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THE BILL BLACKWOOD LAW ENFORCEMENT MANAGEMENT INSTITUTE OF TEXAS

Issues in the Development of a Police Pursuit Policy

A Policy Research Project Submitted in Partial Fulfillment of the Requirement for the Professional Designation Graduate, Management Institute

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Abstract

Police officers have a duty to enforce the law and apprehend law violators.

Officers encountering a law violator operating a vehicle on a roadway who refuses to stop when signaled to do so must make a decision whether to engage in a vehicular pursuit. In some cases where officers have engaged in pursuits, injury or death of a person or destruction of personal property has resulted.

The courts have had the task of determining whether a police department and the city it represents are liable. The courts have reviewed department police vehicular pursuit policies in determining liability. A police department thus must have a clear understandable vehicular pursuit policy providing guidance to its officers. A department must further provide training to its police officers on policy guidelines and provide for the review of all pursuits to determine whether officers adhered to policy.

After review of police vehicular pursuit studies and related court decisions it is recommended that the Pharr Police Department adopt a restrictive vehicular pursuit policy.



Table of Contents

| Section | Page |
|--|------|
| Abstract | |
| Introduction | 1. |
| Historical, Legal or Theoretical Context | 2 |
| Review of Literature and Practice | 5 |
| Discussion of Relevant Issues | 8 |
| Conclusion/Recommendations | 11 |
| Bibliography | |
| Appendices | |



Introduction

Police are frequently involved in vehicular pursuits in attempt to apprehend a person. The person is usually aware that a police operating an authorized emergency vehicle is attempting to detain him. Some pursuits end in the arrest of the fleeing person without incident but others, result in property damage to the fleeing person or third person's property or vehicle. Tragically though, some pursuits end in the death or injury of an innocent third person or the fleeing person. As a result, police departments' pursuit policies are constantly under review by courts in determining whether the departments or city it represents are civilly liable. The Pharr Police Department recognizes it's responsibility to all citizens and it's officers and has found it necessary to modify the department's pursuit policy that was implemented in 1992.

The purpose of the research is to identify key issues related to police pursuit policies, which will direct and guide Pharr Police Department administrators in modifying their existing pursuit policy. The research will identify key issues in police pursuits by gathering information from studies conducted on pursuits and from pursuit policies from across the United States.

The problem the Research Project will be addressing is the need for pursuit policies to establish guidelines and procedures to be followed by police officers and the police department in the event of a pursuit. The Pharr Police Department will be modifying its pursuit policy for the first time since it was implemented in 1992.

The Pharr Police Department needs to study the relevant issues critically important to any police pursuit policy.



The intended audience of the research project will consist of all Pharr Police

Department personnel, City of Pharr attorney and city manager.

The sources of information of the research project will consist of law enforcement journals, State and Federal case law, books, and pursuit policies from selected municipal police departments.

The intended outcome of the project is for the Pharr Police Department to have all information on relevant issues which have been found to be critical in formulating a clear and understandable pursuit policy as they embark in modifying it's current pursuit policy.

Historical and Legal Context

Since the early twentieth century, the motor vehicles has been used by law enforcement agencies in the performance of their duties (Carmen and Kappeler 163). In 1905 the St. Louis Police Department established one of the nation's first traffic control units. That same year, the Department recorded its first police vehicle accident when two officers in pursuit of a speeding vehicle jumped out of their vehicle to escape injury (Carmen and Kappeler 163).

The motor vehicle continues to be a important part in police work and the apprehension of suspected law violators. Police are still faced with the problem of attempting to apprehend law violators operating a vehicle who refuse to stop, requiring the officers to take decisive action as to pursue or not. When a pursuit is engaged the police vehicle becomes a dangerous weapon (Alpert 1987, 298).

Police Chiefs should be concerned about the liability pursuits expose their department and officers to. A pursuit terminating in injury or death to the violator, officers, and especially to an innocent third person will also have a extremely negative



impact on the community. Though officers are usually justified in engaging in pursuits, their departments are providing little guidance in the form of policy or training which will enable them to articulate their judgement in continuing a pursuit (Williams 24).

Courts have recognized the existence of the duty police officers have in operating their police vehicle. Officers have the duty to drive with due care for the safety of all persons. Numerous court cases have ruled on different concerns and issues relevant to police pursuits.

In 1961 the case of Monroe v. Pape 365 U.S. 167 (1961), involving allegations of unreasonable search and seizure, questioned whether a suit could be filed against a municipality and its police under the Civil Rights Act 42 U.S. section 1983. The court held that the suit against the officers could be allowed. The decision opened the doors for future police misconduct suits under this section. It was not until 1978 that the Supreme Court in Monell v. Department of Social Services 436 U.S. 658 held that municipalities could also be sued under section 1983.

Again in 1980 the Supreme Court in Owen v. City of Independence held that municipalities have no immunity under 1983 stemming from its unconstitutional actions and could not claim good faith of its officers as a defense. This case, which involved a police chief being fired as chief by the city manager without being given a reason, clearly brought the municipality to the forefront of lawsuits filed against it and its employees.

In 1989 the issue of seizures related to vehicle pursuits was decided by the Supreme Court. Plaintiffs in <u>Brower v. Inyo County</u> 489 U.S. 593 (1989) alleged police effected a unreasonable seizure by establishing a roadblock to stop the pursuit of a suspect driving a stolen vehicle. The pursuit ended in the death of the suspect upon



impact with the roadblock. The court held that, consistent with the Fourth Amendment, a seizure did occur because the police officers had terminated the suspects movement through means intentionally applied. This ruling will have to be taken into consideration by police departments as they formulate or update pursuit policy that will dictate tactics used by officers in the course of a pursuit.

In 1989 the issue of inadequate police training was heard by the Supreme Court in the case of <u>City of Canton v. Harris</u> 489 U.S. 378 (1989). The court was asked to determine whether a government entity and its officers could be sued under section 1983 on allegations of failure to train. The court held that the entity and officers could be held liable for failing to train officers in a particular duty where the need for training is obvious amounted to deliberate indifference.

