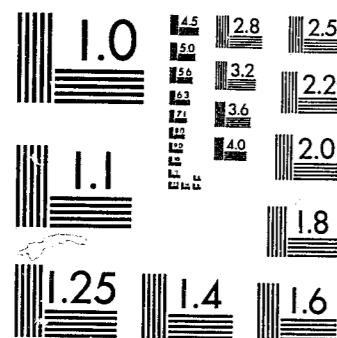


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THE UTILIZATION OF HORSES  
IN POLICE SERVICE

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by

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## ABSTRACT

This study investigated some problems facing a modern urban police department, and how these problems could be addressed through the utilization of horse-mounted police officers. The problems examined in this study are: How do police stop the increasing crime rate?; How do police increase a person's feelings about his personal security?; How do police better community relations?; How do police manage large crowds without causing injuries or bad community relations?; What can police do to improve the image of a city?

A second component isolated nine functions of a modern mounted police officer and how these functions could answer and isolate the above mentioned problems. These functions are: increase a citizen's perception of his safety; act as a crime deterrent; provide police service; public relations; crowd management; provide security at special events; provide security at disasters; search and rescue and a means of transportation.

A third component looked at the implementation of a mounted unit including training in obedience and stress of the horse and the level of training and riding ability needed by the officer. Other areas include tack and equipment, horse selection, stabling, other support factors, and some examples of cost.

A fourth component identifies special issues such as overcoming the inertia that a police division develops in resisting change, political issues, quasi-mounted officers, police officers utilizing privately owned mounts, legal aspects, and sanitation and animal waste.

This study concludes that mounted officers service a useful function within a modern police setting. They have the unique ability to solve many problems facing today's law enforcement. Mounted police officers can no longer be considered a novelty seen only at parades, grand openings, and special occasions. The modern mounted units are highly trained and provide a valuable service to the police and community.

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CHAPTER I

MAJOR PROBLEMS IN 20TH CENTURY LAW ENFORCEMENT

The words from a familiar song "The Old Grey Mare Ain't What She Used To Be,"<sup>1</sup> bear a lot of truth in today's law enforcement. Police departments for the most part, have stopped using the horse as a means of transportation, when the motor vehicle became popular. The old must always give way to the new or so goes the theme. Policing throughout the world is constantly changing in an attempt to keep pace with the ever changing society it protects. In this quest for innovation seldom do police agencies look back, to see if some of the old techniques and solutions can be applied to modern urban police departments.

Many problems exist in today's society. Some of these problems are new and some are old ones that we are only now becoming aware of. The problems discussed in this chapter are particularly susceptible to solution through the use of horse mounted police patrol.

CRIME

Crime is increasing in the United States at an alarming rate. In general the crime rate has risen approximately 55% between 1971 and 1980.<sup>2</sup> This increase cannot be attributed solely to increased population, because the population has

<sup>1</sup>Warner J., The Old Grey Mare, Wm. Hall and Son, New York, New York. February 17, 1858.

<sup>2</sup>F.B.I. Law Enforcement Bulletin, November, 1981, page 12.

only increased by 2% over the same period of time.<sup>3</sup> Of particular concern to city government, is the rising rate of violent crime which expanded approximately 60% in the decade 1971 and 1980.<sup>4</sup>

#### Street Crime

Street crime, a serious form of violent crime, has a direct bearing on a city's ability to function and exist as a safe place to live and work. For a city to survive it must be economically healthy and stable. A city, for example, needs revenue to provide necessary services. This revenue is provided by its tax base, gained predominantly from business and industry.

Business and industry need workers in order to produce goods and services. Even more importantly, business and industry need consumers to purchase their goods and services. If workers and consumers are fearful of crime victimization, they will not frequent that area of the city. If high crime areas coincide with business district areas, the people will not frequent these merchants and businesses will fail. In the end, the city loses tax revenues. Decreased revenues will result in the city providing fewer services, and in the

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<sup>3</sup>Ibid.

<sup>4</sup>Ibid.

last analysis will make it a less attractive place to live and work. The interaction effect of high crime, public fear, business losses, and depressed municipal revenues, combine to form an ever increasing downward spiral of deterioration. Seldom has this downward spiral been successfully reversed.

A factor that contributes to the further degradation of a city is the quandry city administrators experience over what to do with an area after business and industry have moved out. This area is extremely undesirable. The city is left with the responsibility to do something, and in the end will have to invest tax revenue with little hope for return. Usually these areas become blighted and replete with social problems requiring of the city's resources.

#### Society's Inability to Control Crime

It does not take an expert to see that the problems facing American cities are increasing and becoming more complex. Cities response have been neither effective or creative for the most part. In fact, most responses have been predictable, for example assigning more uniformed officers to a high crime area. It is not all that different than the medical professions predictable response to illness. "Take two aspirins and if it does not go away, call me in the morning." Sometimes it works, sometimes it doesn't. Police patrol tactics do not seem to be working as well as they should be. New approaches to crime control need to be developed.

The change process by it's very nature is very difficult. Changes in municipal policies and police strategy represent no exception. Moreover, until recently there was little incentive for city government to be cost effective. It is much easier for administrators to rely upon moderately successful past practices, rather than trying new, sometimes radically different methods of accomplishing goals. There is also the fear of being responsible for trying an unproven idea and having it fail.

#### Increasing Public Awareness of Crime

The news media plays an important part in our lives. It is the news media that tells us what the weather is going to be. It is also the news media that makes us aware of crime and all of it's implications. Crime and the effects of crime are brought into our living rooms in living color. The media coverage can do two things. First, for some, it can show people what can happen to them if they fall victim to a crime. This can have severe consequences if people see crime as a function of a particular part of the city. A person may say to himself, this is what can happen to me if I venture into that part of town. For others, the media can cause apathy. People who are not concerned about crime don't care if anything is done to reduce it. Many police officers, when confronted with citizen apathy, often become apathetic themselves. The "who cares philosophy" can lead to poor law enforcement,

ultimately leading to a general decline in the city's ability to function as a stable community.

#### FEELINGS OF SECURITY

A person's feelings about his personal security are directly related to street crime. As the incidence of crime increases, people become aware of this increase, and become increasingly fearful of being a victim. The normal reaction is to avoid those areas where the people believe they may be victimized. While there may be no direct correlation between the actual crime rate and the probability that a person will become a crime victim, it is how the person perceives his vulnerability which will govern his propensity to frequent a certain area.

#### Implications of Loss of Security

There are many far reaching effects related to one's perception of how self he is. If you are afraid to go to a particular shopping center, for example, you will go to some other shopping center where you are not afraid. This feeling of insecurity will spread very quickly to others. The media and word of mouth will help in spreading this fear to all parts of the community.

The simple act of going elsewhere to shop will have a ripple effect throughout the community. Businesses will be forced to move, the city will suffer loss of tax revenues and in

the end, the city will itself decline, the city is unable to move away.

This also applies to industrial and residential development. Both require people who are willing to commit large amounts of time and energy to an area. The decline in these areas of development will add to the ripple effect, and the downward spiral of the community continues. After the community acquires the reputation of being unsafe, and people and organizations begin to avoid it, the trend is virtually irreversible. A community will have to invest large amounts of time and money in order to reverse it's decline. Full recovery is unlikely. There are hotels in some communities such as these that tell their guests not to go out after dark. Would you want to go there, especially if you could go somewhere else? Would you be willing to visit a community that once had a bad reputation, even if you were told it was now safe, and an alternative were available?

This trend is not exclusive to cities, it also applies to other areas where people gather, in particular, parks and recreation areas. Some people may venture into crime areas to work or shop, but certainly they will not for recreational reasons. Most recreational areas are centered around the family activities, and where the family is concerned, no level of danger is acceptable.

## COMMUNITY RELATIONS

Police-community relations is another problem for law enforcement. There are those who say that the police should not be concerned with community relations. Most city officials and police administrators would disagree. The Ford Motor Company, for example, could not effectively survive without an active community relations effort. The image of a police department, however, is not closely related to how well it performs its mission. In fact, police community relations can remain high even when the police are relatively impotent in their task or vice-versa. This is even more the reason why police should have an ongoing concern with community relations. On the other hand, good community relations will improve the cooperation of the community in controlling crime.

### Police Isolation

Recently the police have been accused of "seeing the world through a windshield." Since the invention of the motor car and it's application to police work, the police have been increasingly isolated from the citizens they are supposed to serve. Police isolation reduces communication with citizens which in turn causes a lack of trust. Moreover, imagine how difficult it is to contact a police officer when he is in virtual perpetual motion while patrolling his beat. This could mean that a police officer could be several feet away



from a problem, and leave without becoming aware of it. At a time when police should be more accessible to the public, they are, in fact, more isolated.

Frustration is also generated by isolation. The public is unable to effectively communicate their needs to the police and vice versa. Frustration can also spiral to detrimental levels, ultimately affecting police morale.

Demoralized police officers also have a low performance capability. At that point, cynicism runs rampant and the "Who cares" philosophy takes over.

Police effectiveness is only one aspect of low morale. Low morale can foster in police officers a lackadaisical attitude concerning their own personal safety. Necessary precautions will be abandoned and could result in injuries and even loss of life.

#### CROWD MANAGEMENT

Police involvement in crowd control is expanding. The nature of large crowds range from large gatherings of people attending religious functions to riots. Any large gathering can become dangerous if not managed properly. For example, at a public appearance of the Pope, several people were trampled to death trying to get a close look at the Pontif. In another instance, eleven Cincinnati youths died trying to get into a rock concert.

There are several aspects of large crowds that concern

the police. First, there is the danger to people in the crowd itself. Large crowds can become very compact and cause injury or even death to people caught up in its force. Second, there is a problem directing and controlling the movements of a large crowd. It may be necessary for the group to move, but since communication is usually poor it can become very difficult to manage a large crowd's movements. Finally, a large crowd is very difficult to control over all. There is a fine line between a large crowd and a crowd out of control.

Police agencies are very limited in what they have available to control large crowds. Most of the available techniques are either very expensive, of limited effectiveness, or high public relations risks, or any combination of the three. There are some techniques that even run their own risk of causing injuries in the crowd.

There are four techniques in common use by law enforcement agencies to control large crowds. First is the use of tear gas. This was a very popular technique used in the 1960's by many police agencies. However, tear gas is very unpredictable because it may be carried by the wind and may or may not effect those who are the object of its use. It is also very difficult to predict what the crowd will do after tear gas has been applied. Consequently, tear gas as a crowd management technique undoubtedly has limited potential.

