries up to eight weatherproof and wind-protected kennels.

## **SECTION 10: ANNUAL BUDGET**

Many of the units' expenses have been absorbed into their departments' total operating expenses and are not broken out specifically by unit. Generally, considerations of the cost to maintain the dog include the care and feeding and veterinary expenses. The average cost is between \$1,000 and \$2,500 per year per dog. Costs vary by region, type of dog, and organizational structure. They can be higher depending on how the unit funds vehicles, kennels, and the officer's time when caring for the dog both on and off duty.

## **SECTION 11: CHOICE OF BREED**

All transit agencies had strong preferences for their favorite breed(s). All units except CTA used take-home dogs. In this case the handler must bond with the dog, and it becomes a part of the handler's family. CTA uses a large kennel facility, and handlers are assigned to a specific dog to work with exclusively. The transit systems overwhelmingly used German Shepherds, Belgian Malinois, and Labradors as the breeds of choice. Houston METRO uses a Weimaraner, and NFTA boasts of their narcotics Springer Spaniel. The latter is said to be a very good choice for narcotics detection because of its small size. NFTA uses the dog freely in and around aircraft, baggage areas, and especially around cars with a very high success rate because it can get in small spaces and can be lifted easily onto higher platforms. WMATA also plans to use English Springer Spaniels as bomb detection dogs, after they have been trained, as well as larger patrol dogs. The logic to having a smaller dog apparently works well when the unit is not required to do patrol work in a particular area.

The average age of the dogs was between 12 and 24 months. Most agencies cited older dogs as more receptive to training. The trade-off to obtaining older dogs is an older dog will not have as much longevity as would a younger dog.

## **SECTION 12: WHERE DOGS WERE PURCHASED**

All agencies studied obtained their dogs from either the breeder or a vendor. In addition, MARTA and NFTA also obtained dogs through the FAA program. The FAA also requires the teams trained by them to be available for deployment to other areas if the need should arise. Some dogs were paid for by means of the narcotics forfeiture program.

## **SECTION 13: DOGS' PRIOR EXPERIENCE**

Fifty-five percent of the interviewed transportation systems obtained pre-trained dogs and the remainder have developed in-house programs for untrained dogs procured from vendors. Those systems that use pre-trained K9s obtained from TSA's Explosives Detection Canine Team Program expressed a high level of satisfaction with their performance. Other systems obtaining pre-trained dogs from vendors stressed the challenges of ensuring that the training program is appropriately tailored for the transportation environment and followed up with consistent in-service training and evaluation. Boston's MBTA did indicate that their initial group of pre-trained dogs was not as effective as they had hoped. As described in Table 2, based on this unsatisfactory experience, MBTA determined that the benefits of training their own dogs and matching them with their handlers in the early stages of the process outweighed the costs of additional training.

## **APPENDIX D: ADAPTATION OF TSA FACT SHEET<sup>8</sup>**

### **HANDLERS**

- Must attend formal TSA Explosive Detection Canine Handlers course.
- Must be aware of the advantages to utilizing their canine and any potential limitations.

### **CANINE COORDINATORS**

- Must attend formal TSA Explosive Detection Canine Coordinators course.
- Must provide adequate oversight to ensure a successful program.

### **EQUIPMENT – TOOLS OF THE TRADE**

- Standard TSA explosive training aids procured and delivered by TSA headquarters annually.
- TSA program effectively reduced cross contamination of training aids, providing greater degree of safety.
- TSA explosive magazines procured for each new participant.
- Partial reimbursement allows for procurement of equipment to enhance the K9 team's proficiencies.
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### **OPERATING PROCEDURES – CONTAMINATION ISSUES**

- TSA Standard Operating Practices and Procedures (SOPP) developed and documented.
- Improved inventory controls and record keeping provided through standard operating practices and procedures.
- New record keeping system encouraged:
  - o Operational effectiveness in finding a real device.
  - o Credibility with industry and investigative agencies.

### **CANINE QUALITY ACTION TEAM (MEET QUARTERLY)**

- Cross section of participant managers, handlers, trainers, and TSA representatives.
- Outstanding success with raising, discussing, and resolving issues to benefit the TSA Explosive Detection Canine Team Program.

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<sup>8</sup> This appendix is an adaptation of a TSA fact sheet provided by Mr. Dave Kontny, Transportation Security Administration, Explosives Detection Canine Team Program Manager.

## **SUCCESS STORIES**

- Canine Order 1600.70.
- Reimbursement Process.
- Short Notice Assessments.
- Annual Program Review.
- Annual In-Service Training.
- Comprehensive Assessments.
- TSA Canine Program Website.
- Formal Canine Coordinators Course.
- Breeding Program – Australian Customs Service.
- TSA Explosive Detection Canine Handlers Revision.
- National Explosives Canine Conference DFW 2000.
- IABTI and SEMTEX Conference Canine Program Briefings.

## **RESEARCH & DEVELOPMENT EFFORTS**

- TSA's top priority is to get the right tools to the right people.
- Technology programs are being pursued, not to degrade the importance of the K9 team, but to gain a better understanding of how the canine detects explosives, and if this process can be replicated mechanically or electronically.
- TSA's ongoing research efforts also include simulant training aid evaluations, dog selection and breeding, and ongoing assessments of the impacts of cross contamination and field test kits on training and K9 program management.

## **PROGRAM INFORMATION**

### **EXPLOSIVES DETECTION CANINE TEAM PROGRAM**

Contact: Mr. Dave Kontny  
Manager, Canine & Explosives Program  
Address: 800 Independence Ave, Suite 315  
Washington, DC, 20591  
Phone: 202.267.3136  
FAX: 202.267.3861

## **APPENDIX E: OFFICE OF JUSTICE PROGRAM<sup>9</sup>**

The Bureau of Justice Assistance (BJA) is a component of the Office of Justice Programs, U.S. Department of Justice, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime.

### **MISSION**

The mission of the BJA is to provide leadership and assistance in support of local criminal justice strategies to achieve safe communities. BJA's overall goals are to (1) reduce and prevent crime, violence, and drug abuse; and (2) improve the functioning of the criminal justice system. To achieve these goals, BJA programs emphasize enhanced coordination and cooperation of federal, state, and local efforts.

### **BJA PROGRAM COMPONENTS**

BJA has four primary components:

- the State and Local Assistance Division, which administers formula grant programs such as Byrne Formula Grants and Local Law Enforcement Block Grants;
- the Program Development Division, which administers Byrne Discretionary Programs, including the Open Solicitation and a number of targeted funding programs;
- the Office of Benefits, which administers the Public Safety Officers' Benefits, Denial of Federal Benefits, and the Bulletproof Vest Partnership Program; and
- the Office of Program Analysis and Communication, which provides services to all of BJA, including budgeting, publications support, and website maintenance.

BJA has limited discretionary money available. Most BJA funds are awarded through BJA formula programs. Byrne Formula Grant Program funds are awarded directly to state governments, which then set priorities and allocate funds within that state. BJA also awards funds to states and units of local government through the Local Law Enforcement Block Grants (LLEBG) Program.