In 1990 the Texas Supreme Court in <u>Travis v. City of Mesquite No. C-8576</u>

(1990) held that Mesquite police officers could be held liable in a vehicle pursuit that resulted in the death and injuries of a innocent third party. The court considered the three depositions of the Mesquite officers in which they indicated that they knew that a head-on collision could occur in pursuing a suspicious suspect the wrong way on a one way street.

The Supreme Court in County of Sacramento v. Lewis 118 S. Ct. 1708 (1998) held police officers with no intent to physically harm a suspect could not be held liable under the Fourth Amendment in high speed chases in which the suspect was injured or killed. The court opinion further stated that the officer's conduct in the case failed to meet the standard of "shocks the conscience".

Since the first recorded vehicle pursuit in 1905 to the 1998 pursuit case of County of Sacramento v. Lewis police departments have had to develop pursuit policies and procedures consistent with constitutional rights guaranteed to all citizens. Police departments have had to not only enforce the law by apprehending suspects but also be conscious of the dangers they might expose the general public to.

Review of Literature and Practice

Professor Geoffrey Alpert, a recognized expert in police pursuits, after review of literature and over one hundred pursuit policies, offered the following definition of a pursuit: "A pursuit is an active attempt by a law enforcement officer operating a vehicle with emergency equipment to apprehend a suspected law violator in a motor vehicle, when the driver of the vehicle attempts to avoid apprehension" (Alpert 1987, 229).

The police officers department policies and procedures which dictate the officers actions in the course of the pursuit is a factor on the final outcome of any pursuit. Alpert finds that it is difficult for a department to balance the need to apprehend criminals by enforcing the law and avoiding dangerous vehicle pursuits. A department should determine what position it will take in allowing their officers to engage in pursuits and address it in the form of policies and procedures, which should be carefully formulated. The department must ensure that the officers be trained and have a clear understanding of the policies and procedures to include factors relevant to a pursuit (Alpert 1987,300).

The National Institute of Justice conducted a national survey of 436 police agencies on the issue of police pursuits (N.I.J. 1997,2). The data recovered in the survey indicated that 91% of the agencies had written pursuit policies. Approximately half of the policies had been implemented in the 1970's and 48% agencies reported having



revised their policies since implementation. About 87% reported having made their policies more restrictive. Nearly 89% of the agencies reported that they mandated follow-up reports in pursuit incidents.

The study identified a correlation between vehicle pursuits and accidents. It indicated that accidents were more prone to occur as the number of police vehicles involved in the pursuit increased. The recovered data indicated that the percentage of suspects arrested increased when more than one police vehicle was engaged in the pursuit.

Of the 91% of police agencies with pursuits polices only 60% reported providing less than 14 hours of drivers training to their officers while attending a police academy. Officers completing the academy received on the average 3 hours of in-service training a year in defensive driving. Minimal time if any was devoted to the decision making process of whether to engage in a pursuit or not (N.I.J. 1997, 2).

The National Institute of Justice conducted selected interviews and surveys of 779 officers and 175 supervisors from the Metro-Dade Police Department in Florida, Omaha Police Department in Nebraska, Aiken Sheriffs Office in South Carolina and the Mesa Police Department (N.I.J. 1997,1). Surveys were also conducted on 160 police recruits before training and 145 of them after training as well as selected interviews in South Carolina and Miami, Florida. Public opinion interviews were also conducted with 300 citizens in Omaha and 255 in Aiken County. The results of the study indicated that police officers and the public considered the seriousness of the offense committed by the suspect before considering the risk to the public in determining whether to approve a pursuit (N.I.J. 1997, 1).

In 1982 the California Highway Patrol conducted a study of police pursuits.

Researchers were able to study the data collected from the 683 pursuits, establishing a profile for common variables in pursuits. The results indicated that a pursuit would be initiated after a traffic infraction and during the evening. The pursuit, which involved two police vehicles, would last no more than one or two minutes and within a distance of no more than one mile. The pursuit would be terminated voluntarily by the offender, a 20-year-old male. The study also indicated that of the 683 pursuits, 68% lasted less than five miles (Alpert and Anderson 1986, 9).

The Highway Patrol reported that 70% of the pursuits ended without an accident, 29% ended in accidents, 11% ended in injuries, and 1% resulted in deaths. The apprehension rate was 77%. The suspects voluntarily terminated 36% of the pursuits and the officers terminated 4%.

The Metro-Dade Police Department conducted a study of pursuits occurring within a 1-year period (Alpert 1987:302). Pursuit report forms were documented in every pursuit that occurred between August 1, 1995 to July 30, 1986. There was 398 pursuits reported of which 33% ended in a accident and 14% ended in injuries, 1% in deaths and the apprehension rate was 62%. The suspects voluntarily terminated 185 of the pursuits and the officers terminated 7%.

Professor Geoffrey Alpert conducted a study of the data collected from both the California study and Metro-Dade (Alpert 1987: 299). The study indicated that accidents are more prone to occur in pursuits that originated with a serious offense than with a traffic violation. It further indicated that officers and suspects were more prone to terminate a traffic-initiated pursuit (Alpert 1987: 305).



A review of the literature and practices indicate that a large percentage of law enforcement agencies are either implementing or modifying existing policies toward a restrictive policy. The restrictive policies are removing a large part of the officers discretion by outlining procedures to be followed. An example of such a procedure can be limiting the number of units to engage in pursuit and maximum speed allowed. Two examples of restrictive policies from the Allen Police Department and Huntsville Police Department have been included in Appendix A and Appendix B of this research project.

Discussion of Relevant Issues

Many police chiefs when reviewing and revising department policies ask themselves the question whether if they are to allow their officers to engage in vehicular pursuits. More often than not, chiefs find themselves in this after their officers have engaged in a pursuit which ended in property damage, injuries or death.

Police officers have a duty to enforce the laws and apprehend law violators.

Police come in contact with law violators on the roads of the communities they are expected to protect and serve. Police officers must be allowed to pursue violators in pursuit of their duty. The chiefs have an obligation to the citizens they serve and must provide guidance to their officers engaging in pursuits by establishing a clear understandable pursuit policy (Auten 1988, 1).