A second technique of crowd control is the use of police dogs. This method is very effective, but like tear gas, it



carries with it a large potential for public animosity.

Finally, the police agency may elect to use large numbers of uniformed police officers to control large crowds. This is expensive but it can be effective if the crowd generally wants to be controlled and is willing to comply with the authorities' wishes. For example, a large crowd gathering around one entrance gate at a football game, could be asked to move to several other gates. Because the crowd wants to get into the game, they will readily comply with the request. But what if the crowd refuses to comply? In that case, some force must be applied to convince the crowd to comply. The use to tactical formations and batons can be effective in some crowd management situations, but only at a considerable cost in manpower, injury and community support.

#### THE IMAGE OF A CITY

There has been little or no attention given to the affect the police have on a city's image. Most police agencies think of the city's image as something outside of their preview. It is though, for example, the city's image is the responsibility of the visitors and convention bureau, Chamber of Commerce, downtown council or public relations division of the city government. The fact remains there is no group in or out of city government in a better position to generate good public will than it's police department. The police have an opportunity to come in contact with more people and organi-

zations than any other group involved in public relations.

Every positive contact made by a police officer is one more positive public relations contact for the city he or she represents. However, some say the police, by virtue of the job itself, cannot make many positive contacts. Others disagree. Many arrest situations, if properly managed, have positive effects. It is not uncommon, for example, for a person to thank the officer for issuing them a traffic ticket.

A city having a positive public image will attract more business, more industry, and more people. This in turn, will yield more tax dollars for the city and an improved quality of life for its citizens.

#### SUMMARY

The problems enumerated in this chapter are common to all large police agencies.

Crime is rising at an alarming rate. Of particular concern is the increase in violent street crime. Mounted police officers have been found successful in reducing various types of crime. One of the most successful applications of mounted patrols is its reduction of street crime in various cities.

Because of increased crime, people are beginning to feel less secure. One of the most important techniques used by police agencies to foster secure feelings among the population is visible patrol. Obvious high visibility of a uniformed mounted police officer has proven to be a major factor allaying

the public's fear of crime. The appearance and availability of the mounted police officer far exceeds the officer on foot or in a patrol car.

Relations between the public and the police have not been as good as they need be. The introduction of a positive and interesting feature such as mounted police officers has been shown to be an ideal public relations tool. Introduction of the horse has had an ameliorating effect on citizen attitudes and served as a stimulation for positive communication.

Finally, in the area of crowd management, the mounted officer is unequalled. The horse unit has the size and strength to manage large crowds without adversely affecting police-community relations. It has been shown that one police officer on horse back is as valuable as ten officers on foot. The control can be effected with little or no injuries.

The remainder of this project will discuss the aforementioned problems and how the horse mounted units can contribute some solutions. It will also look at implementation and training.

CHAPTER II  
HORSE UTILIZATION IN POLICING

The horse is one of those old ideas that has found new application in modern law enforcement. Mounted police units are springing up throughout the United States. There are many reasons for this new popularity, each will be discussed in detail in this chapter.

Before discussing the modern mounted police unit, it is important to look into the past and look at the horse and how he served the police of the time. For the most part, the historical information is from The City of Cincinnati, but Cincinnati's police history is similar to that of other cities in the United States.

#### 19th Century Cincinnati

Cincinnati was known as the walking city. It's geographic boundaries were the Ohio River to the south, Mill Creek to the west, Over-the-Rhine and Clifton to the north and Mt. Adams to the east. The area in square miles was very small, a person could walk almost any where in Cincinnati within an hour or so.

The police in Cincinnati, as in other cities, were very different than police of today. Almost all patrol was on foot and there was little or no vehicle transportation. There was also no communication between officers and their stationhouse. Each officer was on his own except when he stopped in at the patrol house or placed a call for assistance via the police telegraph. By today's standards it does not seem possible that the police of the 1800's could accomplish their task.

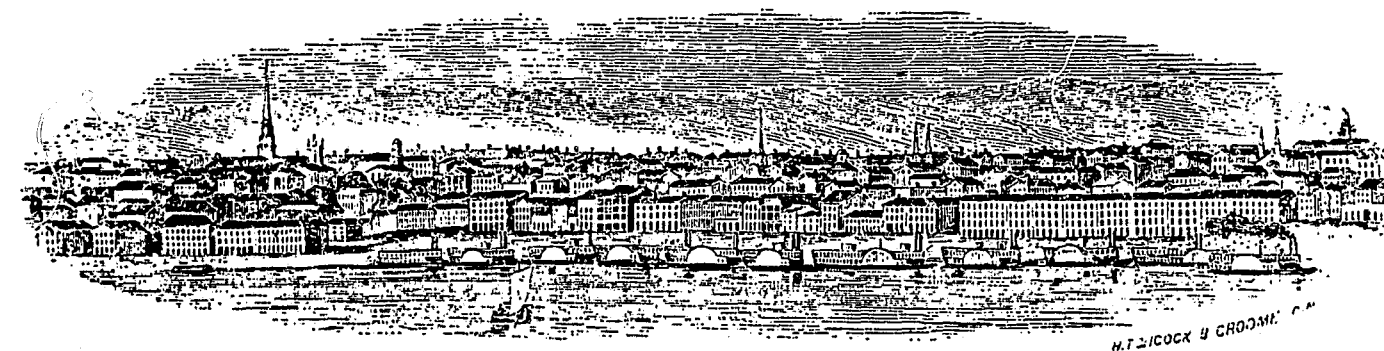
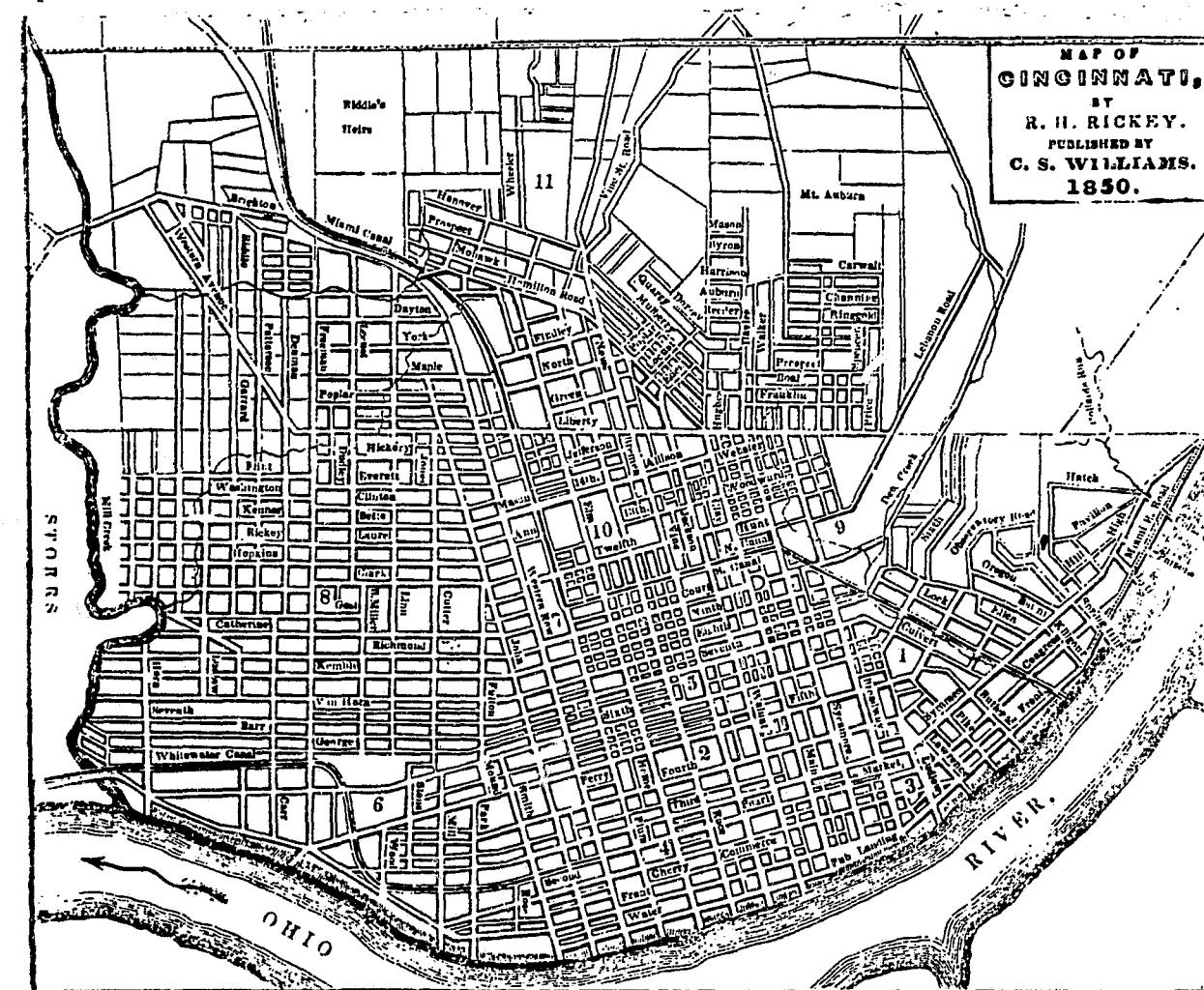


Figure 1 - The City of Cincinnati, Ohio, 1850.  
Source - Cincinnati Historical Society.

If you were a victim of a robbery, for example, and wished the aid of the police, you would have to go to the patrol house or find the beat patrol officer. Instead of help arriving within minutes, it could take hours. Instead of the search for the criminal beginning immediately, the description may not reach the other patrol officers for days.

One of the first innovations in policing was to assign several officers to the patrol house. If the police were needed, one would have to send word to the patrol house, the police would respond from there, shortening response time.

#### Police Patrol Wagon

As the need for police service increased, there was need for more efficient transportation. The police looked at the fire departments of the day and found them using horse drawn fire wagons. The police adopted the technique.

In December, 1881 a wealthy businessman from Cincinnati, Edward C. Armstrong, purchased and donated a wagon and horse team to the Cincinnati Police Department. This first police wagon was stationed at 168 George Street, where the new telephone building is today. The patrol wagon was housed and responded in much the same way as the horse drawn fire wagons. The wagon was backed into the parking area inside the building. The tack and harness were stored above the front of the wagon, and the horses were stalled near by. When the patrol wagon was needed, a large bell would ring. The horses would leave

their stalls and stand in front of the wagon. By this time, the wagon driver would be seated on the wagon. The tack and harness would be lowered from the ceiling by the driver. Other officers would then hitch the team to the wagon. This had to be done quickly because fifteen seconds (15) after the harness was let down the doors would open automatically and off they would go. It was said that it was not unusual to see a half-harnessed horse team proceeding down the street without a wagon.