### **BYRNE FORMULA GRANT PROGRAM**

Local practitioners may seek funding for innovative projects under the Byrne Formula Grant Program through a variety of methods. In each state, the governor appoints a State Administrative Agency (SAA) to handle the subgranting of these funds to local, as well as state, criminal justice operations. The first step is to contact the appointed office to obtain application information. Typically, advisory boards consisting of a community's leading criminal justice officials including police chiefs, prosecutors, chief justices, and

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<sup>9</sup> Source: the Office of Justice website mentioned above.

corrections commissioners make overall funding plans and decisions. These advisory boards should be contacted and apprised of the project's value and level of support. In many states, funds are subgranted to local units of government in block form with decisions made locally on individual projects. These local agencies, and any advisory boards they appoint, should be contacted in those instances.

### **LOCAL LAW ENFORCEMENT BLOCK GRANTS (LLEBG)**

The Local Law Enforcement Block Grants Program was created in May 1996 and is a program within BJA. The LLEBG Program strives to work with SAAs and direct grantees to provide the necessary information to facilitate system-wide planning and support ongoing criminal justice efforts. Staff works with state and local LLEBG program managers to administer program funds expended on the seven legislatively mandated purpose areas, which include assistance to support law enforcement activities, enhanced security measures, and the development of crime prevention programs.

For general information on BJA grant programs, please visit the website listed below:  
<http://www.ojp.usdoj.gov/BJA/html/bfguide.htm>.

BJA representatives may be contacted at:

Bureau of Justice Assistance  
810 7th Street N.W.  
4th Floor  
Washington, DC 20531  
Phone: 202.616.6500

## **APPENDIX F: SAMPLE SELECTION TESTS**

Testing should occur in a neutral environment for the dog. A good location is a park or other area with cover. It should be a location unfamiliar to the dog. On arrival, take a few minutes to have the handler walk off and play with the dog. Observe the way the dog reacts to play and to the new environment. Is the dog comfortable and ready to play, or is it concerned about its new surroundings and will not play because it is suspicious? Will the dog explore without its handler? Does it not wish to be away from the handler's support in this new place? Ideally, the dog will be alert and curious, willing to explore its new environment but also checking on the handler. When the handler initiates play, the dog should gladly participate. If other people walk through the area, the dog should be aware of their presence and even wish to investigate. If a stranger walks up to the handler, does the dog come to investigate or does the dog not notice? If the dog comes to the handler while the handler is in conversation with a stranger, what does the dog do?

Ideally, the dog should be curious and interested in these events. Warning signs about problem temperament are excessive sharpness in the new environment, unwillingness to play with the handler, unwillingness to explore, or a lack of awareness of humans within the environment. These informal observations are quite important, as they reveal much about the dog's socialization and relationship with the handler (pack and play drives, submissive drive, and rank drive). If this dog is being brokered through an individual other than the handler, many of these observations will tell the evaluator about the dog's ability to adapt to a new handler.

Next, formal testing will begin. It is important that the owner of the dog be informed about the tests. It is also important that the decoy being used be experienced in training all phases of service dog work and have an understanding of how to instantly recover the dog if placed in a situation in which the dog has problems.

### **TEST #1: STAKE OUT**

Place the dog on a 6- to 8-foot cable on a tree or post. Do not use a solid backstop. Allow the dog to stay on the stake out for: 5-10 minutes alone. Observe its behavior. It should be curious and attentive. After a while, a stranger (decoy) should walk towards the dog making strong eye contact and moving in a oncoming but left to right pattern. Each time the decoy changes direction, he or she may pause and face the dog with additional strong eye contact. The decoy should be carrying something odd, such as a bucket or a leafy tree branch, just to attract attention. The decoy must advance upon the prospect in a zigzag pattern pausing occasionally and making strong direct eye contact with the dog. Observe the dog's reaction as the decoy presses closer and closer in a slow irregular pattern. Does the dog become attentive and alert at first? Does the dog simply ignore the situation? When does the dog show behaviors in an attempt to thwart a threat? Does the dog initiate a challenge? Does the dog show play or submissive behavior solicitations? When does the survival drive manifest, and in

what way does it appear? All these observations are taken not as a pass/fail type of test but as information about the temperament of the candidate. Immediately move to test number two.

### **TEST #2: PURSUIT AND SEARCH**

Immediately after the first test, the dog who is to continue testing shall be removed from the stake out and held by the collar as a decoy in a suit appears at a small wooded area in the distance (100 yards or so). The decoy should be dressed in a protection suit. The decoy shall attract the dog's attention and run for 15-20 yards in the direction of the dog, still attracting attention. The decoy should then run away and out of sight. After about 45 seconds to 1 minute the handler will be instructed to let the dog go. The dog should search either by air scent or ground scent for the decoy. The decoy should be crouched in a hiding position out of sight. The dog should show great intensity to search and be able to locate the decoy with no encouragement or assistance from the handler, who should stay back and not interfere with the dog. Once the decoy is found, the dog should either engage the decoy or bark with great enthusiasm. The dog should not leave the decoy once the decoy is located. Immediately move to test number three.

### **TEST #3: MUZZLE TEST**

The dog should be placed in a comfortable agitation-style muzzle, and fit and security should be checked. The decoy, no longer in a suit, shall approach the dog with a stick in hand while the handler holds the dog on a short lead (6 feet). The decoy must attract the dog's attention and, when the dog is alert, attack the handler. The dog should respond by engaging in strong combat (if the dog is concerned about the muzzle, the dog must still engage in combat). The desire to remove the muzzle must not be judged too harshly as long as the dog still shows the desire to engage in combat and pursue. Immediately after the dog begins to show a strong desire to fight, the decoy should flee. As the decoy gets 20-30 paces away, the handler should be instructed to release the dog. Once the dog again makes contact with the decoy, who is trying to elude the dog, the decoy will turn toward the dog briefly and strike the dog once or twice with a flexible stick on a less-sensitive part of the dog's body. The dog should not be thwarted by these assaults and ideally should show an escalation of combat behaviors. The experienced evaluator will be able to evaluate these behaviors, even in the dog that shows sensitivity to the muzzle and tries to fight to remove the muzzle. This test may be repeated in a suit for the dog who is intensely muzzle sensitive; in this instance, the quality of the grip and purposefulness of the fight must be closely examined.

### **TEST #4: TRACKING TEST**

Take the dog to a lush field where a person's passage through the vegetation can readily be seen. One subject should carry some form of discrete protection equipment and cross the field in such a manner as to prevent the dog from approaching from downwind. Since the dog has limited or no previous experience with tracking, the decoy should make a large and intense disturbance by the scuffling of the feet, spitting in the

path, and moving slowly through the field as the dog observes from a good distance. In this manner, the decoy leaves an easy scent and visual track that can be followed. The decoy should then continue through the field and out of sight of the dog. The dog should then be escorted from the field, leaving the decoy to continue his or her movement through the field, creating a path in the field of at least 300 yards. After the dog is gone from the field, the decoy should continue moving through the field until he or she has found a suitable hiding place, at which point he or she should lie in the vegetation and attempt to hide. After the decoy is concealed, the dog should be brought back to the field. The handler should then be instructed to leave the dog on lead until they enter the field. Once in the field, instruct the handler to remove the lead and encourage the dog to search briefly. The handler should move to the area in the field at a right angle to the path of the decoy. When the dog reaches the area of the path, the dog should display interest in following the path purely out of curiosity. If the dog does so, the handler should say nothing to distract the dog but merely follow along. Ideally, the dog will devote increasing attention to the path and follow it. Some breaking of attention is acceptable. If the dog does poorly on this test, repeat the test with the handler as the track layer and the evaluator as the handler (in the case of dogs with no formal training in any style of tracking, the evaluator may elect to begin with the handler as the track layer).