Upon deciding that a pursuit will be allowed and the pursuit policy should be reviewed to assure that it includes some very important principals. The policy ought to contain the primary principal that officers' primary responsibility is to protect lives. A mission statement, purpose statement and definition of a pursuit should be included to give officers a notice of the departments position on pursuits (Alpert and Fridell, 124). In

addition to department policy, the Texas Transportation Code also addresses the responsibility of officers while engaged in a pursuit. The code indicates that officers shall operate their unit with due regard for the safety of all persons.

A group of four lieutenants of the Pharr Police Department were interviewed and asked what were the critical questions they had concerning police pursuits as the department moved to revising their pursuit policy. Responses pertained to what factors should be included in policy and considered by officers and supervisors in determining whether a pursuit should be allowed to be initiated or allowed to continue(J. Carrasco, Javier Gonzalez, Juan Gonzalez, G. Salinas, personal communication, February, 1998).

Factors critical to consider at the initiation of a pursuit include determining whether what violation of offense the suspect is wanted for and whether there are any alternatives to the pursuit that are available to the officer in the apprehension of the suspect (N.I.J. 1990, 20).

Other factors to be considered by pursuit officers include the speed of the violator and disregard of traffic control devices and traffic regulations by the violator. Officers must continuously evaluate the conditions of the roadway, weather conditions, location of pursuit, time of day, traffic and pedestrian congestion (Alpert and Fridell 1992, 121).

As a pursuit is allowed to continue, back-up officers will join the initial officer in the pursuit. A decision will have to be made as to how many officers will be allowed to engage. Officers are always eager to assist and if the number of assisting officers is not addressed in policy it create a liability problem for the police department. In formulating policy, chiefs' should recognize that allowing more than two officers to engage in a pursuit increases the likelihood of a accident and liability (Alpert and Fridell 1992, 124).



The pursuit policy needs to include other factors critical to a pursuit, including tactics allowed to be used in the pursuit by police officers. Taking into consideration the case of Brower v. Inyo County 489 U.S. 593 (1989), departments' should use caution in outlining tactics to be considered by officers, recognizing that a pursuit terminated by intentional means could be considered a seizure. The tactics for consideration include boxing-in, ramming, and roadblocks.

The Pharr Police Departments needs to train all the officers and supervisors in a clear understanding of the policy and what is expected of them. Beyond the policy, officers should be trained as well not only in the driving of the vehicle but also the mechanics of a pursuit which will equip the officer to better understand the factors critical to all pursuits (Sweeney 1997, 15).

If the officer terminates a pursuit, all emergency equipment should be turned off and the officer must decrease his speed. The officer must communicate his decision to terminate to the communications officer. In such cases, and in others that terminate in the escape or arrest, an analytical report needs to be submitted by officers. Police administrators will be able to determine whether the pursuit followed policy and identify any specific training needs (Beach, Morris and Smith 1993, 165).

Police pursuits continue to be a concern for the public due to the safety issue and a liability issue for the police departments and their municipalities, as seen in suits which have been filed in courts. A well-defined pursuit policy coupled with highly trained officers will minimize the risk of liability by officers, their departments and municipalities. With policy and training already addressed, officers will be able to



pursue violators with due regard for safety of others satisfying his duty to enforce the law and apprehend violators.

The Pharr Police Department operates a state licensed police academy, which enables it to provide in-service training to its officers throughout the year at a minimal cost. Training provided in the area of pursuit policy would equip Pharr police officers with a understanding of the procedures they are expected to follow in apprehending law violators. By bringing to the forefront the concern of public safety coupled with policy and training, the Pharr Police Department will certainly address the liability issues associated with pursuits.

Conclusion and Recommendations

The purpose of the research was to identify key issues related to police pursuit policies that will direct and guide Pharr Police Department administrators in modifying their existing policy. By revising the policy based on critical issues identified through police pursuit researchers and court decisions on cases involving police pursuits, the Pharr Police Department pursuit policy will provide the necessary guidance to it's police officers.

The problem the research project addressed was the need of the police pursuit policy to consist of issues important in establishing guidelines and procedures to be followed by Pharr police officers in the event of a pursuit. I propose that the Pharr Police Department revise it's pursuit policy and establish a restrictive pursuit policy. The policy should, in clear and understandable language state the mission policy, purpose statement and the definition of a pursuit. The policy will be restrictive, allowing pursuits



only in felony cases and misdemeanor cases where the suspect, if allowed to flee, would be of greater danger to the public than the risk of danger created by the pursuit.

The policy must clearly outline factors which officers and their supervisors must evaluate prior and during a pursuit as they make a determination whether to pursue.

Among the factors to be considered include any alternatives to the pursuit, speed of the vehicles, road conditions, weather conditions, density of pedestrian and vehicular traffic and area of the pursuit. The department must provide guidelines in a formal policy that will describe which pursuit tactics officers will be allowed and under what circumstances.

A restrictive pursuit policy will require that an immediate supervisor manage and control all pursuits. The restrictive policy will further require training to familiarize all department employees having a role in a pursuit with the revised policy an require officers to attend a course outlining the mechanics of a pursuit. The cost of the training would be minimal since the department training academy is state licensed and can conduct in-service training.

The Pharr Police Department, on implementing a restrictive policy, will continue to serve the people of its community by continuing to apprehend violators and exercising due care for all persons and their property.



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APPENDIX A ALLEN POLICE DEPARTMENT PURSUIT POLICY



| ALLEN POLICE DEPARTMENT | GENERAL ORDERS |
|--|---------------------------|
| SUBJECT: Emergency Vehicle Operations Motor Vehicle Pursuit | NUMBER: 500 |
| EFFECTIVE DATE: 04/26/99 | REVIEW DATE: 04/2000 |
| AMENDS/SUPERSEDES: A.P.D. Policies 6.02.005 – 6.02.008 | APPROVED: Chief of Police |
| CALEA STANDARDS: 41.2.1, 41.2.2, 61.3.3, 61.3.4 | |

NOTE: This General Order is for internal use only, and does not enhance an officer's civil or criminal liability in any way. It should not be construed as the creation of a higher standard safety or care in an evidentiary sense, with respect to third party claims. Violations of this General Order, if proven, can only form the basis of a complaint by this Department and only in a non-judicial, administrative setting. This General Order does not, in any way, alter the "At Will" status employment policies of the City of Allen or this Department.