The patrol wagon was equipped with a bell to sound the alarm and to warn everyone to get out of the way. The bell served much the same function as the siren does today. Since the horse drawn patrol wagon could respond quickly and could carry people it soon became the first ambulance. In the early days many sick and injured people were taken to the hospital by the police patrol wagon. The bell also served a second function, it attracted the attention of other foot patrol officers who would respond with the wagon. At one time there were as many as eleven patrol houses throughout Cincinnati.

#### The Mounted Patrol Officer

In the City of Cincinnati it was not until 1888 that the police department mounted any of its officers. Before 1888, police beats were very small and the foot officer could respond with little delay. However, in 1888, an area of Cincinnati was incorporated known as Walnut Hills. This was an area of

Cincinnati where the wealthy lived. The area was much too large for an officer to patrol on foot.

In 1888 Officer Thomas McDonough became Cincinnati's first mounted officer. His beat was the Walnut Hills area. It was not long after Officer McDonough was mounted that a second officer, Officer Hammersly, was assigned a horse. Officer Hammersly's duties were different than Officer McDonough's. The City of Cincinnati had one smooth hard-paved street. This street was known appropriately as Race Street, it's name today. The problem was traffic, the street became a race track for every type of vehicle, horses, buggies, wagons, bicycles, etc. The foot patrol officers were unable to control this problem. The responsibility for traffic enforcement was given to Officer Hammersly and his horse.

After 1888, Cincinnati began to grow and spread out. The need for more efficient means of transporting police officers also grew. Patrol houses began to spring up throughout the city. It was not uncommon to see mounted patrol officers.

In the years between 1881 and 1927, the horse had one function, a means of transportation. There was no thought given to the possibility that the horse had any other function. This limited function was to lead eventually to demise of the horse and the police.

Around the turn of the century gasoline powered vehicles became a more efficient means of transportation. The gasoline powered truck was developed around 1920 and the horse drawn

patrol wagon was replaced by this vehicle.

The mounted patrol officer, however, remained until 1927 in Cincinnati. They were not replaced by the car because the cars were not able to negotiate some of the narrow alleys and rough terrain of the city. The mounted police officer's replacement was the motorcycle. In 1927, the last police horse was retired and replaced by a motorcycle.

Today's motorcycle officer uniform is the only remnant of the old police horse days. Officers still wear the britches and high black boots, the characteristic uniform of the motorcycle officer.

#### Policing From 1920 to 1970

During this time period law enforcement underwent major technological advances. The emphasis in transportation was speed in an attempt to lower response time as police beat sizes increased. Communications played a critical role in the technological advances. Police departments have gone from no communication to multi-channel personal radios. The police officer today has almost instantaneous communication with the community through the police dispatcher. Finally the computer has also entered into law enforcement. With mass storage and high speed retrieval capability, a large mass of information is available to the officer on the street in a matter of seconds.

There has been so much emphasis placed on speed and efficiency that little attention has been placed on basic underlying

principles of law enforcement. In the frenzy to do more things faster, the basic premise of providing and reality of personal security has almost been forgotten.

A second important factor related to police transportation is the increasing cost. Police administrators have almost resigned themselves, to the ever increasing cost of transportation. Fuel prices alone are driving the cost of transportation up every month. A police vehicle is used on a 24 hour, 7 day per week basis. Each police vehicle uses about 5 gallons of gasoline each shift; fifteen gallons per day; 420 gallons per month, and 5,400 gallons per year. At \$1.00 per gallon, the cost of fuel per year per vehicle is \$5,400. If a police division has for example 330 vehicles the cost of gasoline per year is over 1.5 million dollars.

This is not considering the cost of the vehicle or it's maintenance, service, or repairs. None of these costs can be expected to go down.

#### THE MODERN POLICE MISSION

The police mission has remained fairly static through the years. However, the police mission has been redefined somewhat in light of the modern definition of society's needs.

George Eastman in his book, Municipal Police Administration, defines the police mission:

1. Prevention of criminality - reducing the causes of crime.

2. Repression of crime - reducing hazards as the means of reducing the opportunity for criminal action.
3. Apprehension of offenders - to punish offenders and discourage the would-be offender.
4. Recovery of property - reduce the monetary cost of crime.
5. Regulation of non criminal conduct, traffic, etc.
6. Performance of miscellaneous services - counseling, mediating, etc.

The public's perception of the police mission is influenced by other outside sources. The entertainment media play an important part in this perception. The police are generally seen as "bad guy catchers". Catching the criminal is very important, but the police are involved in much more.

Probably the most important mission accomplished by the modern police agency is making their geographic area of responsibility a safer place to be. As important, the citizens perception of his safety cannot be neglected.

Most people think of the mounted police officer as a public relations figure. A mounted police officer does look impressive but their value beyond public relations is relatively unknown.

#### FUNCTIONS OF A MOUNTED POLICE OFFICER

Most of the functions of a modern police mounted unit are the same as those of any other police officer. However,

<sup>1</sup> George Eastman, and Ester Eastman, Municipal Police Administration, 1971, p. 2-3.

there are obvious short comings when comparing the horse and car. The horse cannot be used on the expressway to control speeding, nor can he be used to transport prisoners or injured people. But on the other hand, the car does not have the visibility nor maneuverability in a congested area that a horse does. The police car cannot be used to control or manage crowds. The horse will never take the place of the police car, nor should the car completely replace the horse. But both are still available to a modern police administrator and should be utilized.

Captain James W. Helbock of the New York City Police Mounted Unit confirms the value of the horse unit by stating that: "I do not believe that you could get a better return in visible patrol, traffic control or public relations in any other area."<sup>2</sup>

This author has identified nine overlapping functions of a mounted police unit. A discussion of those functions follows. This rating may not hold true in every law enforcement application.

#### Citizens Perception of his Safety

Mayor Kevin H. White and Police Chief Joseph M. Jordan of Boston have commented on mounted units:

<sup>2</sup> Captain James Helbock, New York Police Captain Mounted Unit, letter, July 2, 1979.

"...each and every resident of Boston deserves to live in a safe and peaceful neighborhood. Citizens are entitled to the highest quality police service possible. In response to resident's concerns about reducing crime, we have increased the mounted police patrol to cover all of Boston's neighborhoods."<sup>3</sup>

A citizen's perception of his safety is the single most important factor in determining if he or she will live, work or visit any particular area of the city. The arrest rate, the crime rate and other measurements of crime have little meaning to the citizen if they feel they will be a victim of a crime. In short, there are many factors that contribute to the citizen's perception of safety.

One of the most important factors in fostering a feeling of a safe environment is police presence. It is important although that the citizen not be overwhelmed by this presence. Police on every corner for example, could contribute adversely to a citizen's perception of safety by suggesting their neighborhood warrants a large deployment of police. The mounted officer is six times more visible than an officer using other means of patrol (See Figures 2 and 3). He not only can be seen from several blocks away, but he can also see problems some distance away from his nine foot high vantage point (See Figures 4 and 5). The mounted officer also stands out in the citizen's mind. The very uniqueness of this mode of travel causes the citizen to remember the police

<sup>3</sup> Mayor Kevin H. White and Chief Joseph M. Jordan, City of Boston, Booklet, Mounted Police, p. 1.





Figure 2 - Citizen's View of Police Officer on Foot.

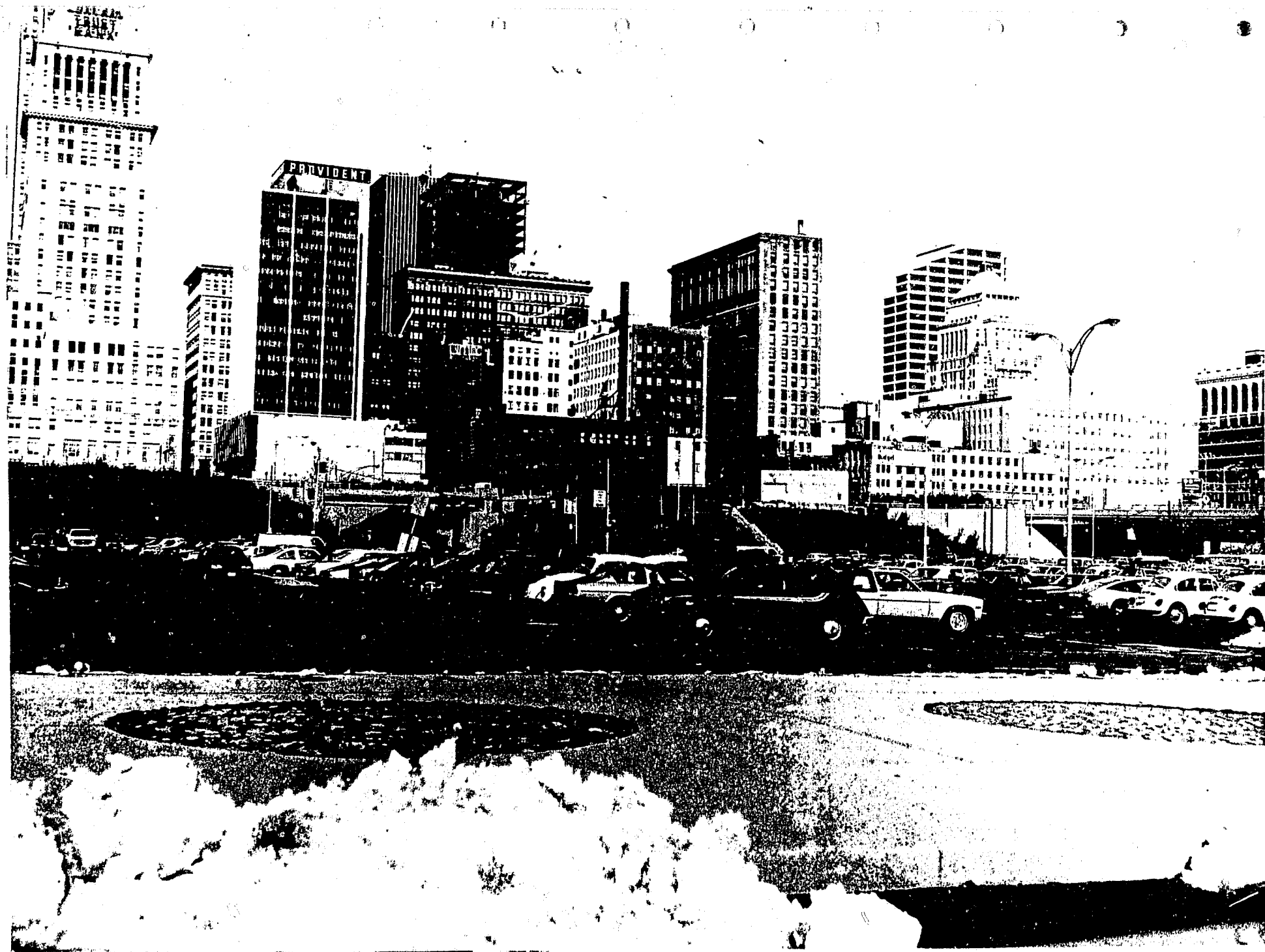


Figure 3 - Citizen's View of Police Officer on Horseback.