#### **TEST #5: PLAY TEST**

Have the handler play tug-of-war with the dog with a rolled-up towel. If the dog plays with the handler, will the dog play with a stranger? Once the dog is enjoying the game, will the dog search for the toy when it is thrown out of sight? How long will the dog search for the missing toy? Will the dog initiate play with the handler or others?

#### **TEST #6: GUNFIRE TEST**

In this test, a .38 caliber handgun or equivalent is used with blanks. The handler is asked to exclude the evaluator and play with the dog somewhere away from the evaluator. Then, the evaluator should approach the handler and the dog while discharging four to six rounds from the handgun slowly. The dog should not shy away or appear spooked by the sound. Barking is acceptable as long as the dog's demeanor shows that it is not barking from fear or survival drives. The dog should be able to play immediately after the gunfire (if the dog stays focused on the evaluator after the gun shots and will not play, have the handler walk away to another location to play).

#### **ASSESSMENT OF PERFORMANCE**

These selection tests must be viewed as an opportunity to investigate the dog's potential as a candidate service dog. Performance must be carefully weighed against the dog's previous training (if any). In addition, the dog must be at an acceptable level of maturity to undergo these tests. The more immature and/or untrained the dog is, the less intense the examination must be. To assume that an untrained dog can perform at a high level of obedience, tracking, or control defeats the purpose of the tests. An

experienced canine evaluator, who can competently identify the impacts that previous training, maturity, and experience should have on a dog's performance during these tests, is an absolute necessity.

Once the dog is accepted for training, continual evaluation of progress will begin. The selection test does not guarantee success. Also, the possibility of discontinuing the work should always be considered for any dramatic problems such as the dog not responding to training or posing safety and performance concerns for critical tasks.

## APPENDIX G: SAMPLE GENERAL ORDER<sup>10</sup>

### **I. PURPOSE**

This order establishes guidelines for the handling, care, training and use of the canines used by the [NAME OF PUBLIC TRANSPORTATION AGENCY POLICE/SECURITY DEPARTMENT].

### **II. POLICY**

The Department will utilize specially trained patrol, narcotics detection and explosives detection canines to enhance the agency's security and emergency preparedness capabilities.

### **III. DEFINITIONS**

**Canine** – A dog assigned to the Department Canine Unit.

**Canine Bite** – Any injury caused by a canine's teeth or mouth.

**Canine Coordinator** – An official appointed by the Chief of Police [OR OTHER EXECUTIVE] to oversee the Department's Canine Program.

**Canine Team** – A canine and the assigned handler who have received specialized training in patrol, narcotics detection, and/or explosives detection duties.

**Handler** – A sworn Police Department [OR OTHER] officer assigned to the Canine Unit who successfully completes a selection process and is appointed by the Chief of Police [OR OTHER EXECUTIVE] to train and handle a departmental canine.

**Member** – A member of the Police Department.

**Trainer** – Departmental, contracted, or mutual aid trainer used to train the K9 team and supervise the team's in-service training.

### **IV. PHILOSOPHY**

The Department's Canine Unit is intended to supplement patrol functions in specific areas where a canine can be used in place of, or in addition to, an officer. It is the purpose of this policy to provide guidelines for the management of the teams and use of the canines in field operations.

### **V. FUNCTIONAL RESPONSIBILITY**

K9 teams were created to assist police personnel in searching for hidden suspects, lost or missing persons, narcotics, explosives, stolen property, and other articles. A K9 team, trained in these areas, can greatly reduce officer downtime and improve officer safety.

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<sup>10</sup> This sample general order was produced by the MTA Research Team as part of this project to provide a guide to the reader.

K9 teams are available on a 24-hour, on-call basis to:

- conduct building searches for offenders in hiding;
- assist in the arrest or prevent the escape of serious or violent offenders;
- protect officers or others from death or serious injury;
- track suspects or locate lost or missing persons;
- locate hidden instrumentalities or evidence of a crime; and
- detect the presence of concealed narcotics or explosives.

## **VI. COMMAND STRUCTURE**

The Canine Unit is included within the Uniformed Patrol Bureau (UPB), which is under the command of the Chief of Police [OR OTHER ORGANIZATIONAL STRUCTURE].

The Canine Unit is directly supervised by the Canine Coordinator, who is supervised by the Patrol Support Section (PSS) lieutenant [OR OTHER SUPERVISORY STRUCTURE].

During daily patrol operation, K9 teams are under the functional supervision of the Watch Commander [OR OTHER FUNCTIONAL STRUCTURE].

## **VII. HANDLER SELECTION**

The Transit Police Department has established procedures for selection of canine handlers. The Chief of Police [OR OTHER EXECUTIVE] must approve each handler selection.

Assignment to the Canine Unit will be voluntary and open to sworn officers of the Department who must pass administrative review in the following areas:

- evaluations;
- disciplinary action;
- commendations;
- use of force incidents;
- use of firearms incidents;
- auto accidents;
- training schools attended; and
- work history [sick use, punctuality, and work habits].

After administrative review, the officers, if selected, will submit a written proposal explaining why they should be a canine handler to the Chief of Police. The Chief of Police will make the final decision on which officer will be selected for the position.

## **VIII. REPORTING**

Each canine officer will complete the Canine Officer's Daily Activity Report form. This form is used to document the officer's activity during the course of a shift. The form will be completed each day and will be turned in by the end of the next shift worked.

Each canine officer will complete the Canine Officer's Monthly Activity Report form. This form is used to total the information recorded on the daily report. The monthly report will be completed by the officer on his or her last workday of the month and turned in to the Canine Coordinator, who will complete the monthly recap, which is due by the fifth day of the following month. This monthly recap will include one paper copy and one electronic copy.

## **IX. OWNERSHIP**

Canines used by the Department are the sole property of the Department.

Police canines will not be used for breeding, participation in shows, field trials, exhibitions or other demonstrations, or for off-duty employment unless authorized by the Canine Coordinator.

In the event that a canine escapes, runs away, or is unaccounted for, the handler will immediately notify the shift supervisor and the Canine Coordinator.

Upon approval from the Canine Coordinator or other appropriate official, a canine handler may apply to take possession of the dog when:

- the dog is retired from duty or relieved because of injury; and
- the handler is transferred, promoted, or retires and a decision is made not to retain the dog for another handler.

The handler who takes possession of a dog must sign suitable releases, which give him or her sole liability for any future conduct of the dog and also releases the city and Department from future liability.

The Department will not accept a donated animal for use as a police canine.

## **X. DUTIES AND RESPONSIBILITIES**

This section specifies what is expected of each person involved in the Canine Program.

### **THE CANINE HANDLER**

Only officers trained and qualified should handle a canine or canine vehicle, except under emergency conditions.

Each handler is responsible for maintaining the proficiency of the dog.

Handlers are not permitted to train their dogs in methods, techniques, or activities contrary to the accepted method used by the Canine Unit and the contracted or mutual aid law enforcement trainer.