INDEX WORDS:

Emergency Vehicle Operation Motor Vehicle Pursuit Emergency Response Escorts Pursuit Termination Response Codes

I. PURPOSE

The purpose of this directive is to describe the procedures that shall be undertaken by personnel during emergency response and pursuit situations.

II. POLICY

A. Responding quickly to certain types of calls for service is a necessary, although dangerous, part of police work. Texas Statutes recognize this fact and provide for law enforcement violation of normal traffic laws under certain conditions. However, the statute which allows emergency vehicle operation "does not relieve the operator of an authorized emergency vehicle from the duty to operate the vehicle with appropriate regard for the safety of all persons;" nor shall such provisions protect the driver from "the consequences of reckless disregard for the safety of others." (Texas Transportation Code, Section 546.005)



- B. The purpose of a motor vehicle pursuit is the apprehension of a suspect who refuses to voluntarily comply with the law requiring him to stop. The primary goal of the Allen Police Department is the protection of life and property. To the extent that a motor vehicle pursuit exposes any officer, suspect or member of the general public to an "unnecessary" risk of injury or harm, the pursuit is inconsistent with that goal. It is the policy of this Department that a motor vehicle pursuit is justified ONLY when the necessity of immediate apprehension outweighs the level of danger created by the pursuit. This policy will serve as a standard for an administrative review of the judgement exercised by the officer(s) involved in a pursuit and a review of the propriety of the action taken.
- C. Whenever an officer is engaged in routine patrol or responding to routine calls, the officer shall obey normal traffic laws.
- D. Officers shall not escort any civilian or emergency vehicles containing injured or ill persons. An officer who contacts sick or injured persons in a private vehicle should offer to summon emergency medical assistance and should render first aid, if possible, pending its arrival.

III. DEFINITIONS

- A. Authorized Emergency Vehicle Refer to Transportation Code Section 541.201;
- B. <u>Authority to Operate as an Emergency Vehicle</u> Refer to Transportation Code, Section 546.001 and 546.002.
- C. Equipment Use During Emergency Operation Refer to Transportation Code, Section 546.003, 546.004, 547.501 and 547.702.
- D. Code 1 A response to situations, regardless of any apparent urgency, where the protection or preservation of life is not a consideration.
- E. Code 2 A response indicative of the use of emergency lights only, with no siren, shall not be used by members of the Allen Police Department.
- F. <u>Code 3</u> An emergency response by an emergency vehicle where the protection or preservation of life is the primary consideration.
 - Requires the use of both emergency lights and siren by any unit.



- G. Motor Vehicle Pursuit An active attempt by a law enforcement officer who is operating an authorized emergency vehicle and utilizing all emergency equipment to apprehend one or more occupants in a moving vehicle. Normally, the driver of the fleeing vehicle knows or should reasonably know, of that attempt and is resisting apprehension by maintaining or increasing his speed, ignoring the officer or attempting to elude the officer while driving at speeds in excess of the legal speed limit.
- H. <u>Unnecessary</u> is defined in Black's Law Dictionary as "Not required by the circumstances of the case."
- I. <u>Termination of Pursuit</u> A pursuit shall terminate when the primary officer deactivates the emergency equipment, resumes normal vehicle operation and notifies the Communications Center that the pursuit has terminated. The pursuit also ends when the suspect vehicle has come to a stop.
- J. <u>Emergency Response</u> The following situations shall be considered emergencies warranting an emergency response:
 - Offense in-progress calls where immediate danger of death or serious bodily injury (i.e. armed robbery, sexual assault, officer calling "Code 6help", etc.) is present;
 - An officer's call of "Code 5" (request for back-up unit) does not justify an emergency response.
 - Other calls where immediate danger of death or serious bodily injury (i.e., major accidents, drownings, person trapped in a burning building, etc.) is present;
 - Any call where, in a supervisor's opinion, an emergency response is required;
 - Pursuit of a vehicle where the temporary use of the emergency lights and siren are necessary to alert other traffic and/or to command the attention of the operator of the vehicle so that the operator is directed to stop;
 - Pursuit of a vehicle wherein the driver of the vehicle refuses to stop and the continuing use of emergency lights and siren is necessary in the interest of warning others of the hazardous condition.

IV. INITIATING AND CANCELING EMERGENCY RESPONSE

- A. An emergency response to a call may be initiated or canceled by a supervisor or an officer. Communications Center personnel only suggest an emergency response, if appropriate, when dispatching units to calls for service.
- B. When an emergency response (Code 3) is initiated or canceled by an officer or supervisor, the Communications Center shall be immediately advised.
- C. The officer or supervisor shall advise the Communications Center of the proper status change and the location where initiated or canceled.
- D. When notified of either circumstance defined above, the Communications Operator shall document the status change in the C.A.D. computer.

V. OPERATION DURING EMERGENCY RESPONSE

- A. Vehicles that are transporting non-police personnel, inclusive of participants in the Police ride-along program, shall not engage in any emergency response.
- B. Both the emergency warning lights and the siren shall be used at all times while operating in an emergency mode.
- C. Four-way flashers shall not be used while the vehicle is in motion because of interference with turn signals.
- D. No police vehicle will be operated in an emergency response mode unless it is operated by a sworn member of the Department.
- E. Police vehicles being operated in an emergency response mode shall be driven at speeds deemed prudent and reasonable for the existing traffic, road and weather conditions.

VI. MOTOR VEHICLE PURSUIT

Engaging in a pursuit requires a conscious weighing of the risk of harm from the suspect's escape against the risk of harm posed by the pursuit itself. This balance must continue as the pursuit progresses by constantly evaluating the circumstances and additional information that becomes apparent. Authority to initiate a pursuit may not justify its continuation. (See Risk Balancing Factors in Determination to Initiate or Continue Pursuit in Section VI. E. 2.)