Figure 4 - Police Officer's View from Inside Patrol Car.



Figure 5 - Mounted Police Officer's View.

presence. (See Figure 6).

A second factor effecting a citizen's perception of his safety is the accessibility of the police. Police officers using other modes of travel are generally accessible to citizens only by phone or through personal contact from a limited number of people. To establish communication the citizen must first locate the officer and then be able to approach him. A police officer inside a patrol car, moving in traffic, is one of the least accessible. He is virtually in a rolling isolation booth linked to the outside world by only his radio and his line of sight.

The opinion of most Chambers of Commerce, Convention and Visitors Bureaus and Stadium Managers can be summed up by William Boucher, III, Executive Director of the Baltimore, Maryland Stadium:

"In my judgement the mounted unit is extremely effective in Baltimore, in terms of crowd control and visibility of police presence in the downtown area and thus has a material influence in the area of crime prevention. The high visibility of the mounted unit does encourage a feeling of safety in the downtown area."

Mounted police tend to foster and promote a feeling of safety among people who live, work in, or visit a city. This function is one of the most important attended to by any law enforcement agency.

<sup>4</sup> William Boucher, III, Executive Director, Greater Baltimore Committee, Inc. Letter, December 18, 1979.



Figure 6 - Mounted Cincinnati Police Officer.

Stop and think for a moment, do you feel safe when you visit your city or town? Consider the ripple effect if the answer is no. The feeling of insecurity spreads to others by word of mouth and people will no longer want to live, work or visit the area. Business and industry will move out, and area deterioration sets in. Revenues from conventions and tourism will be spent elsewhere. The tax base for the city will be reduced. The city will be faced with increased cost while it's income decreases. When economic deterioration sets in, recovery becomes virtually impossible.

Darrel E. Bockover, Executive Director of the Richmond, Virginia Convention and Visitors Bureau notes effect of horse patrols on the convention business:

From our vantage point we view the mounted police as an invaluable asset. They are our finest public relations link with visitors. They are marvelous with convention groups - both for crowd control and to assure delegates that our city is both friendly and safe.

Actual safety may have some bearing on how the individual perceives his safety, but his perception of safety is the major factor in determining how he feels. An effective police presence generated by mounted officers, is not only documented by opinion from police and public sources, but this phenomenon has been substantiated by several studies. One significant finding was revealed in a study conducted with the St. Louis

<sup>5</sup> Daniel E. Bockover, Executive Director, Richmond, Virginia Convention and Visitors Bureau, letter, December 26, 1979.

Metropolitan Police Department. This study revealed that: during the evening hours, the mounted patrols increased the police presence from two to ten times compared to the levels of car patrol operating in those areas.<sup>6</sup>

#### Crime Deterrence

Crime prevention is a very important responsibility of any police department. This function is closely related to fostering and promoting a feeling of safety. The main tool used by police departments to deter crime is police presence through highly visible patrol, thus increasing the criminals' belief that their criminal activity will be detected and result in arrest. Mounted patrol by its very nature is one of the best forms of visible patrol. The high visibility of a horse mounted officer has proven a great deterrent to crime.<sup>7</sup>

Highly visible patrol has a dual benefit. The police officer can be seen and the officer can see the criminal and his behavior from a long distance away. There is no real comparison between mounted and foot patrol. Concerning this issue, Lt. Timothy P. Gainer of the Chicago Police Department concluded that: "the crime deterrent capability of a mounted officer is greater than a foot patrolman due to his height and mobility. He has a distinct advantage in observing street

<sup>6</sup> S. Schirmerman, St. Louis Metropolitan Police Department - Expanded Mounted Patrol - Final Evaluation Report, 1974 Project S-MP31-72-DL and S-MP11-37-DL.

<sup>7</sup> Captain James Helbock, New York Police Mounted Unit, letter, January 1, 1980.



conditions not afforded a foot officer.<sup>8</sup>

The type of crime most easily deterred by a mounted officer is also the most frightening. Street crime is the most dangerous to the community. There is very little that a citizen can do to protect himself from street crime, except to stay off the street. This is not a desirable deterrence procedure, it is preferable for the criminal to be afraid and to fear arrest. Captain Walter Jasper of the Baltimore Police commented:

It is our opinion that visibility afforded the police officer atop his mount acts as a deterrent to most types of street crime in the area of our patrol. The officer's view from his mount affords him greater area of observation. The mount affords the officer much greater maneuverability in the congested traffic of downtown areas. The maneuverability enables the mounted officer to patrol narrow alleys, out-of-the-way areas, pavements and or to reverse himself when necessary on one-way streets.<sup>9</sup>

How much crime reduction can be expected? This of course will vary from area to area. Example from Boston will give you some idea:

For the first time in our city's history these highly visible mounted patrols now bring highly visible police services to the neighborhoods dur-

<sup>8</sup> Lieutenant Timothy P. Gainer, Commanding Officer, Chicago Police Department Mounted Unit, letter, January 2, 1980.

<sup>9</sup> Captain Walter T. Jasper, Baltimore Police Division, Letter, January 10, 1980.

<sup>10</sup> Mayor Kevin H. White and Police Commissioner Joseph M. Jordan, City of Boston, Mounted Police, booklet, p. 1, 1979.

ing the day and night. The index of serious crimes in Boston has gone down a total of 17 percent in the last three years...This is the sharpest reduction in crime that Boston has seen in 16 years. The city's investment in increased police patrols<sup>10</sup> has substantially contributed to this decrease,

There also have been several comparative studies done through government grants. One of these studies, conducted by the St. Louis Missouri Police Department compared crime rates in similar areas, with the mounted patrol serving as the independent variable. The study found in part:

Crime statistics for Forest Park showed that serious crime was cut almost in half, when the mounted patrols were implemented. No such results were apparent for the additional parks and shopping areas covered under the impact project.<sup>11</sup>

A second study found that the horse could provide the police with a positive method of crime reduction.<sup>12</sup>

There is little doubt that the mounted patrol decreased crime. The only question is how much of a reduction and is the reduction worth the expense incurred.

#### Police Service

The mounted unit is a specialized unit in the sense that

<sup>11</sup> S. Schirmerman, St. Louis - Metropolitan Police Department - Expanded Mounted Patrol - Final Evaluation Report, 1974, Project S-MP31-72-DL and S-MP11-73-DL.

<sup>12</sup> L. Marshak, Mounted Police, MPI - Municipal Police, April, 1979, p. 14-19.

it can perform special functions unique to mounted police. Those are but a few of the total functions performed. The mounted officer can also provide basic police service to the community. Some of these services are: traffic control, report taking, traffic enforcement. The mounted police unit is adaptable to almost all types of police work, as a support and supplement force, which has proved to be very successful, as there are few situations in which a man-horse team cannot be used.

There is also a degree of additional police safety of the unobstructed line of sight available to the officer. He can, for example, look down into vehicles and crowds, thus being more alert to police hazards.

#### Public Relations

Public relations must be practiced by every police agency. The police agency's effectiveness in public relations is directly related to the level of support they gain from the community. Without community support, the agencies effectiveness in the community is severely impaired. Along with the many functions of a mounted police unit, its public relations function remains one of the best tools in developing public support. Lt. Gainer emphasizes this function in his comments that "the public relations image of our mounted unit is excel-

<sup>13</sup> Colonel Eugene J. Camp, Police Chief, St. Louis, Missouri, Letter, January 10, 1980.

lent, perhaps the highest of all our police units."<sup>14</sup>

The mounted police officer functions as a public relations ambassador. He is not hampered by the psychological wall often existing between citizen's and an authority figure. The horse acts as a common ground, enabling a citizen and a law enforcement officer to meet. People are attracted to policemen on horses and more readily engage in conversation with mounted police than other policemen.<sup>15</sup> Others have found that policemen seem to be perceived as more human and approachable when they ride horses.<sup>16</sup> This barrier must be broken before there can be improved public attitudes toward law enforcement.

The mounted officer's public relations capability pervades all of his regular duties, and extends even beyond the police department. Other groups within a city use the mounted officer's positive public relations capability in their own public relations effort. Most of the information designed by Chambers of Commerce and Visitor's and Convention Bureaus features to some extent, the community's mounted police unit. The Richmond Convention and Visitor's Bureau director, Mr. Durrell Bockover says: "We make it a point to feature mounted police in all our literature, our photographs, and in all our sales

<sup>14</sup> Lieutenant Timothy P. Gainer, Commanding Officer Chicago Police Mounted Unit, Letter, January 2, 1980.

<sup>15</sup> Thomas E. Donley, Executive Director, Regional Retail Council, Philadelphia Chamber of Commerce, Letter, February 22, 1980.

<sup>16</sup> Joe Pfeffer, Men on Horseback, Horse World, July-August, 1980, p. 22.

presentations. The mere existence of them conveys more meaningful information about our kind of city than any other single element available to us."<sup>17</sup>

The mounted officers are also involved in public demonstrations for schools, and community groups. Groups are looking for guest speakers, and the police are looking for ways to explain programs and gather general support.