Each handler will:

- maintain control of his or her canine at all times;
- when not engaged in specialized canine duty, perform the duties of a patrol officer;
- ensure that prisoners are not transported within canine vehicles;
- complete daily and monthly activity reports and maintain a log book documenting the history of their K9 team, including training records, schools attended, competitions entered, veterinary medical records, and legal court records;
- maintain records documenting the use and proficiency of their canine;
- ensure that requests for canine services received from other agencies are forwarded to the Watch Commander for approval; and
- be removed from the program if unable to successfully complete training, when performance upon completion of training is unsatisfactory, or at the discretion of the Chief of Police.

### **THE CANINE COORDINATOR**

- recommends training, public relations programs, and special events regarding the canine program;
- makes recommendations to supervising officers and management regarding the acquisition and retirement of canines and, if a canine is retired for medical reasons, ensures that a recommendation by a veterinarian accompanies the report;
- ensures, in coordination with the Commander and training department, that all certification and training levels are maintained in accordance with the [CERTIFICATION BOARD STANDARD] and/or with standards established by the police agency training the canine;
- maintains written records of program costs and canine medical histories;
- investigates canine bites; and
- maintains canine equipment needs.

### **THE SUPERVISOR**

Watch Commanders will ensure that adequate on-duty training time is allotted to the K9 teams.

Supervisors will consult with handlers prior to directing the tactical use of K9 teams. When the physical capability of an individual canine is at issue, supervisors will be guided by the recommendation of the handler.

If a supervisor is available, he/she should respond to the scene prior to the deployment of a patrol canine to ensure:

- a coordinated effort;
- the prompt notification of the Communications Division regarding the progress and outcome of the canine activity; and
- the assignment of prisoner-booking responsibilities to another member when feasible.

## **MEMBERS**

- Patrol canines are trained to apprehend individuals on command. Members confronted by a patrol canine should remain still, as any sudden movement or attempt to flee may cause the dog to react. When a patrol canine has been deployed to apprehend, members will use extreme caution.
- Members will not engage in horseplay in the presence of a canine, nor will they engage in any activity likely to agitate the canine unless it is for training. Physical behavior of this type may be perceived by the canine as an attack on the handler.
- Absent an emergency situation, no individual other than another handler will give commands to the canine, or in any way attempt to direct or control the canine, unless specifically authorized by the handler.
- An officer in violation of the above paragraphs shall be subjected to disciplinary action.

## **XI. TRAINING AND RECERTIFICATION**

Canine handlers will be selected, trained, and qualified using Department-approved guidelines.

Basic training and qualification standards have been developed for the canine patrol and detection functions. These standards are on file with the Canine Coordinator, and include performance objectives for the handler and the K9 team. The performance objectives established for basic training and qualification are intended to represent the minimum skills and training to be completed. Additional training may be incorporated in the basic K9 training and is, in fact, encouraged.

K9 teams must obtain and maintain certification in good standing from the certification agency selected by the Department.

The handler shall continually train and work with the dog to ensure the highest level of proficiency.

Upon completion of basic training, the handler must work with the Canine Coordinator to develop a program for in-service training and special training to be conducted by the handler and/ or a departmentally approved and accredited K9 trainer.

The handler will conduct weekly in-service training one day a week, in 2- to 4-hour blocks, or 1 hour a day. The handler will complete a training report. If any problems develop during any phase of the training process, the Canine Coordinator will be notified as soon as possible to alleviate the problem.

Training schedules for the K9 unit will be modified depending on workloads and calls for services.

The use of any building, dwelling, vehicle, field, or other structures, where K9 training may be conducted, must first be approved by the person(s) who own or who are in legal control of such property.

The Canine Unit is responsible for scheduling recertification and for maintaining documentation on all certification activity:

- An annual recertification will be conducted by an outside contracted trainer or certifying agency.
- This annual recertification will test each team's proficiency in obedience, control, apprehension, and agility and detection proficiency, as appropriate.
- Each team will be required to recertify with a passing proficiency.
- If a team fails the recertification, remedial work will be done until the team can successfully pass.

## **XII. CANINE USE**

Police canines will be used:

- to protect the handler, other officers, and citizens from injury or death;
- to search for suspects in buildings and open areas;
- to search for evidence or articles;
- for narcotics detection;
- for explosives detection;
- to locate lost persons;
- for SWAT team assists; and
- public safety demonstrations.

## **XIII. PATROL CANINE TEAMS**

The primary functions of the patrol K9 teams are to track and apprehend suspects, search for evidence, conduct security checks, and disrupt criminal behavior.

Patrol K9 teams may be used for crowd control when authorized by an appropriate official. They will not be used as a deterrent at peaceful demonstrations.

Prior to the deployment of a patrol canine, members will ensure that a reasonable containment perimeter is established to prevent the escape of suspects or the intrusion

of others. If possible, a supervisor will be present at the scene; members present will be advised when the canine is off lead.

A patrol canine will be unleashed only when engaged in a police action and/or when the Handler ensures that innocent people will not be placed in danger.

#### **XIV. APPREHENSION**

Canines also may be used to assist in effecting the arrest of suspects. In a misdemeanor, a canine may be used in locating concealed suspects who are non-violent, but this does not limit using the dog to apprehend the suspect if circumstances demand. In a felony, a canine may be used to assist in an arrest to the extent reasonably necessary.

The canine handler is responsible for the dog and its actions. The handler is aware of the dog's abilities, training, and temperament and has the ultimate decision on whether to use the dog in a particular situation. Any decision to overrule the handler must be approved by the Watch Commander.

Canines involved in apprehension activities should not be placed in crowded or confined areas in which a hostile situation may develop. Therefore, taking canines into crowded public establishments should be avoided. If, however, it is necessary to take the dog into a crowded place, it will be kept on lead, and contact with people will be avoided as much as possible.

A canine can be used to apprehend a fleeing suspect. Prior to releasing the dog, the handler will give a warning in a loud voice. This warning should identify the team as police and that the dog is being released. The warning need not be given if it would result in an increased risk to the handler, another officer, or the public. The dog should not be sent after a suspect who is being pursued by other officers. After releasing the dog, the handler will advise other officers that the dog has been deployed.

#### **XV. DETECTION**

Canine handlers working with a specially trained dog are responsible for maintaining the maximum efficiency of the animal.

##### **EXPLOSIVE DETECTION DOGS**

Explosive detection dogs should be used in the following situations.

- Explosive detection dogs will be used to search for hidden explosives or explosive devices.
- Generally, explosive detection searching will be conducted after the area has been cleared of people.

- The search should be concentrated on suspicious containers or objects, general public areas, or open areas.
- Once a device is found or an alert is made on an object, the appropriate explosive detection personnel will be summoned to handle the situation.
- The explosive detection dog handler will not attempt to disarm any device found or move any explosive material to another location.
- The explosive detection dog handler is responsible for the care and custody of training aids.
- These training aids are stored in the explosive magazine. Only the handler, Canine Coordinator, and Chief of Police have the key.
- When the training aids become worn or become unstable, a certified bomb unit will be contacted and requested to take possession of the aids for destruction. The handler will immediately make the Canine Coordinator aware of this circumstance.
- The explosive detection dog is trained to detect Black Powder, Time Fuse, Smokeless Powder, Sodium Chlorate, Detonation Cord, Potassium Chlorate, C-4 Plastic, Kine Pack, Dynamite, Data Sheet, TNT, and Water Gel.
- All explosive detection searches will be documented on a Canine Use Report.