- A. <u>Initiation</u>: A pursuit may be initiated when the Officer reasonably determines from the circumstances that it will not expose any person to a risk of collision, injury or death greater than a reasonable need to apprehend the offender or recover property and:
 - A felony offense, as defined by the Texas Penal Code, has been committed
 in the officer's presence or the officer has reasonable suspicion to believe it
 has been committed, the offender is escaping the officer's presence and the
 officer reasonably believes it is immediately necessary to apprehend the
 offender or recover property; or
 - The offense of Driving While Intoxicated has been committed in the
 officer's presence or the officer has reasonable suspicion to believe it has
 been committed and the officer reasonable believes it is immediately
 necessary to apprehend the offender to protect others from an immediate
 threat of death or serious bodily injury; or
 - The pursuit has been initiated by another agency only for the reasons specified in A.1 or 2 above and the agency has requested assistance from the Allen Police Department, in accordance with the Inter-jurisdictional Pursuit Agreement. (Refer to the Inter-jurisdictional Pursuit Agreement in Section VI. K.)
 - a. Communications personnel shall be responsible to obtain all pertinent information on the pursuit, i.e. circumstances, offense committed, etc.
- B. <u>Continuation</u>: A pursuit may be continued if the officer reasonably determines from the circumstances that it will not expose any person to a risk of collision, injury or death which outweighs the reasonable need to apprehend the offender or recover property.
- C. <u>Termination</u>: A pursuit will be terminated when, even though there was sufficient justification to initiate and continue the pursuit, the risk of injury or death to any person from the pursuit which outweighs the reasonable need to apprehend the offender or recover property.



D. Vehicles Authorized to Engage in Motor Vehicle Pursuit:

- Only vehicles equipped with both operable emergency lights and siren will participate in a pursuit.
- Vehicles that are transporting non-police personnel shall not be used to engage in pursuit.
- Vans, pickups, station wagons or similar vehicles shall not be used to engage in pursuit.
- 4. Officers in K-9 units or unmarked vehicles that are equipped with emergency lights and siren, who have probable cause to believe a felony has taken place and police action is warranted may, utilizing both emergency lights and siren, pursue a fleeing vehicle until a marked patrol unit enters the pursuit.
 - An unmarked or K-9 unit shall not serve as the second unit in a pursuit.
- Police vehicles which are not fully operational, due to collision, malfunction or otherwise, shall be immediately withdrawn from any motor vehicle pursuit.

E. Determination to Initiate or Continue Pursuit

- When there is a clear and unreasonable hazard to the officer(s), the fleeing
 motorist and/or another person, a pursuit shall not be initiated nor
 continued. An unreasonable hazard exists when speeds dangerously exceed
 the flow of traffic or when vehicular or pedestrian traffic necessitates erratic
 maneuvering which exceeds the performance capabilities of the vehicle or
 the driver.
- The factors an officer must consider before initiating or continuing a pursuit include:
 - Nature of the offense;
 - Road conditions;
 - c. Weather conditions;
 - Police vehicle type and condition;

- e. Pedestrian traffic;
- f. Time of day;
- g. Geographic location;
- h. Officers' familiarity with the area;
- Officers' ability (experience and training);
- j. Visibility and illumination;
- k. Possibility of identification and apprehension at a later time; and
- Likelihood of successful apprehension.

F. Dispatcher Notification

- The unit initiating the pursuit will notify the dispatcher that a pursuit situation exists. <u>All units not directly involved in the apprehension will</u> refrain from transmitting non-emergency radio traffic.
- 2. The initial information shall include, but not be limited to, the following:
 - a. Unit number;
 - b. Location;
 - c. Direction of travel;
 - Reason for the pursuit (felony charges);
 - Description of the fleeing vehicle (color, make, model, body style, license plate number);
 - f. Number and description of occupants; and
 - Estimated speed.

G. Dispatcher Responsibilities

The dispatcher shall:

- Immediately clear the radio channel of all unnecessary traffic;
- Notify the on-duty Patrol Supervisor immediately;
- Advise pursuing units of any known hazards in the path of the pursuit (accidents, street repairs, etc.); and

 Advise all units of the pursuit and designate another radio channel for nonemergency radio traffic.

H. Patrol Supervisor Responsibilities

- The Patrol Supervisor shall assert control over the pursuit and may, in the
 exercise of his discretion, order specific units into or out of the pursuit,
 order the termination of the pursuit, etc. The patrol supervisor shall go to
 the scene of a terminated pursuit.
- The on-duty Patrol Supervisor may, at any time, order the termination of a
 pursuit when in his judgement the necessity of immediate apprehension is
 outweighed by the level of danger created by the pursuit.
- The patrol supervisor shall complete the Pursuit Summary Report and forward it to the Chief of Police through the chain of command.
 - If the on duty Patrol Supervisor initiated the pursuit, a second Patrol Supervisor shall complete the Pursuit Summary Report.
 - The Patrol Supervisor shall ensure that the Pursuit Summary Report is completed prior to the end of that tour of duty.

I. Guidelines

- No more than three (3) police vehicles, two (2) pursuit vehicles and one (1) supervisor unit, will become actively involved in a pursuit, unless a patrol supervisor has authorized additional units to join the pursuit.
 - a. The Supervisor shall justify his decision in a memorandum addressed to the Chief of Police and submitted through the appropriate chain of command.
- Officers shall not pursue vehicles the wrong way on an Interstate Highway or on other controlled access highways or divided roadways.
- 3. Upon approaching a controlled intersection or other location where there is a great possibility of collision, the officer who is responding under emergency conditions shall reduce the speed of his vehicle and control it in such manner as to avoid collision with another vehicle or pedestrian, stopping completely, if necessary, before entering or traversing the intersection. When faced with a red traffic signal the officer shall slow his vehicle to a stop if necessary and assure, by careful observation, that the way is clear before proceeding through the intersection.

- 4. Generally, officers shall not attempt to overtake or pass a fleeing suspect. The pursuing officer(s) should keep a safe distance from the suspect and merely attempt to keep the vehicle in sight until the suspect voluntarily stops. All pursuing police vehicles should keep a safe distance apart, particularly at intersections, in order to avoid collisions.
- Shots at or from moving vehicles shall not be fired unless the Use of Deadly Force is justified and both of the following requirements are met:
 - There is no risk that any person or property, other than the intended target, would be hit;
 - b. The risk of the offender losing control of the vehicle is less than the risk posed by the offender not being immediately captured.

J. Roadblocks, Blocking, Ramming and Spikes

- Roadblocks are not authorized.
- 2. Blocking or rolling roadblock tactics are not authorized.
- Ramming- is not authorized.
- Spikes are not authorized.