The citizen looks upon the mounted officer as a highly visible, non-violent, accessible law enforcement representative. The mounted officer's image tends to improve the image of law enforcement in the community. This improved image tends in turn, to make citizens more willing to assist in crime prevention and community problems. Lt. John Yezerski of the Cleveland Police Mounted Unit has commented:

Public Relations - In creating and promoting the feeling of a safe environment among the citizens and visitors a police officer on horseback can and does exactly that by his presence and visibility to the public. People like to stop and visit with the policeman after they were first attracted by the presence of the horse; a perfect way to open all too often closed lines of communications between the police and the general public. The other extra benefit is almost intangible, but there. Seems to be something about a mounted officer that just naturally generates a strong public awareness of police presence. As a mounted police officer soon learns, you can walk down the street in uniform and people seem unaware of your presence, but become mounted on horseback and in short order a person or a group will engage you in conversation or ask directions.<sup>18</sup>

<sup>17</sup> Darrel E. Bockover, Executive Director, Richmond, Virginia, Convention and Visitors Bureau, letter, December 26, 1979.

### Crowd Management

Crowd management is a growing responsibility of law enforcement. For the most part, crowds in metropolitan areas are not of the riot or violent demonstration type. But, the recreational crowd can be just as dangerous and damaging as a riot, and just as hard to manage. A good example is the 1979 Who concert in the City of Cincinnati where eleven people died. Authorities in the field believe that mounted police are unparalleled for maintaining crowd control. It eliminates face to face confrontation between the police officer and the citizen, resulting in a total absence of civilian complaints. People just seem to have a healthier respect for horses than humans, no matter their sophistication.<sup>19</sup>

Most police departments have few crowd management tools at their disposal. Usually there are only three types. All have costs attached in reference to bad public relations and adverse public opinion. Two of the methods, canine teams and tear gas, have a very high propensity for bad public relations, almost entirely precluding their use. The third method is the use of foot police officer. Foot officers work satisfactorily in controlling crowds that are willing to be controlled. However, if the crowd is like most, it is unwilling to be controlled,

<sup>18</sup> Lieutenant John Kezerski, Mounted Unit, Cleveland, Ohio Police Department, letter, January 21, 1981.

<sup>19</sup> Lieutenant Timothy P. Gainer, Commander Officer Chicago Police Mounted Unit, letter, January 1, 1980.

the only way foot officers can be effective then is by applying visible force. Visible force for example, the use of night sticks, will in most cases not be tolerated by the public. The horse unit, on the other hand, is a much better method as can be seen in the following statement:

By being actively engaged in virtually all of the major demonstrations in the Washington Metropolitan area, the U.S. Park Police Horse Mounted Unit has gained valuable knowledge and expertise in managing crowds and quelling disturbances with little or no serious injuries to the demonstrator, spectator, horse or rider.<sup>20</sup>

In New York City, crowd control on horseback is seen as immeasurably preferable to crowd control on foot, for both physical and psychological reasons. One author believes the mounted policeman has a better opportunity to retain his cool.<sup>21</sup>

The mounted police officer is the best possible tool that can be provided to insure crowd management with a minimum of violence and injury. In fact, Robert E. Cummings, President of Greater Boston Convention and Tourist Bureau believes that: one man on horseback is as effective as ten men on foot.<sup>22</sup>

A thoroughly trained horse and officer can move through a crowd, where an officer on foot or in a vehicle would make little or no progress. People respect or fear the horse for its size and weight. People know that they are no physical

<sup>20</sup> Chief Parker Hill, U.S. Park Police, The U.S. Park Police Horse Mounted Unit, F.B.I. Law Enforcement Bulletin, May, 1980, p. 18.

<sup>21</sup> Steve Price, The Horse, The Force, Equas #74, December, 1978, p. 62.

match against a horse, and therefore the police obtain compliance without violence.<sup>23</sup>

Cleveland's Lt. Kezerski has stated:

When a crowd is confronted by police officers on foot they are on the same eye level which then results in conversation and exchange of harsh words and language. This then becomes an angry confrontation which begins to be a match of push and shove thereby resulting in violence, injury and arrest.

The police officer on horseback does not have this level of eye to eye confrontation, thereby the conversation and the feeling of being equal as<sup>24</sup> the size and weight of the horse dispels the idea.

The physical and psychological advantage enables the mounted officer to manage a crowd without the use of force or injury and without adverse public relations. Captain Helbock described this advantage:

One would summarize that the confrontation of horse and demonstrators would result in physical or excessive use of force; this is rarely the case. The foot officer is much more apt to be involved since the closeness of many crowd situations set the stage for close physical contact between the officers and crowd participants. As a sidelight, I suggest that large groups not be dispersed by radio car teams, scoters, etc., since they are manned by people. The crowd is confident that

<sup>22</sup> Robert E. Cummings, President, Greater Boston Massachusetts Convention and Tourist Bureau, Letter, January 3, 1980.

<sup>23</sup> Lieutenant John Yezerki, Cleveland, Ohio Police Mounted Unit, Letter, January 21, 1980.

<sup>24</sup> Ibid.

the vehicle will stop short of any contact -- for obvious reasons. However, the same confidence does not apply to a mounted officer proceeding in their direction. They may trust the officer, but the prancing, high stepping mount whose actions are further defined by the excitement is a cause for alarm and quick dispersal.<sup>25</sup>

#### Security of Persons and Property at Special Events

There are more and more special events conducted in and around cities each year. These special events include football, baseball and other sporting events, concerts, Fourth of July fireworks displays, parades, etc. These events create numerous security as well as other special concerns for the police. Anytime large numbers of people gather in an area, they and their property become easy targets for the criminal. Criminal activity is concealed within the large volume of people. Moreover, escape by the criminal is made easier by, the victim's inability to sound an alarm, and the criminal's facility in concealing himself in the crowd.

The mounted police officer is much more visible and from his high vantage point, having an unobstructed view into the crowd. This advantage tends to deter criminal activity at a special event. In addition, the mounted officer has the ability to move into and around the crowd. This accessibility to the crowd permits more efficient apprehension of criminal suspects.

<sup>25</sup> Captain James W. Helbock, New York City Mounted Police Unit, Letter, January 11, 1980.

The Philadelphia Police experience in this area is worthy of note:

Mounted police were utilized on the field at the end of the game. They were brought out on the field with three minutes remaining in the game. Their major assignments were not to prevent people from going out on the field, but to protect stadium property from theft and vandalism, to secure the goal post and to prevent any fighting from breaking out on the field. These three assignments were carried out with great perfection. I feel strongly that the use of mounted police on the parking lots as well as on the field in special games is most effective and I would certainly not wish to see their use discontinued.<sup>26</sup>

Security at events is increasing the responsibility of an already taxed police administrator. Better strategies and techniques are needed, for protection at such events, mounted officers serve this purpose well. Chief William T. Hanton of Cleveland Police commented on the effectiveness of horse patrol:

The mounted unit has been assigned for the last nine years to the events that occur at the Convention Center and Cleveland Stadium. When the patrol was first started at the stadium it had the reputation of being an area that was prevalent with robberies, thefts and numerous assaults which caused many persons to either not attend the event or go in fear that he would be the victim of a criminal act. In the last nine years this area has been relatively free of crime and the area no longer has a bad reputation which is largely due to the mounted police patrol.<sup>27</sup>

<sup>26</sup> Frederick P. Hunigman, Assistant Manager, Philadelphia Veterans Stadium, Letter, December 27, 1979.

<sup>27</sup> Chief William T. Hanton, Cleveland, Ohio Police Chief, letter, January 22, 1980.

### Provide Security at Disasters

In April, 1974, the Cincinnati Police Division was faced with a new problem. A tornado had destroyed a suburb of Cincinnati. The Police Division was faced with an almost unmanageable security problem. Many uniformed police officers had to be taken off regular duty and assigned to the disaster area. This special assignment continued, twenty-four hours a day, seven days per week, for several weeks.

This tornado disaster was not unique to Cincinnati, but the same storm front caused problems throughout other Ohio cities. Disasters are not confined to any geographic location nor are they confined to natural phenomenon. Disasters simply cannot be predicted. When they do occur, disasters seldom conform to the police divisions disaster plans.

A mounted police unit could provide effective security in most disaster situations. By virtue of their high visibility, and the nine foot high vantage point the horse unit provides efficient crime prevention at a cost considerably lower than the utilization of additional manpower and vehicles. With routine service demands at their normal level, the use of the mounted patrol becomes even more desirable.

### Search and Rescue

Search and rescue is another special problem facing a police department today. People become lost in parks and other

open areas. Usually the lost person is a child, and can mean many anxious moments specially for the parents. Mounted police officers, are very effective in this type of search work.

If canine teams are available, they should be considered and utilized first. Other methods of search run the risk of confounding the lost person's scent and make the use of a canine team less effective. The canine team is able to track directly to the victim or suspect, eliminating the need of a visual search. If the canine team is unsuccessful and/or impractical, police manpower is then used in a visual search, and the mounted police officer becomes the most effective means. His ability to oversee and traverse large areas make him a very effective tool in this type of work.

### Horse as Transportation

It is very difficult to compare the horse with other means of transportation. All are necessary and each has a place in modern police agency.

In a downtown core area or open park land the mounted officer has a lower response time and better means of access to specific locations. The car must move with the flow of traffic, the horse can move across or even against the flow of traffic.

In rough terrain, the horse is more effective than the motorcycle. Without question, the horse can move through areas that could not to traversed on foot.

As a means of transportation, several advantages of the horse unit are apparent:

1. As a means of transportation, the officer on horseback is six times more visible than the motorized officer or officer on foot.<sup>28</sup>
2. Tethering a horse while the officer enters a building for an investigation is usually easier than parking a car.
3. Given the enhanced capabilities of the mounted officer, the horse unit is more cost effective as a means of transportation than either a vehicle or foot officer.
4. Quite simply, the horse is more fuel efficient than vehicle patrol.
5. A typical service cost for a municipal police division's 330 car fleet, is \$110,000 per month.<sup>29</sup> The cost per vehicle unit is about twice the cost per horse unit.

#### POLICE MORALE AND POLICE SAFETY

Police morale and officer safety are closely tied together. The police role is not one that fosters friendly relations between an officer and the citizen. In fact, the officer's daily duties have the potential for generating a hostile climate. The police officer is seldom seen in the role of helper, although he is involved in what some would describe as "dirty work," doing a job no one else wants to do. A person need only to think back when he/she was issued a traffic or parking

<sup>28</sup> Mayor Kevin H. White and Police Commissioner Joseph M. Jordan, Boston, Massachusetts, Mounted Police.

<sup>29</sup> Compiled from records Cincinnati Police Division and Cincinnati Municipal Garage. Figures did not include the cost of the vehicle, 1981.

ticket to have some feeling for the animosity that can develop between an officer and a citizen.