## **NARCOTICS DETECTION DOGS**

Narcotics detection dogs should be used in the following situations:

- search warrants;
- consent searches;
- exigent circumstance searches; and
- search incident to arrest.

Narcotics detection dogs are trained to find:

- marijuana;
- cocaine;
- heroin;
- methamphetamine (speed); and
- derivatives of the above-listed items.

A narcotics detection dog handler is permitted to store/possess special equipment and narcotics as authorized by the Chief of Police. Narcotics will be weighed, logged in/out, and stored in a separate secured box that will be further secured in a Departmental safe. Narcotics detection dogs will not be used to search people suspected of possessing narcotics. All narcotics detection searches will be documented on a Canine Use Report.

## **XVI. CANINE BITES**

All canine bites, on and off duty, will be reported to the Watch Commander who will make the appropriate notifications.

Bites that occur during a training session will be reported to the Watch Commander and documented on a Supervisor's Accident Report.

When a subject is bitten, the handler will notify paramedics who will transport or administer aid to the subject. The injured subject's name, date of birth, address, and business and home phone number will be included in the Canine Use Report.

If the injured party is under arrest, medical treatment will be sought at a hospital before the suspect is booked into jail.

If the subject refuses treatment, the reason for the refusal and any witnesses' names (with their information) will be documented in the Canine Use Report.

The bite and other injuries caused by the canine will be photographed in color after being cleaned at the hospital or by the paramedics.

The handler will contact Rabies Control and provide them with the required information. A bite control number will be obtained from Rabies Control. This number, the person the handler spoke to, and time of notification will be included in the Canine Use Report.

Prior to the end of the handler's shift, the original report will be sent to Records, and a copy of the Canine Use Report and any other supplemental reports will be forwarded to appropriate supervisory staff.

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## **APPENDIX H: NJ STATE PERFORMANCE STANDARDS<sup>11</sup>**

Goal: The police officer handler and police dog will demonstrate proper operational skill in law enforcement related work and techniques.

Description: Police K-9 training encompasses police dog obedience, agility, scent work, criminal apprehension and handler protection, and socialization. Police handler training encompasses report writing, record keeping, issues dealing with policy and procedure, legal issues, field procedures and proper care and handling of the police dog.

### **1. POLICE OFFICER HANDLER TRAINING**

#### **1.1 THE ROLE AND USE OF THE POLICE DOG**

Goal: The police officer handler will be knowledgeable about the use of the police dog in law enforcement in the present and the past.

1.1.1 The police officer handler will demonstrate familiarity with the historical use of canines in law enforcement.

1.1.2 The police officer handler will demonstrate knowledge concerning the current uses of police dogs and dogs in law enforcement in general.

#### **1.2 TECHNIQUES AND FIELD PROCEDURES**

Goal: The police officer handler will be familiar with the commands, skills and procedures used for K-9 training and operations.

1.2.1 The police officer handler will identify the basic obedience commands and skills and their proper use.

1.2.2 The police officer handler will demonstrate familiarity with the major phases of obedience training (heel work, distance control and walking control) and the significance of these phases of training.

1.2.3 The police officer handler will identify procedures and commands used in police dog socialization.

1.2.4 The police officer handler will identify the five types of scent work (article searches; searches involving boxes, tents or other similar objects; field, wood, or marsh searches; building searches; and searches involving tracking).

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<sup>11</sup> Source: New Jersey Law Enforcement website [www.state.nj.us/lps/dcj/agguide](http://www.state.nj.us/lps/dcj/agguide). Reproduced in its entirety as an example of Performance Measures expression for the K9 unit.

1.2.5 The police officer handler will demonstrate familiarity with the procedures and commands to be used for various types of scent work and searches utilizing a police dog.

1.2.6 The police officer handler will demonstrate familiarity with the procedures and commands used during agility exercises.

1.2.7 The police officer handler will demonstrate knowledge of the major phases of criminal apprehension training, including false start, recall, straight apprehension, standing crowd, moving or running crowd.

1.2.8 The police officer handler will demonstrate knowledge of the procedures and commands to be used before and during criminal apprehensions utilizing a police dog.

1.2.9 The police officer handler will demonstrate knowledge of the major phases of handler protection training.

1.2.10 The police officer handler will demonstrate knowledge of the procedures and commands used during handler protection with a police dog.

1.2.11 The police officer handler will identify acceptable indication signs or signals given by the police dog.

### **1.3 POLICY, PROCEDURES, AND LEGAL ISSUES**

Goal: The police officer handler will be familiar with legal issues and concerns involving the use of a police dog, in particular, the use of a police dog as a force option as well as issues dealing with policy and procedure and the need for clear policy regarding the use of a police dog.

1.3.1 The police officer handler will list sanctions a law enforcement officer may face as a result of the improper use of a police dog, including departmental liability, criminal liability, and civil liability.

1.3.2 The police officer handler will demonstrate knowledge of when it is proper to use a police dog, including identifying the conditions that must be met before using a police dog to conduct searches and criminal apprehensions.

1.3.3 The police officer handler will demonstrate knowledge of the proper use of the police dog as a force option.

1.3.4 The police officer handler will identify the significance and purpose of K-9 policy and procedure.

1.3.5 The police officer handler will identify the general types of information to be included in a departmental K-9 policy, including: the circumstances or conditions under

which K-9 teams may and may not be utilized; the deployment and use of K-9 teams and services; the role and responsibilities of the police officer handler, supervisory personnel and other officers; reporting requirements and record keeping; the training, qualification and re-evaluation of K-9 teams; and the care, handling and maintenance of police dogs.

1.3.6 The police officer handler will demonstrate familiarity with agency policy and procedures pertaining to the use of police dogs.

#### **1.4 REPORT WRITING**

Goal: The police officer handler trainee will have the knowledge to properly complete a police report for any given situation requiring the use of a police dog.

1.4.1 The police officer handler will list the qualities of a good police report for situations which required the use of a police dog.

1.4.2 The police officer handler will list the types of information to be included in an incident report, offense report or use of force report dealing with the use of a police dog.

1.4.3 The police officer handler will be familiar with individual agency requirements for reports and records pertaining to operations or activities involving police dogs.

#### **1.5 RECORD KEEPING**

Goal: The police officer handler will be familiar with all record keeping requirements and informational needs concerning K-9 operations.

1.5.1 The police officer handler will identify the types of records that should be kept regarding the use of police dogs, including training records, incident reports and health reports.

1.5.2 The police officer handler will identify the information items to be included in records or reports which pertain to K-9 operations or activities.

#### **1.6 THE CARE AND HANDLING OF THE POLICE DOG**

Goal: The police officer handler will have the knowledge necessary to properly care for and handle the police dog under routine conditions and emergency care situations.

1.6.1 The police officer handler will demonstrate knowledge of the methods and procedures for selecting, evaluating and preparing police dogs for training.

1.6.2 The police officer handler will demonstrate familiarity with K-9 equipment and the proper use of that equipment.

1.6.3 The police officer handler will list the requirements of proper routine care of a police dog, to include daily health check inspections, routine health care and veterinarian visits, feeding, grooming, and housing.