The use of a police vehicle as an instrumentality to force a fleeing suspect to stop is prohibited under all circumstances.

K. Inter-jurisdictional Pursuits

- Agreement to Coordinate Activity: The Allen Police Department has signed an Inter-jurisdictional Pursuit Agreement. It provides for coordination of activity in pursuits involving more than one jurisdiction.
 - Allen Police employees must comply with Departmental policy, regardless of the terms of the Inter-jurisdictional Pursuit Agreement.
 - b. Officers who observe violations of the Inter-jurisdictional Pursuit Agreement by employees of another agency shall report those violations, through the chain of command, to the Chief of Police for appropriate action.

- Dispatch Responsibility: Before an Allen Police initiated pursuit enters another jurisdiction, the Dispatcher will notify the other agency of the following:
 - a. the pursuit is about to enter their jurisdiction;
 - b. the reason for the pursuit and nature of violation;
 - location and direction of the pursuit;
 - d. complete description of the pursued vehicle and occupants;
 - e. number of elements (units) involved in the pursuit;
 - f. whether or not assistance is needed;
 - g. when applicable, the agency will also be notified when the pursuit is leaving their jurisdiction or the location of pursuit termination.

Control and Responsibility

- The initiating agency will control and be responsible for the pursuit.
 Other agencies will not participate unless requested to assist.
- b. Officers of the Allen Police Department shall not become involved in another agency's pursuit unless authorized to do so by the on duty Patrol Supervisor and only after the outside agency has requested assistance. The reason for the pursuit must conform to the standards outlined herein. In these instances, all Departmental pursuit policies are in effect.
- Number of Vehicles: No more than three (3) vehicles (two pursuit vehicles and one supervisor) from the combined jurisdictions will be involved in any pursuit.
- 6. **Prohibited Acts**: The following acts are prohibited:
 - roadblocks;
 - b. ramming;
 - c. forcing of pursued vehicles off the roadway; and
 - shooting at pursued vehicle (except to protect against the use of unlawful deadly force).

- Initiating Agency Responsibility: The initiating agency is responsible for:
 - a. arraignment of arrested persons;
 - b. disposition of any passenger(s);
 - disposition of arrested person's vehicle; and
 - coordination of all reports, citations and criminal charges.
- 8. Apprehension Outside of County: When an officer apprehends an offender outside of Collin County, the officer will take the person, without unnecessary delay, before an appropriate Magistrate of the jurisdiction where the arrest occurred for the arraignment proceedings. If circumstances prevent the pursuing officer from taking the offender before a Magistrate, the officer is responsible for having the offender taken before a Magistrate by another officer. If quicker arraignment is necessary, a Magistrate in an adjoining county may be used. Refer to General Order 400, Section VI, Arrest Without Warrant, subsections B.2 & 3.
- 9. <u>Supervisor Response to Scene of Termination</u>: As a matter of professional courtesy, a supervisor from the agency where the pursuit terminated will respond to the location of termination to be informed of the pertinent information on the pursuit.

VII. PURSUIT TERMINATION

- A. Officers shall terminate a pursuit when:
 - A pursuit exposes any person to more danger than the offense and conditions justify;
 - No patrol supervisor or higher authority can be contacted to approve the pursuit's continuation;
 - A field supervisor or higher authority orders the pursuit terminated;
 - Officers lose visual contact with the violator for an extended period of time;
 - Pursuing units lose radio contact with the Communications Center and no supervisor with inter-agency communications equipment has visual contact with the pursuit; or
 - The belief that the suspect has committed or is committing a felony offense no longer exists.

- B. When terminating a pursuit, the pursuing officer(s) shall immediately advise communications that the pursuit has been terminated and give the location.
- C. The Communications Operator shall ensure that the Patrol Supervisor is aware that the pursuit has been terminated.

VIII. ACCOUNTABILITY

Great reliance is placed upon the individual officer and the Patrol Supervisor in the application of experience, common sense, and training. All officers involved in a motor vehicle pursuit shall be held accountable for continuing a pursuit when circumstances indicate that it should have been terminated. Officers shall be neither criticized nor disciplined when their decision is to terminate rather than continue a pursuit.

IX. EFFECTIVE DATE

- A. Any previous directive, rule, order or regulation that pertains to this subject matter and its amendments shall remain in full force and effect for any violation(s) which occur prior to the effective date of this General Order.
- B. If any section, sentence, clause or phrase of this General Order is, for any reason, held to be invalid, such decision shall not affect the validity of the remaining portions of this General Order.
- C. All training on this General Order will be in accordance with General Order 100, Written Directive System, Chapter VIII, Training.
- D. The effective date is stated in the header block of this General Order.

APPENDIX B HUNTSVILLE POLICE DEPARTMENT PURSUIT POLICY

HUNTSVILLE POLICE DEPARTMENT

DIRECTIVE NUMBER: 7.4 Page 1 of 11

DATE OF ISSUE : MAY 8, 1992

EFFECTIVE DATE : MAY 8, 1992

INDEX AS : EMOPS

LAST REVIEW : JANUARY 19, 1996

REVISED DATE : JANUARY 19, 1996

REPLACES : DIRECTIVE 7.3, DIRECTIVE 7.4 (Old)

<u>SUBJECT</u> : EMERGENCY VEHICLE OPERATIONS

PURPOSE

The purpose of this directive is to establish clear guidelines governing the actions of officers and the operation of police vehicles under emergency or pursuit conditions.

POLICY

It is the policy of the Huntsville Police Department for officers engaged in emergency operations to operate their vehicles with due regard for the safety of all people. Frequently, officers are assigned calls requiring the operation of a police vehicle under emergency conditions or engage in pursuit activities. The safety of the public and officers of this department is of paramount importance in the operation of police vehicles.