There are several factors contributing to police morale. First, the problem of low police morale is closely tied with their perception of a poor public image.<sup>30</sup> If the officer feels disliked, he in fact, may have problems justifying the role.

Secondly, the public perception of a police officer is that of an authority figure, somehow not human. This less than human aura has a negative effect on the psyche of the individual officer. "The public likes to see the human side of the policeman."<sup>31</sup> They seldom see it. The police officer working in conjunction with an animal, allows the public to see him in a more personal and human way. This same perspective is likely to carry over to other officers performing their duties.

Finally, everyone needs to believe what they are doing is meaningful. A more human, less authoritative, image enhances the officers' belief in what he is doing. "The individual patrolman takes pride in being able to do something positive, to be something other than a stern enforcer of the law."<sup>32</sup>

<sup>30</sup> Steve Price, The Horse The Force, Equus #14, December, 1978, p. 45.

<sup>31</sup> Joe Pfeffer, Men on Horseback, Horse World, July-August, 1980, p. 22.

<sup>32</sup> Ibid.



## SUMMARY

Police and horses are not strangers. Horses were originally utilized as a means of transportation, in the days before the motor vehicle. Once motorized patrol became the norm in the police service, police leaders saw no reason to continue the horse because of the lack of awareness of the horse's potential beyond a means of transportation.

The police have modernized and become aware of the need to be cost effective. The mounted officer can be applied with a high degree of success to many of today's police functions. In some cases, the mounted officer can be successful where the regular patrol officer cannot.

As previously described, the modern mounted officer fulfills a number of important police functions:

1. Enhancement of citizens perception of his safety.
2. Crime Deterrence.
3. Routine police service.
4. Public relations.
5. Crowd management.
6. Security at special events.
7. Security at disasters.
8. Search and rescue.
9. Transportation.

The experience of mounted units has demonstrated their capacity to improve police morale. Consequently, an officer

with a positive attitude is much more likely to exercise proper safety procedures and to deliver a higher quality of police service.

Knowledge of the potential and demonstrated success of mounted units is simply the preliminary step in fully comprehending the mounted unit. Implementation of the horse unit must be a carefully designed project. The technical details, financial considerations, and training concerns relative to implementation are discussed in the next chapter.

CHAPTER III  
IMPLEMENTATION OF A MOUNTED UNIT

It is easy to make a decision to start a mounted unit. The difficulty arises when an attempt is made to put it into practice. Needless to say, starting a mounted unit is not merely having an officer come to work with a horse. Comprehensive planning and special training are key ingredients before a mounted unit takes to the street. This chapter will examine these issues.

TRAINING

A well-trained horse and rider are an asset...a poorly trained horse and rider is a liability.<sup>31</sup> The experience of many agencies bears this out. The training of a mounted police unit is divided into two parts. First, the horse must be given some basic training before it and the officer begin training together. Second, the officer needs to be trained in all aspects of horsemanship. This second phase is much more difficult than the first. The officer must not only learn proper riding techniques, but he must also learn training methods for horses.

Training of the Horse

This phase of training is begun almost as soon as the horse arrives at the police stable. After the horse is accepted, it will receive two to three months of intensive training, in basic dressage, (Basic training for the horse),

<sup>31</sup> Chief Parker T. Hill, U.S. Park Police, The U.S. Park Police Horse Mounted Unit, F.B.I. Law Enforcement Bulletin, May, 1980, p. 22.

jumping and preliminary stress training. A well trained horse will help to train the officer assigned to it. It goes without saying that if a horse is untrained, it is more difficult to train the officer.

#### Training School

Training throughout the world varies in duration. Generally, approximately 480 hours is required for the officer and an additional two to three months for the mount. The officer receives instructions not only in riding but also in the care, maintenance, feeding, health and other related areas. In addition, the officer would receive training in the application of techniques related to the police function.

Some of the earliest philosophies related to training are still valid today. The earliest known book was written by the Greek statesman and general, Xenophon, about 400 B.C. Xenophon comments on training are still apropos, "Anything forced and misunderstood can never be beautiful."<sup>32</sup> Xenophon also refers to a comment of Simon of Athens, that has been lost. "If a dancer was forced to dance by whip and spikes, he would be no more beautiful than a horse trained

<sup>32</sup> Xenophon, detailed book concerning the art of riding, 400 B.C., as quoted in Alois Podhaisky, The Complete Training of Horse and Rider, Double-Day and Company, 1967, p. 17.

under similar conditions."<sup>33</sup>

This is not to say that the whip and other training aids should not be used. The horse is much like a 1200 lb. child. It will endlessly try it's rider each day to see if misbehavior will be tolerated. The rider must be in control of his mount, this is of critical concern to the officer. It is not desirable to have a horse plodding through traffic or stepping on passersby. There are times when the whip may be appropriate and necessary to overcome disobedience. The horse will not be injured, but the discomfort will help the rider to overcome the 1200 lb. weight disadvantage. There are some, who in order to overcome their own deficiencies in training and riding, must use brutal training aids to accomplish their goals. This type of training is not desirable when training police horses.

#### Dressage Training

Dressage is the gymnastics of horsemanship. Most of the top trainers and riders are of the opinion that dressage is the basis of all forms of riding. This not only includes English styles but also Western and Saddle seat. It teaches the horse to move in an agile, balanced and efficient manner.

<sup>33</sup> Simon of Athens, lost book, before 400 B.C. as mentioned in, Xenophon, detailed book concerning the art of riding, 400 B.C., as quoted in Alois Podhaisky, The Complete Training of Horse and Rider, Double-Day and Company, 1967, p. 17.

Most police trainers agree that intensive instruction in dressage is the first step in teaching the horse the police function.

#### Training a Horse to Jump

Training the mounted police unit to jump over obstacles, is part of the overall training process. The officer, for example, may find it necessary to negotiate various obstacles, park benches, and fallen trees during the performance of his duties.

#### Stress Training

Stress training or "nuisance training"<sup>36</sup> is simply training the horse not to respond using his natural defense mechanism of flight. Horses when frightened respond by running away. Each police horse must learn that, gunfire, crowds, signals, cars, noise, smoke and anything else he may encounter are not something to be afraid of. Each horse must be stress-trained considering his individual temperament. For instance, some horses may not be afraid of gunfire but are afraid to cross a painted line on the street. Others may be terrified by a windblown scrap of paper.

During training each horse must be given an opportunity to confront as many frightening situations as possible. This

<sup>36</sup> Judith Campbell, *Police Horses*, Wilshire Book Company, 1971, p. 43.

will help to determine what type of stress training is needed, to overcome the problem situation or object.

#### Training the Horse and Officer Team

The police officer will receive about 2000 hours of training each year as compared to 250 to 300 hours for the average show horse.<sup>37</sup> Steve Brooks, author, comments, "There really aren't many tricks, it all comes down to the confidence and skill of each individual mounted man, and that's where the demands of our training pay off."<sup>38</sup> Simply stated, a mounted unit is not a police officer who one day brings his horse to work, any more than a person who brings a gun to work, is a police officer. Both must have extensive training and practice to fulfill their function.

The level of training reached by the police horse team is sufficient for the unit to participate in the Pre-Training level of Combined Training. Briefly, combined training is horse competition developed by the military to test and compare the ability of their horses. Today, Combined Training is the type of international horse competition demonstrated in the Olympic Games. This type of competition is divided into three phases. The first phase is a dressage test to demonstrate the ability of horse and rider to work as one.

<sup>37</sup> Nelson Ossorio, "Street Smart," *Horse of Course*, January, 1981, p. 41.

<sup>38</sup> Steve Brooks, "A No-Frills Patrol That's Drilled in Dressage," *Classic* April/May, 1976, p. 68.

The second phase is cross country. In this portion the horse and rider are tested for stamina and endurance. The course may be several miles in length over numerous obstacles. The test is timed and points deducted for horses that do not complete the course in the allotted time. The third phase, stadium jumping, tests the horse and riders ability to recover from the previous two tests and successfully negotiate a stadium jumping course consisting of high fences. The scores of all three phases are combined to determine final ranking of the horse teams in the competition.

#### TACK AND EQUIPMENT

There are two basic styles of riding, English and Western. The English style of riding is popular throughout the world, the exception being the United States, where the Western style is most popular.

The western saddle and tack were developed in the western United States for use in working cattle. The saddle horn is used as a tie post for a rope, and is constructed to support the pulling of a cow on the rope. The western saddle also gives some extra security to the novice rider. The saddle is bigger and some people choose to hold on to the horn.

The English style saddle was developed over hundreds of years, and has evolved into the versatile saddle it is today. There is no saddle horn but that represents no serious disadvantage to the rider because the horn is more of a psycho-