1.6.4 The police officer handler will identify the proper techniques, procedures and equipment to be used in the emergency care situations, including heat stroke, bloating, trauma, and poisoning.

## **2. POLICE OFFICER HANDLER - POLICE DOG TEAM TRAINING**

### **2.1 OBEDIENCE**

Goal: The police dog, on command from the police officer handler, will demonstrate the ability to obey basic and advanced obedience commands.

2.1.1 The police dog, on command from the police officer handler (using verbal commands or hand signals) will demonstrate the ability to respond to basic commands: sit, down, stand, stay, heel and come.

2.1.2 The police dog, on command from the police officer handler, will demonstrate the ability to walk in a heel position, both on lead and off lead, at a slow, fast and normal pace while completing left, right and about turns (heel work).

2.1.3 The police dog, on command from the police officer handler, will demonstrate the ability to respond to distance control commands, including the following voice commands and hand signals: sit, down, stand, stay and come.

2.1.4 The police dog, on command from the police officer handler, will demonstrate the ability to respond to a heel or come command, either a voice command or hand signal, stopping the dog with a sit, down or stand command.

2.1.5 The police dog, on command from the police officer handler, will demonstrate the ability to take and hold a position until the handler returns and orders the dog to heel.

2.1.6 The police dog, on command from the police officer handler, will demonstrate the ability to maintain a position as the handler moves away, returns to and passes by the dog (walking control).

2.1.7 The police dog will demonstrate the ability, on and off lead, to move through groups of people in a non-aggressive manner, displaying a tolerance for people (socialization).

2.1.8 The police dog will demonstrate the ability, on and off lead, to remain in a stay position (stand, sit, or down) while people pass by (socialization).

2.1.9 The police dog will demonstrate the ability to properly respond to obedience commands, from the police officer handler, while under gunfire.

## **2.2 AGILITY**

Goal: The police dog will demonstrate agility.

2.2.1 The police dog, on command from the police officer handler, will demonstrate the ability to surmount or overcome a variety of different obstacles which are likely to be confronted while working.

## **2.3 SCENT WORK**

Goal: The police dog and police officer handler team will demonstrate the ability to conduct proper searches to locate a suspect, subject, or evidence within buildings, interior structures and extended, exterior areas of various terrains.

2.3.1 The police dog, on command from the police officer handler, will demonstrate, both on lead and off lead at the discretion of the handler, the ability to properly search, find, and indicate or retrieve a variety of articles with a human scent (such as clothing, a gun, a wallet, or a screwdriver) within a specified area, including buildings and interior structures and extended, exterior areas of various terrains.

2.3.2 The police dog, on command from the police officer handler, will demonstrate the ability, both on lead and off lead at the discretion of the handler, to properly search, find and indicate a suspect or subject within a specified area. Such searches are to include: building or dwelling search; box search, tent search or a search involving other similar objects; and field, marsh or wood search.

2.3.3 The police officer handler will demonstrate the ability to recognize the alert signs given by the police dog.

2.3.4 The police dog, on command from the police officer handler, will demonstrate the ability to track (follow) a human scent.

2.3.5 The police officer handler will demonstrate the ability to control the police dog during searches.

## **2.4 CRIMINAL APPREHENSION**

Goal: The police dog will demonstrate the ability to apprehend a suspect and return to the handler on command.

2.4.1 The police dog, on command from the police officer handler, will demonstrate the ability to physically apprehend (bite and hold) the suspect until the suspect is taken into custody (and a release command is issued) under the following circumstances:

no crowd; through a standing crowd; and through a moving crowd.

2.4.2 The police dog, on command from the police officer handler or after a gunshot is fired, will demonstrate the ability to physically apprehend the suspect until the suspect is taken into custody (and a release command is issued).

2.4.3 The police dog, after physically apprehending the suspect, will demonstrate the ability to release the suspect on command from the police officer handler.

2.4.4 The police dog will demonstrate the ability to terminate pursuit prior to physical apprehension when verbally recalled by the officer handler from a reasonable distance (minimum of 10 yards) under the following circumstances: no crowd; through a standing crowd; and through a moving crowd.

2.4.5 The police dog will demonstrate tolerance to gunfire while performing criminal apprehension exercises.

2.4.6 The police dog, on command from the police officer handler, will demonstrate the ability to remain in a finish position when a suspect begins to flee (false start).

## **2.5 HANDLER PROTECTION**

Goal: The police dog will demonstrate the ability to protect the handler when necessary.

2.5.1 The police dog, on command from the police officer handler, will demonstrate the ability to remain in a guard position while the police officer handler searches or questions a suspect.

2.5.2 When the safety of the police officer handler is threatened, the police dog (without command) will demonstrate the ability to physically apprehend a suspect until the suspect is taken into custody (and a release command is issued).

2.5.3 When the suspect attempts to escape, the police dog (without command) will demonstrate the ability to physically apprehend the suspect until the suspect is taken into custody (and a release command is issued).

2.5.4 The police dog will demonstrate the ability to terminate pursuit of a suspect attempting to escape prior to physically apprehending the suspect when verbally recalled by the officer handler.

## **APPENDIX I: SAMPLE CERTIFICATION STANDARDS**

### **TABLE OF CONTENTS**

1. Objectives
2. Types of Certification
3. Failure to Meet Standards
4. Certification Tests
5. Certification Evaluators
6. Records of Certification
7. Certification Fees
8. General Certification Rules and Requirements
  - 8.1. Narcotics Detection Certification
  - 8.2. Explosives Detection Certification
  - 8.3. Tracking/Trailing Certification
  - 8.4. Patrol Utilization Certification

### **1. OBJECTIVES**

- To ensure that police dog teams used by [THE AGENCY] are properly trained in order to protect the lives and property of its passengers, employees, contractors, and all others who come into contact with the system.
- To provide a standard which all trained police dogs must maintain in the performance of their duties.
- To ensure that the handlers have adequate knowledge of the laws regarding the use of canines.
- To prevent malicious use of partially and untrained police dogs.
- To provide recertification on a timely basis in order to maintain the integrity and credibility of police dog teams.

### **2. TYPES OF CERTIFICATIONS**

All police dogs must be certified in the specific areas in which they are trained. The following certifications will be given and maintained by the [THE AGENCY]:

- narcotics detection;
- tracking/trailing;
- explosives detection; and
- patrol utilizations.

These certifications of the police dogs are on a PASS/FAIL basis. The certification will be based on the ability to perform the tasks set forth by the procedures adopted by the [THE AGENCY]. All certifications shall be undertaken by the canine and the current handler. The certification shall be valid for [ONE OR TWO YEARS], and recertification will be given on a timely basis.

### **3. FAILURE TO MEET STANDARDS**

Police dog teams that fail to meet the standards of certification shall be given the opportunity to retest in the area of standards they did not achieve. The retest will be given at the end of that certification period, if time permits, or within 30 days from the date of failure. Failure to achieve the standards on the retest shall result in a recommendation by the [THE AGENCY] to remove the team from actual deployment of that particular utilization until certification can be obtained.

### **4. CERTIFICATION TESTS**

The certification tests will be conducted [AT LOCATION SPECIFIED BY THE AGENCY].