7.4.1 <u>DEFINITIONS</u>

- A. EMERGENCY A combination of elements that creates a situation where immediate police presence or police intervention is necessary for the protection of human life from death or serious bodily injury.
- B. EMERGENCY POLICE VEHICLE A City of Huntsville Police vehicle as defined under state law and marked as a

Directive 7.4 Page 2 of 11

- police vehicle, equipped with a functioning red and blue overhead lightbar, and a functioning siren.
- C. VEHICLE PURSUIT Vehicular movement involving the attempt of a police officer to stop the movement of another vehicle by use of the police vehicle's overhead lightbar and siren, and the refusal to stop and/or the attempt of eluding the police officer by the operator of the fleeing vehicle.
- D. EMERGENCY VEHICLE OPERATIONS the proper and safe operation of an emergency police vehicle, as defined in 7.4.1 B, by a City of Huntsville Police Officer in response to an emergency or vehicle pursuit.
- E. FORCIBLE STOP The intentional stopping of a fleeing vehicle by any manner other than the fleeing driver's voluntary choice.

7.4.2 GENERAL

- A. Only those officers who have completed the Huntsville Police Department approved driving course are authorized to engage in emergency vehicle operations.
- B. As authorized by Texas Motor Vehicle laws, operators of authorized emergency vehicles, when responding to an emergency call or when in the actual pursuit of an actual or suspected violator of the law, may:
 - park or stand irrespective of the provisions of the law;
 - proceed past a red or stop signal or stop sign, but only after slowing down as may be necessary for safe operation;
 - exceed the maximum speed limit so long as life or property is not endangered;
 - disregard regulations governing discretion of movement or turning in specific directions;

These exceptions to law are granted only when emergency vehicles make use of visible and/or audible signals.

C. Emergency vehicles may operate without using emergency warning devices only when the operator is responding to an emergency call or when in pursuit of a suspected

violator of the law and probable cause exists to believe that:

- knowledge of the officer's presence will cause the suspect to destroy or lose evidence of a suspected felony;
- knowledge of the officer's presence will cause the suspect to cease a suspected continuing felony before the officer has acquired sufficient evidence to establish grounds for arrest;
- knowledge of the officer's presence will cause the suspect to evade apprehension or identification or identification of the suspect's vehicle; or
- 4. traffic conditions on a multilaned roadway are such that movements of motorists in response to the emergency warning devices may increase the potential for a collision or may unreasonably extend the duration of the pursuit.

7.4.3 RESPONSE CONSIDERATIONS

- A. When emergency equipment is activated, officers should operate police vehicles with the understanding that not all motorists or pedestrians will comply with the warning devices.
- B. Officers <u>always</u> have the duty and responsibility to operate police vehicles with due regard for the safety of all people. Specific exceptions provided by traffic law for authorized emergency vehicles will not protect drivers from the consequences of their reckless disregard for the safety of others.

7.4.4 RESPONSE PROCEDURES

- A. Officers should not respond to any call unless:
 - assigned by the Communication Center with a response code, or
 - they have received authorization <u>and</u> a response code from a supervisor.
- B. In accordance with current Communications guidelines, response codes are assigned by Communications personnel

at the initiation of a call for service and are based upon available information.

- 10-39 response codes require full use of the light bar and siren. Officers proceed quickly, but safely to the incident location. If the response is to a crime in progress, officers may turn the emergency equipment off when approaching the scene.
- 2. 10-40 response codes require the use of continuous visual signals. Officers should use audible signals at intersections and other locations where a warning is necessary for the unrestricted movement of the police vehicle. Officers proceed quickly, but safely to the incident location.
- Code 2/Normal Response codes require officers to proceed to the incident location without the use of emergency equipment or procedures and while obeying all traffic laws.
- C. The fact that officers arrive safely to all calls is of paramount importance. Officers shall avoid engaging in or shall terminate any emergency operation when the risks outweigh any intended benefit. Officers may, and should, downgrade any response code whenever traffic conditions, weather, or other factors may affect the ability to arrive safely. Officers will notify the communications operator immediately following the downgrade procedure.
- D. Officers may upgrade a response code to emergency status if they have personal knowledge or belief that circumstances might involve death or serious bodily injury to any person. Officers will notify the communication operator <u>prior</u> to engaging in an emergency response and their supervisor as soon as possible.
- E. Supervisors retain authority at all times to override any decision made regarding response codes. Supervisors also have the obligation and responsibility to terminate emergency operations of a police vehicle when the risks of such operation outweigh any intended benefit.
- F. Officers shall not engage in emergency operations while transporting non-departmental personnel other than those who have signed a Liability Release Form.

7.4.5 VEHICLE PURSUITS

- A. Officers are expected to react to pursuit situations in a professional manner. Emotional excitement or personal challenge are not justifiable grounds for initiating or continuing a pursuit.
- B. Officers are under a legal, ethical and moral obligation to avoid initiating or continuing a pursuit where the risks of a pursuit outweigh the need for immediate apprehension of the suspect.
- C. In some situations the operation of an emergency vehicle may constitute the use of Deadly Force. Officers are authorized to engage in such actions only as specified through department policy and applicable laws.
- D. Before officers fully commit themselves to a pursuit they must evaluate, at a minimum, the following:
 - 1. the seriousness of the offense,
 - the condition and performance ability of the police vehicle and the fleeing vehicle,
 - 3. traffic and pedestrian conditions,
 - 4. roadway conditions,
 - 5. weather conditions,
 - 6. ability, training, and experience of the officer.

7.4.6 PURSUIT PROCEDURES

- A. Only marked police vehicles with a functioning light bar and siren will engage in a pursuit.
- B. Officers may respond to a pursuit only if the known offense is a felony, a misdemeanor involving violence, or the operator of the fleeing vehicle is suspected of driving under the influence of alcohol/drugs, and/or the continued movement of the vehicle presents an existing danger to human life.
- C. Officers should not engage in, or initiate, pursuit activities when:

- 1. the fleeing vehicle is a motorcycle, or
- the fleeing vehicle is capable of speed and/or maneuverability that a police vehicle cannot possibly equal.
- D. Officers initiating a pursuit assume the position and responsibilities of the Primary Unit. The Primary Unit will advise communications of:
 - 1. the initiation of a pursuit,
 - 2. the reason for the pursuit,
 - 3. the description of the fleeing vehicle,
 - 4. the current location and the direction of travel,
 - 5. vehicle occupant information,
 - other pertinent information.
- E. Lightbars and sirens will be used throughout the pursuit. Officers should use other available equipment to enhance the visibility of the police vehicle, i.e., headlamps, hazard lamps, horn, etc.
- F. One additional police vehicle may become involved in a pursuit as the Secondary Unit. The Secondary Unit will follow the Primary Unit and:
 - assumes responsibility of communicating location, direction of travel, and speed of the fleeing vehicle;
 - assumes the position of Primary Unit should the first unit be forced to disengage from the pursuit.
- G. Unless otherwise directed by a supervisor, only the Primary and Secondary units will be actively involved in a pursuit. Other police vehicles may move toward the direction of the pursuit to provide assistance, if needed, at the termination of pursuit activities.
- H. Should the fleeing vehicle begin traveling the wrong way on a one-way divided roadway, the pursuing officer should take a parallel course in the proper lane of travel and attempt to warn oncoming traffic. The officer's primary responsibility shifts to protection



Directive 7.4 Page 7 of 11

of others by taking every possible action to warn oncoming traffic.