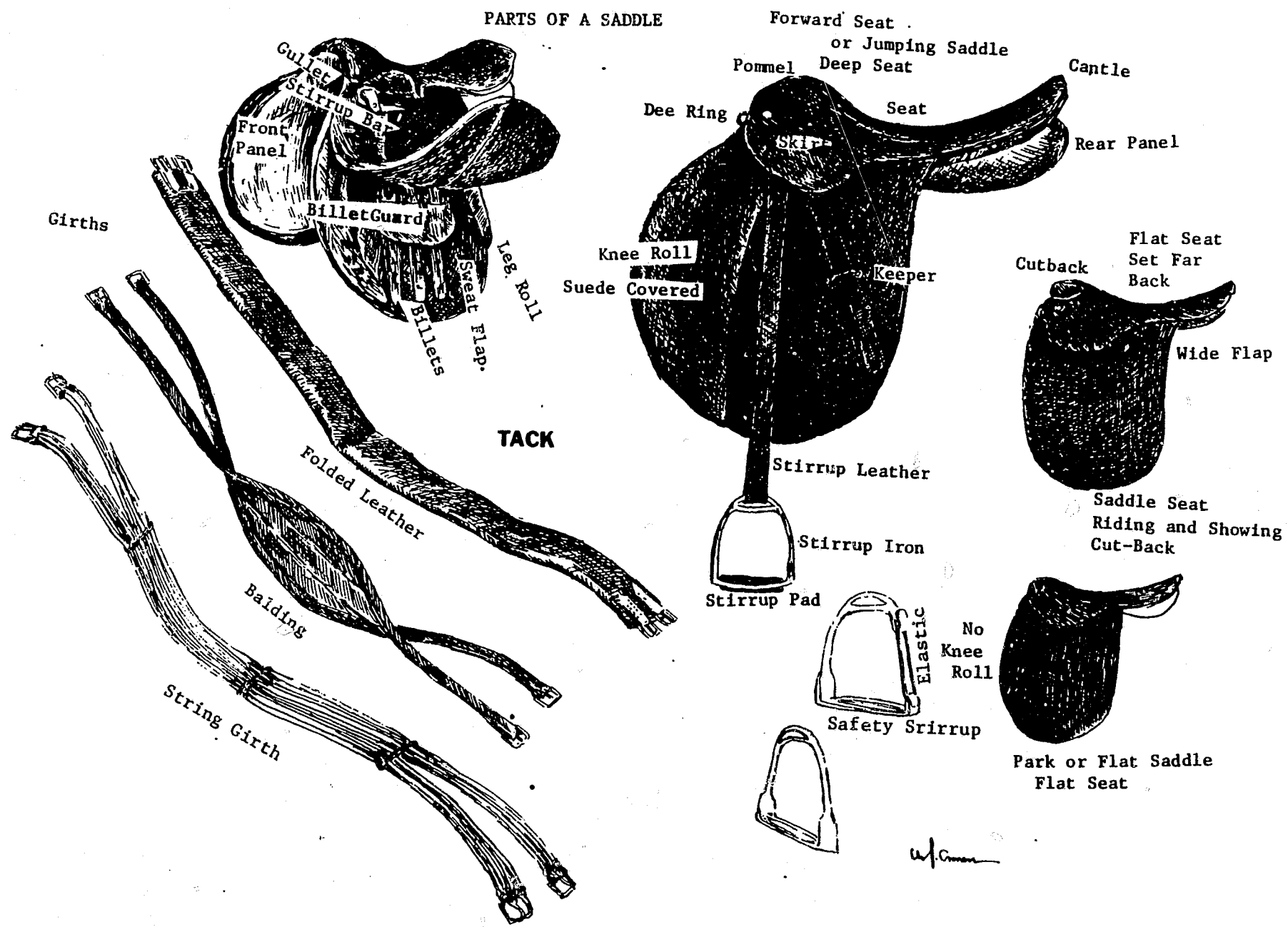
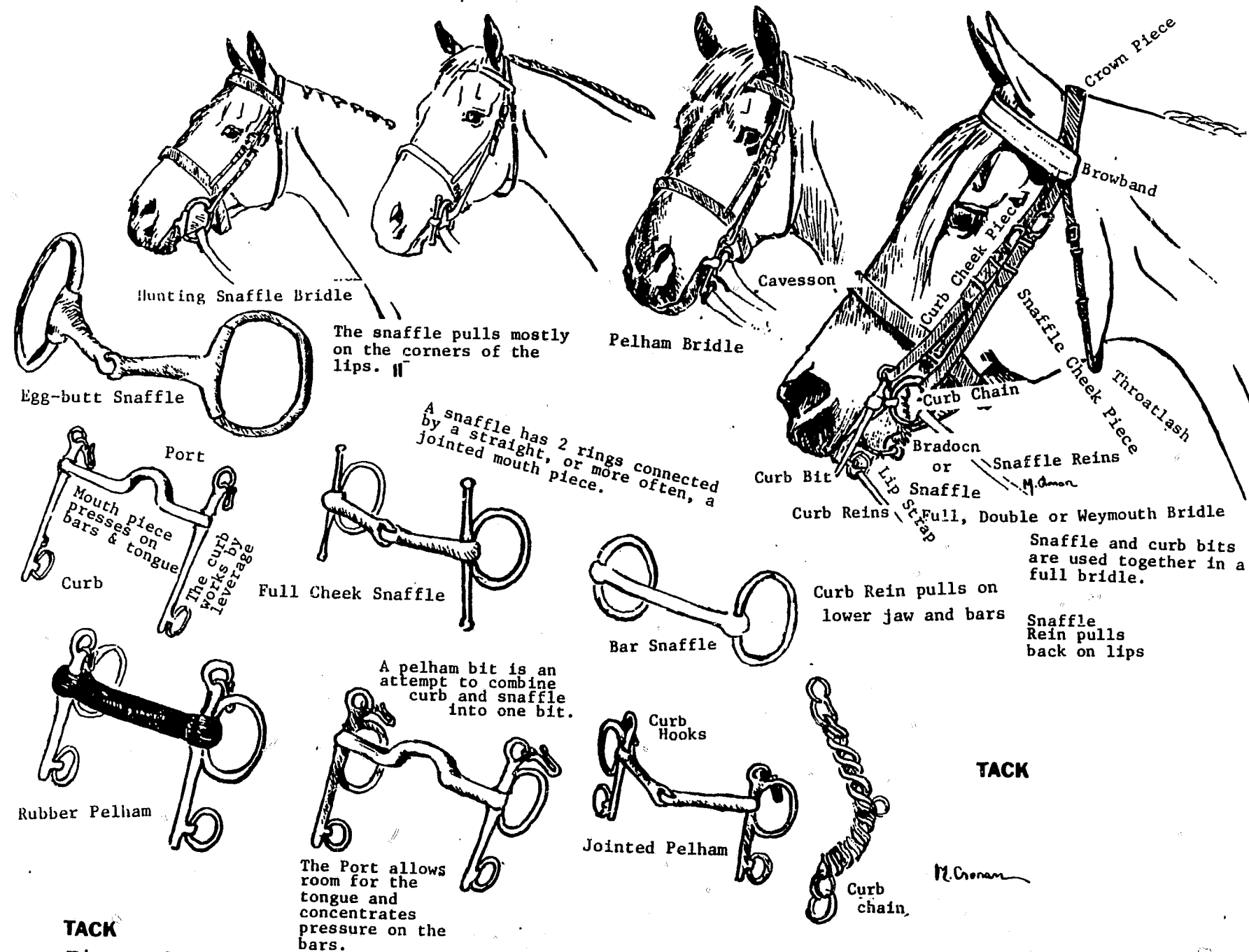


Figure 7 - Examples of Tack Used for Mounted Policemen.  
 Source - United States Park Police Horse Mounted Manual.



**TACK**  
 Figure 8 - Examples of Tack Used for Mounted Policemen.  
 Source - United States Park Police Horse Mounted Manual.



logical security phenomenon.

English tack is preferred by most police departments because: it goes well with the police uniform and presents a classic, sharp appearance. Second, the English saddle is lighter and places the rider's weight forward where the horse is able to carry it more easily. Third, English tack is much more versatile, and, giving the rider close contact with his horse. This enables the rider to perform dressage movements properly. Finally, the English saddle is very comfortable, for both horse and rider. This is an important factor when one considers the officer will be mounted 4 to 6 hours per day.

Western tack is not used because it does not have the advantages attributed to English tack. Moreover, the horn on the Western saddle does present a danger to the rider when negotiating jumps and obstacles. Different types of tack can be seen in Figures 7 and 8.

#### HORSE SELECTION

When a police agency selects a horse for police service, there are several factors that must be considered. The size of the horse should be a minimum of 15.3 hands (63 inches) and preferably taller. The larger horse presents a much better appearance and lends its size to the more efficient accomplishment of duties.

Conformation, the horses anatomical structure, is another

very important factor to consider. Conformation could affect the horse's ability to work and perform the police function. Poor conformation could reduce the horse's usable time.

The average life expectancy of a horse is 20 to 35 years. The average police service time is from 10 to 15 years. The ideal age of a horse selected for police service is 3 to 7. Horses of this age span are developed sufficiently to withstand the rigors of training and service. Naturally, older horses have reduced street life.

Horses come in many different colors and color patterns. Color has no effect on the horse's ability. If possible, horses should be similar in color because of uniformity. Dark bay, black, or near black serve this purpose well and present a very pleasing appearance with the mounted officer.

Dispositions vary among horses, a police horse must be gentle and free of vicious habits such as biting and kicking. Vicious habits are undesirable and are sometimes very difficult to overcome. Relative to disposition, gender must be considered. Geldings have a better disposition for police service. Geldings tend to get along with other horses. (Geldings are castrated male horses). Mares are not generally selected because of their breeding cycle. They also tend to be disruptive when in close quarters with other horses. Stud horses are rarely used because of their natural aggressiveness.

When selecting a horse there should be a 30 day trial period. During this time the horse should be evaluated for

suitability by the police trainer. The horse should also receive an extensive veterinary examination to determine conformation and to detect health problems which may limit the horse's usability in police service. Horses offered without a 30 day trail period should not be considered.

#### VETERINARIAN

The horse must be on a worming program. This requires a veterinarian to visit the stable on six month intervals, Spring and Fall. The veterinarian will tube worm each horse and update his vaccinations. This service can be provided by any of several veterinarians in the area specializing in large animals and horses. The estimated cost of this service for four horses per year is \$511.00. This does not include emergency service for injuries. Information from other mounted departments indicates injuries are not a significant problem.

#### STABLING

##### Care of the Horse

There are many factors that must be considered in taking care of a horse. The horse must be fed twice a day, 12 hours apart when possible. Each feeding consists of four to five pounds of grain and hay. The water bucket must also be filled at this time. Each day the stall must be picked up, the manure and urine soiled bedding removed, and replaced with

clean, dry bedding. The water buckets must also be cleaned and refilled.

The horse himself must also be cared for. He must be curried and brushed before each day's patrol. His feet must also be checked and cleaned both before and after patrol duties. If it is summer, or the horse has worked up a sweat, special attention must be given to properly cooling out the horse before he is returned to his stall.

##### Stable Location

At this point there are several ways in which to proceed. Does the police agency desire to have it's own stable located in a downtown area? There are several locations that could be made suitable for this purpose. There are many cost factors that must be taken into consideration. Among these are:

1. Property acquisition.
2. Capital improvement and conversion expense.
3. Stablehand employment.
4. Loss of police officer man hours due to stable duties.

A second option would be to locate the police mounts at a commercial stable close to the city. This option has the obvious drawback of having to transport the mounts into the city each day. All care would be provided by the stable. But in this option, the four previously mentioned cost factors

do not exist. Considering both options, the second is by far the most cost effective. There is some loss in street time due to transportation, but over all the expense would be much less than supporting a police stable.

#### FARRIER

Horses should have their shoes reset or replaced every six to eight weeks. Each shoe should have Borium affixed at three points, the toe and the two heels. This provides for better traction on hard surfaces.

The police division would contract with a farrier to shoe all the horses on a year round basis. The shoeing would be done at the stable, but could also be done on the street in emergency cases.