### **5. CERTIFICATION EVALUATORS**

Each certification must have two evaluators. The evaluators will be approved by the executive board of [THE AGENCY]. They will be determined by experience, knowledge and background. Evaluators will submit a resume to be kept on file for reference in the future. An evaluator may not participate in a certification of a police dog that he or she originally trained. The evaluators will critique the handler verbally following each exercise and will forward their written results and recommendations to the governing body of the [THE AGENCY]. There will be an alternate evaluator available at each certification. Out-of-state evaluators are acceptable with board and membership approval.

### **6. RECORDS OF CERTIFICATION**

The [THE AGENCY] secretary will be responsible for maintaining records of the certification for each police dog team that participates.

### **7. CERTIFICATION FEES**

[THE AGENCY] may pay a fee to the evaluators for each team requiring certification or recertification. There will be no additional fee required for retesting during the same certification period.

### **8. GENERAL CERTIFICATION RULES AND REQUIREMENTS**

- All dog teams must submit previous training records to the evaluators prior to their certification.
- Electronic devices, spiked collars, whistles, balls, or any other item viewed as an influence or used to control the dog, may not be utilized during any phase of the certification.

- Any dog team wishing to be retested must submit in writing to the [THE AGENCY] their recertification requirements and scheduling. This must be done prior to the lapse of the 30-day recertification period.
- PASS/FAIL decisions by the evaluators are final. Any appeals will be submitted in writing as soon as possible to the [THE AGENCY] board for review and consideration for retesting.

## **8.1 NARCOTICS DETECTION CERTIFICATION**

1. There will be a total of three types of searches conducted:

- vehicle search;
- building or residential search; and
- parcel search (may include luggage, envelope, boxes, etc.).

2. The searches will include the following narcotics:

- marijuana;
- cocaine or crack cocaine; and
- heroin.

(Note: any team wishing to certify in any other narcotic must notify the hosting system in writing 10 days prior to certification.)

3. All narcotics will be tested for quality prior to certification.

4. Pseudo-narcotics will not be used in the certification.

5. All of the test hides will be at least 5 grams in weight, not to exceed 20 grams.

6. The narcotics will be hidden in practical areas and allowed to age for 30 minutes prior to the first team's test.

7. During the test, only the handler and two evaluators will be allowed in search area.

8. In each of the searches, enticement articles such as food, soiled clothing, empty plastic bags, etc. may be used to thoroughly test the dog's ability.

9. The dog must make the alert obvious to the evaluators, and as close to the hide as possible.

10. There will be a total of nine possible indications of narcotics during the test. The dog must be able to locate a minimum of six hides in order to achieve certification, or two out of three tested.

11. One false indication during the certification will be evaluated as a failure to locate. Two false indications will result in the failure of the entire narcotics certification.

12. Dog teams will be given certification for the type of narcotics located, provided requirement #11 does not apply.
13. Each dog team will have separate sets of vehicles, rooms, and parcels for the narcotics detection certification.

### **Vehicles**

- There will be a total of six vehicles used. These may be of various sizes and models.
- There will be three test hides concealed on the vehicle.
- There will be two enticement articles hidden during the test.
- One vehicle will remain clean of any articles or narcotics.
- There will be a 15-minute time limit to search all six vehicles.
- There will only be one hide or enticement per vehicle. There will be one outside hide and two inside hides.

### **Buildings**

- The building search shall consist of a minimum of two rooms with a minimum 1,000-square-foot total area.
- There will be three hides concealed, one for each of the narcotics.
- Two of the enticement articles will be hidden.
- The narcotic may be hidden at any height, with a maximum height of 6 feet.
- There will be a 15-minute time limit to search the two rooms.

### **Parcels**

- Parcels shall consist of three columns of six packages each. Packages will be a minimum of 3 feet apart.
- There will be one test hide in each column of parcels.
- Two enticement articles will be hidden in each column,
- There will be a 10-minute time limit to search the three columns.

## **8.2 EXPLOSIVES DETECTION CERTIFICATION**

1. There will be a total of three types of searches conducted:
  - vehicle searches;
  - building or residential search; and
  - parcel search.
2. The searches may include any or all of the following explosive odors:
  - TNT;
  - C-4;

- Smokeless powder;
  - Water gel;
  - Commercial dynamite (nitrate and ammonia based);
  - Detonation cord;
  - Sodium chlorate;
  - Potassium chlorate; and
  - Black powder.
3. The explosives will be hidden in practical areas and allowed to age for 30 minutes prior to the first team's test.
  4. During the test, only the handler/dog team and the evaluators will be allowed in the test area.
  5. In each of the searches, enticement articles such as food, soiled clothing, empty plastic bags, balls, etc. will be used to thoroughly test the dog's ability.
  6. The dog must make the alert obvious to the evaluators and as close to the hides as possible.
  7. There will be a total of nine possible indications during this test. The dog must be able to locate at least eight of the nine odors.
  8. One false alert and/or any aggressive response will be evaluated as one failure to locate. Two false indications and/or aggressive responses will result in the failure of the entire explosives detection certification.
  9. Each of the dog teams will have separate sets of vehicles, rooms, and parcels for the explosives detection certification.

### **8.3 TRACKING/TRAILING CERTIFICATION**

1. The purpose of this certification is to determine the dog's ability to locate a suspected criminal or a lost person.
2. The track will consist of a minimum of three and a maximum of five of the following terrains:
  - field;
  - gravel;
  - leaves;
  - creek bed;
  - dirt;
  - concrete;
  - woods;
  - asphalt; and
  - high grass.
3. The track will be a minimum of 30 minutes old and a maximum of 1 hour old.

4. The track will be a minimum length of 300 yards and a maximum length of 500 yards.
5. There will be one scent article placed along the track (dog team will not be penalized for failure to locate the article).
6. The tracking team will be given a starting point and the direction of travel by the evaluators.
7. There will be one cross-track laid. This person will remain in the area of the actual track, but must remain at a minimum distance of 200 yards from the actual track layer. This cross-track may be laid prior to, or after, the actual track.
8. There will be a 20-minute time limit to complete the track.
9. The team will successfully pass this certification by locating the actual track layer.
10. If it is obvious to the evaluators that the dog is not tracking/trailing, the evaluators may stop the test at any time.

#### **8.4 PATROL UTILIZATION CERTIFICATION**

1. Any or all testing may be conducted at night or during daylight hours.
2. The police dog must demonstrate control during the control phase before being allowed to test any further.
3. The dog team will be certified in the areas in which they prove to be proficient.
4. The agility of the dog will be evaluated during all phases of the test.
5. The dog team will be evaluated in the following areas:
  - Obedience/control;
  - Evidence search;
  - Area search;
  - Building search;
  - Vehicle stops; and
  - Criminal apprehension.

#### **Obedience/Control**

- The dog must demonstrate control before being allowed to test further.
- This test may be conducted on fields, asphalt, concrete, etc., at the discretion of the evaluators and location availability. All dogs will be tested under the same conditions.
- This testing will be conducted off lead.
- The dog team must accomplish the following tasks in any order. However, the order shall remain the same for each dog. At the direction of the evaluator, each dog handler will heel their dog approximately 60 paces including fast and slow

padding, a minimum of one left, one right, and one about-turn, and a minimum of two halts.