7.4.7 COMMUNICATION OPERATOR - PURSUIT RESPONSIBILITIES

- A. Once notified of a pursuit in progress, the communication operator will:
 - immediately clear the radio frequency of all but emergency traffic,
 - notify the on-duty supervisor of a pursuit in progress and related pertinent information,
 - repeat information as broadcasted by the Primary or Secondary unit,
 - monitor and log all radio traffic and arrange for additional assistance as requested from the field,
 - notify allied agencies when the pursuit moves toward their jurisdiction.

7.4.8 SUPERVISOR - PURSUIT RESPONSIBILITIES

- A. An on duty supervisor notified of a pursuit in progress will assume supervisory control of the pursuit and:
 - terminate the pursuit if the risks of a continued pursuit outweigh the need for immediate apprehension of the suspect,
 - issue appropriate orders and instructions to all involved personnel,
 - 3. request allied agency assistance if needed,
 - 4. be readily available for on-scene supervision.

7.4.9 TERMINATION OF PURSUITS

- A. Officers will immediately terminate a pursuit when:
 - the risks of continuing the pursuit outweigh the need for immediate apprehension, or
 - so ordered by a supervisor, or

Directive 7.4

- the identity of the fleeing suspect becomes known, or
- 4. the light bar or siren fail, or
- an equipment failure presents a possible hazard to the officer or the public, or
- 6. the officer loses sight of the fleeing vehicle other than momentarily, or
- existing environmental factors would render continuing efforts of pursuit futile.
- B. An officer involved in a pursuit with a City of Huntsville Police vehicle will terminate pursuit activities if the officer becomes involved in an accident resulting in injury to any person or significant property damage occurs.
- C. The supervisor and all officers involved in a pursuit will be held accountable for continuing a pursuit when circumstances indicated that it should have been terminated.
- D. When terminating a pursuit, officers will notify the Communications Center of the last location of the fleeing vehicle.

7.4.10 FORCIBLE STOPS

- A. Forcible stops will be attempted only upon the order of a supervisor and when:
 - continued movement of the fleeing vehicle presents imminent danger of death or serious bodily injury, and
 - the risk of harm to others outweighs the risk of a forcible stop, and
 - all other attempts of stopping the fleeing vehicle have been unsuccessful.

7.4.11 INTERJURISDICTIONAL AND ALLIED AGENCY PURSUITS

A. At no time are Huntsville police officers authorized to participate in a pursuit involving more than two police



Directive 7.4 Page 9 of 11

vehicles <u>unless</u> otherwise directed by a Huntsville police supervisor or when the Primary Unit is a Huntsville police vehicle and the additional police vehicles involved are of another agency.

- The Huntsville Police Secondary Unit will cease pursuit activities upon the addition of any other police agency vehicle.
- 2. The Huntsville Police Primary Unit will cease pursuit activities after the removal of the Huntsville Police Secondary Unit and:
 - a. another police agency vehicle has assumed the position of Primary Unit, and
 - b. the total number of police vehicles involved in the pursuit exceeds two.
- 3. If the fleeing vehicle is stopped by another agency, the initiating unit will, whenever necessary, proceed to the termination point to confer with that agency's personnel.
- B. Before entering another jurisdiction, officers will notify the other agency with the following information:
 - a pursuit is about to enter their jurisdiction,
 - 2. the reason for the pursuit,
 - the current location and the direction of the pursuit,
 - a complete description of the vehicle and occupants,
 - the number of police vehicles currently involved in the pursuit, and
 - 6. whether or not assistance is needed.
- C. On-duty supervisors will monitor pursuits entering the City of Huntsville.
 - If requested, supervisors will provide assistance within the guide lines of this directive. Officers may actively engage in another agency's pursuit only at the direction of an on-duty patrol supervisor.

Directive 7.4

 The on-duty patrol supervisor will request the termination of another agency's pursuit within the City of Huntsville if he determines that the risks of continuing the pursuit outweigh the need for immediate apprehension of the suspect.

7.4.12 PURSUIT DOCUMENTATION

- A. All pursuits involving Huntsville Police vehicles will be documented, in detail, regardless if the fleeing operator's identity or the registration of the vehicle remain unknown or charges relating to the actual pursuit are not filed.
- B. Shift Supervisors will be responsible for the documentation of pursuit activities of law enforcement agencies other than the Huntsville Police Department that occur within the Huntsville city limits.
- C. Copies of all reports involving pursuit activities will be forwarded by the shift supervisor to the Division Commander. All pursuit incidents will be reviewed by a board established by the Division Commander or Chief of Police.
- E. All documentation will be forwarded to the Administrative Secretary by the reviewing Division Commander for file storage and maintenance.

7.4.13 ESCORTS

- A. Funeral escorts will be provided as manpower allows. Officers will use light bars while escorting a funeral procession. In addition, officers should use audible signals at intersections to warn traffic as to the presence of a funeral procession.
- B. Other planned escorts (dignitaries, oversized vehicles, etc.) will be coordinated through the Uniform Services Lieutenant.
- C. Officers should not transport seriously injured persons in police vehicles, nor should they initiate emergency operations for the purpose of escorting private vehicles to medical facilities or other locations.
- D. Escorts requested by outside agencies and/or emergency vehicles will be provided upon request and with the knowledge and approval of the on-duty supervisor.

E. At all times, officers will take into consideration road and weather conditions while providing escorts.

Chief of Police

PESTALA