- The dog will be placed in a sit or down at the discretion of the handler and told to stay. The handler will then leave the sight of the dog for approximately 2 minutes. The dog will then be called to the handler by voice.
- The dog will be placed in a sit or down at the discretion of the handler and told to stay. The handler will then leave the dog, walk approximately 100 feet, turn, and call the dog by hand. The handler will halt the dog approximately halfway on command, then call the dog to him or her verbally.
- Dog will be placed in a sit or down at the discretion of the handler and told to stay. The handler will walk away approximately 100 feet, wait a minimum of 1 minute, turn, and verbally call the dog to him or her.

Note: the dog team will not be penalized for the way the dog heels, sits, downs, etc. The dog will be evaluated only to the point of basic control that the dog and the handler demonstrate.

### **Evidence Search**

- This test will be conducted in approximately a 1/2-acre area with one article hidden.
- The dog will be tested on its ability to locate and indicate the article to the handler.
- The area may consist of woods, weeds, high grass, underbrush, etc.
- There will be a 10-minute limit for the dog to go out and locate the article.
- The article will age for 30 minutes before the first team is tested.
- The article will be scented by breath, hand, etc. for approximately 1 minute.
- Articles may consist of the following: metal gun, wrench, hat, wallet/pocketbook, knife, screwdriver, or other item.
- The dog must indicate the article to the handler in order to be certified in this area.
- Handlers may enter the area to be searched; however, the dog must make the actual find obvious to the evaluators.
- Each dog team will be tested with a new article and in a different search area.

### **Area Search**

- The area search may consist of the following types of terrain: woods, fenced vehicle compound (shop or yard), pedestrian mall, walkway, or business district.
- The area search may be conducted on or off lead, at the handler's discretion.
- The dog will be tested on its ability to locate a subject in an open environment.
- The subject will be hidden for 15 minutes before each team is tested.
- The test will have a 15-minute time limit.
- The dog must make a clear indication to the evaluators as to the location of the subject.

- If the dog and handler pass the hidden subject during the search, this is considered to be automatic failure.

### **Building Search**

- The building search will be conducted off lead.
- The dog will be tested on its ability to locate a subject in an enclosed structure.
- The building shall be a minimum of 2000 square feet, and a maximum of 5000 square feet.
- The subject will be hidden for 15 minutes before each team is tested.
- The test will have a 15-minute time limit.
- The dog must make a clear indication to the evaluators as to the location of the subject.
- If the dog and handler pass the hidden subject during the search, this is considered to be automatic failure.

### **Vehicle Stops**

- The vehicle stops will consist of three separate stops:
  - dog stays in vehicle;
  - dog is called to handler from vehicle; and
  - handler is assaulted while dog is in vehicle.
- The phases may be conducted in any order.
- Evaluators will decide what will occur on each stop (i.e., conversation or assault).
- After each stop, the dog will remain in the vehicle for a minimum of 30 seconds awaiting evaluator's instructions.
- The dog team must successfully complete the three vehicle stops to achieve certification.
- On the assault portion of this phase, the dog and handler will be evaluated under the guidelines of the criminal apprehension certification.

### **Criminal Apprehension**

Criminal apprehension note: all suspects participating in the criminal apprehension testing will be required to wear full-body protection. The criminal apprehension phase of certification will consist of the following in any order:

1. The suspect will step out of concealment a minimum of 100 feet away from the team. The suspect will begin to run at a brisk pace away from the dog team. The dog will be instructed to apprehend. The suspect will then stop, turn, and surrender. The dog, at that time, must be recalled without apprehension. In an alternate version of this exercise, the suspect will step out of concealment a minimum distance of 100 feet away from the team. The suspect will begin to run at a brisk pace away from the dog team. The dog will be instructed to apprehend. The handler will be told to recall the dog; however, the suspect will continue to run away. The recall will be conducted approximately halfway

between the handler and the suspect. The dog may not have any physical contact with the suspect. Note: physical contact by the dog with the suspect during either of the above exercises will result in failure of this portion of the criminal apprehension certification. Note: each handler will have a leash at all times.

2. The suspect will step out of concealment a minimum distance of 100 feet away from the team. The suspect will then begin running away from the team. The handler will send the dog to apprehend the suspect and command the dog to release when instructed to do so. The handler will then command the dog to sit, down, heel, and/or to stay. The handler will approach the suspect, handcuff the suspect, and escort the suspect to the evaluators. The team will fail this portion of the certification if any of the following occur:
  - the dog re-bites after being called off;
  - the dog fails to release;
  - the handler makes physical contact with the dog;
  - the dog fails to apprehend; and
  - the dog bites the suspect during the escort.

Note: The dog will be on/off leash during the escort. However, the handler must maintain physical contact with the suspect until reaching the evaluators.

3. The suspect will step out of concealment a minimum distance of 100 feet away from the team. The suspect will fire one or two shots from a gun and no more. The handler and dog must seek available cover and return fire (a minimum of two rounds). The dog will not be sent to apprehend. The team will fail this portion of the certification if any of the following occur:
  - the dog blatantly pulls the handler from cover/concealment;
  - the dog apprehends the suspect;
  - the dog bites the handler; or
  - if it appears to the evaluators that the handler is out from cover.
4. The handler will approach the suspect and have the dog sit, or down and stay. The handler and suspect will then conduct a handshake and conversation for approximately 30 seconds. The suspect may then, at the discretion of the evaluators, assault the handler. The dog must protect the handler by apprehension, and then release when commanded to do so. The handler must then escort the suspect to the evaluators. The team will fail this portion of the certification if any of the following occur:
  - the dog re-bites after being called off;
  - the dog fails to apprehend;
  - the dog fails to release;
  - the handler makes physical contact with the dog;

- the dog makes an unprovoked apprehension of the suspect; or
  - the dog bites the suspect during the escort.
5. If no assault is made during exercise 4 (above), the handler will be instructed to return to the dog, secure the dog, and walk away from the suspect.
  6. To receive certification in the criminal apprehension portion, the team must satisfactorily perform the four phases.
  7. The release of the actual apprehension (bite) will be at the discretion of the evaluators. Once the evaluator has given instruction for the release, the handler will have a total of 5 seconds to accomplish the release. The 5-second period will begin after the handler's first verbal command. Any dog that does not release within the specified time will fail the criminal apprehension certification.
  8. The dog will be off leash during the entire phase of the criminal apprehension certification, with the exception of the escort, which is at the handler's discretion.
  9. Evaluators will instruct the handlers when to send the dog for apprehension, when to recall from apprehension, when to release, etc.

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Abbreviations used without definitions in TRB publications:

AASHO	American Association of State Highway Officials
AASHTO	American Association of State Highway and Transportation Officials
ASCE	American Society of Civil Engineers
ASME	American Society of Mechanical Engineers
ASTM	American Society for Testing and Materials
FAA	Federal Aviation Administration
FHWA	Federal Highway Administration
FRA	Federal Railroad Administration
FTA	Federal Transit Administration
IEEE	Institute of Electrical and Electronics Engineers
ITE	Institute of Transportation Engineers
NCHRP	National Cooperative Highway Research Program
NCTRP	National Cooperative Transit Research and Development Program
NHTSA	National Highway Traffic Safety Administration
SAE	Society of Automotive Engineers
TCRP	Transit Cooperative Research Program
TRB	Transportation Research Board
U.S.DOT	United States Department of Transportation

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