#### TRANSPORTATION

Transportation is the key to versatility. The police agency must be able to move the unit to any area of Cincinnati as the need arises. This need for mobility is present even if the horses are stabled in the primary area of patrol.

#### Horse Trailers

In a four man unit there should be two trailers. This gives versatility by time and location. Should additional trailers be needed in emergencies, the extra trailers could be provided by mounted police officers' private trailers,

paid for on a per mile basis.

Agencies should consider two horse tag along trailers, extra high and extra wide. Each would be pulled by a 3/4 ton pick up truck. Each truck and trailer could transport officers, equipment and mounts to any location.

#### COST

It is impossible to make definite statements concerning costs which would be accurate for all police agencies. However, as an example, the estimates for the City of Cincinnati are fairly representative of start up expenses for any agency.

Tables 1 through 6 provide examples of estimated costs.

TABLE 1  
COST SUMMARY

First Year		
Initial Cost - Police Budget	\$ 12,691.00	
Initial Cost - General Fund	\$ 15,000.00	
Total	\$ 27,691.00	
Cost Per Year Police Budget After First Year	\$ 11,144.00	
Total Cost Per Year After First Year	\$ 11,144.00	
Total		
Total Cost Per Year Police Budget	\$ 38,835.10	
Total Cost First Year General Fund	\$ 15,000.00	
Total Cost First Year	\$ 53,835.10	
Cost Per Horse Per Month	\$ 232.16	

TABLE 2  
INITIAL COST SUB-TOTAL POLICE BUDGET

Two Horse Trailer	Two @ \$2,941.00	\$ 5,882.00
Boots	Four @ \$74.95	299.80
Training, Horse & Rider	Four @ \$680.00	2,720.00
Breeches	Four @ \$71.35	285.40
Tack		2,723.00
Barn Equipment		261.00
Medical Exam - New Horse Five @ \$60.00		300.00
Horse Extra Tack		219.30
Total		\$12,691.10
Initial Cost Sub-Total General Fund		
Truck 3/4 Ton Pick Up	Two @ \$7,500	\$15,000.00
Total		\$15,000.00
Cost Per Year Sub-Total Police Budget		
Stabling Service on Two Trucks	Four @ \$1,786.00	\$ 7,144.00
		<u>4,000.00</u>
Total		\$11,144.00

TABLE 3

INITIAL COST TACK AND EQUIPMENT POLICE BUDGET

Hunt Bridle	4	@ \$ 44.15 ea.	\$ 176.60
D Bits	4	@ 11.50 ea.	46.00
Fillis Stirrups	4 pr.	@ 12.50 ea.	50.00
Spurs	4 pr.	@ 9.95 ea.	39.80
Girth	4	@ 57.05 ea.	228.20
Stirrup Leathers	4 pr.	@ 15.30 ea.	61.20
Halters	4	@ 4.60 ea.	18.40
Saddles	4	@ 388.50 ea.	1,554.00
Saddle Covers	4	@ 5.40 ea.	21.60
Stable Sheets	4	@ 21.35 ea.	85.40
Saddle Pad	4	@ 40.00 ea.	160.00
Brushes, Combs Etc.	4 set	@ 10.00 ea.	40.00
Saddle Bags	4	@ 24.95 ea.	99.80
Lead Ropes	4	@ 1.50 ea.	6.00
Insulated Blankets	4	@ 34.00 ea.	136.00
		<b>TOTAL</b>	<b>\$2,723.00</b>
Extra Tack			
Pelham Bits	4	@ 24.80 ea.	\$ 99.20
Girth	4	@ 57.05 ea.	114.10
Lead Ropes	4	@ 1.50 ea.	6.00
		<b>TOTAL</b>	<b>\$ 219.30</b>
Barn Tack			
Clippers			\$ 78.60
E-Z Boots			120.00
Lounge Lines	4	@ 5.75 ea.	23.00
First Aid & Medi- cine			40.00
		<b>TOTAL</b>	<b>\$ 261.60</b>
		<b>GRAND TOTAL</b>	<b>\$3,203.90</b>

TABLE 4

STABLING COSTS PER YEAR PER HORSE

Stabling (including hay, grain mixture, bedding and stable hand)		\$1,440.00
Veterinarian		127.00
Farrier		219.00
	<b>Total</b>	<b>\$1,786.00</b>
Stabling Cost Per Year for Four Horses		\$7,144.00
Training Cost Four Men, Four Horses, Three Months		
Hay and Feed	4 @ \$150.00	\$ 600.00
Bedding	4 @ 50.00	200.00
Rental of Stable & Training		NO CHARGE
Riding Instructor	4 @ 480.00	1,720.00
	<b>Total</b>	<b>\$2,720.00</b>

TABLE 5

DEPRECIATION - LIFE EXPECTANCY

Horses	20 years
Horse Trailers	10 years each
Saddles	20 years
Other Tack	5 years
Boots	2 years
Trucks	7 years

TABLE 6

COMPARATIVE FOUR AND SIX HORSE COSTS

	Four Horse	Six Horse
Initial Cost	\$27,691.00	\$32,555.00
Cost Per Year	11,144.00	14,716.00
Cost Per Horse Per Month	232.16	204.38

SUMMARY

When a mounted police unit is first considered, it is natural to think of it as an expensive means of transportation, a luxury that most police agencies cannot afford.

A more in-depth look at mounted police patrol reveals just the opposite. In fact, when the cost of one horse per month is compared to the cost of one police vehicle per month, it can be seen that the police vehicle is more than two times more expensive than the horse. When the functions and special abilities of the horse unit are also considered, the value to the police division and the municipality is multiplied many more times.

The cost of this service is, of course, an important factor. When mounted patrol is compared to other innovations in the police field, we find mounted police units are very cost effective. The initial cost of \$28,000 and the cost per year of \$12,000 are very low when one considers the many potential functions a horse unit can perform.

CHAPTER IV  
SPECIAL ISSUES IN MOUNTED POLICING

Whenever a new idea is formulated and implementation attempted, there arise special problems and considerations. This chapter will explore some of the special issues which may be encountered in the implementation of a mounted police unit.

OVER COMING INERTIA

A police agency develops a certain amount of inertia as it progresses. Modern programs are developed as the agency progresses toward the unattainable goal of efficiency. Often inertia created around a modern program restricts the police agency's ability to reexamine past police procedures which could be reintroduced with some likelihood of success. A victim of such inertia, in some jurisdictions, is the mounted police program. Some administrators would see the utilization of horses as a step back into the past, quaint, but hardly cost effective. Many administrators only knowledge of horses and their potential for police service is that they were once used and for the most part they were abandoned with the advent of the automobile, thus, it becomes difficult for many to even conceive of horses in policing.

A successful procedure in overcoming the resistance to horse units which many police administrators are likely to have must consider the following elements:

1. A carefully written history of horses in policing and their original functions need to be examined.



2. The forces which make the horse unit amenable to modern day policing must be made clear to agency administrators.
3. A well documented strategy and tactical plan must be devised which illustrates the potential effectiveness of horses in modern policing.
4. The afore mentioned plan spanning several years, must be conceived with particular attention given to cost effectiveness.

#### POLITICAL ISSUES

A surprising development occurs with the implementation of a mounted unit. Simply put, mounted police units are very popular. The experience of several agencies, in fact, shows the mounted police units are so popular that the idea of disbanding them is met with strong community resistance. The net effect is that some police administrators view this resistance as a major liability on their discretion in manning the police department.

However, this popularity may also be viewed in a positive light. How many police activities and operations can generate anything near the level of support which the horse unit can? The police in today's society need all the support they can gather, particularly if the source of that support is an effective measure in the reduction of crime.

#### QUASI MOUNTED OFFICERS

One version of the quasi mounted unit is the private citizen adorned in a police uniform sitting on a horse. The

citizen volunteers his time and horse in an attempt to assist the police in whatever way they deem necessary. However, the police administrator must consider the limitations of the citizen by virtue of their lack of training and police power. There is of course, the higher risk of accident when using an untrained unit.

There are many volunteer mounted police units across the country, staffed by poorly trained citizens riding horses which are similarly untrained. The result can be citizen complaints and law suits. The police administrator should be made aware of the obvious limitations of these units and be highly selective in their use. The administrator must insist that these citizen volunteers meet minimum levels of proficiency and training.

#### Police Officers Utilizing Privately Owned Mounts

There are several agencies utilizing mounted officers who are using their own horses.<sup>1</sup> Here again the police administrator should set some minimum standards of training and proficiency for both officer and mount. This type of mounted unit is much more valuable and versatile because it does utilize sworn police officers. However, the administrator must recognize the limitations imposed by the lack of training for both.

<sup>1</sup> Ellis Asper, The Police Chief, "Funding A Mounted Police Unit," March, 1982, p. 36.

### LEGAL ASPECTS

While civil liability guidelines do apply to the mounted unit, and its actions, there is a dearth of information available in literature and the law. Some communities have enacted legislation to restrict animals from certain areas. Parks, for example, often restrict horses to only the bridle trails. Police horses of necessity must be exempted from this restriction in order to carry out their functions.

Before implementation of a mounted unit, the chief legal officer of the political jurisdiction should confer with the major police planners for the horse project. Such discussions should accomplish the necessary legal foundations for the establishment of the horse unit.

### SANITATION AND ANIMAL WASTE

A question that is frequently asked is what effect the horse manure distributed on the public street, may have on the health of citizens in the community. Other problems arise around the waste issue. Business owners, for example, are afraid that enormous piles of manure will accumulate in front of their establishments. Others are fearful that the smell will be so bad that no one will venture to the city. All of these fears are absolutely unfounded, as the record will show. First, manure will not pile up. Most of the manure will be left at the stable. This manure will be dis-

posed of by spreading it on the pasture as fertilizer or giving it away to be used on home gardens.

People in cities today have had little or no firsthand experience with horse manure. Usually, their experience extends to the dog manure found on their sidewalks. However, dogs are carnivores and their feces, similar to human's is very nauseous. The horse, on the other hand, is a strict vegetarian, eating grasses and grass seeds. Horse manure, in effect, is much like wet grass shavings. After the manure has dried and decomposed, it is almost impossible to tell it from grass.

Most of the manure dropped by a mounted unit will be deposited in the roadway where it will be quickly degraded by traffic. Every city having a mounted police unit has commented that manure is of little consequence.

### SUMMARY

Along with any new idea and attempted implementation special problems will arise. Police mounted units are no exception, overcoming inertia, political considerations, quasi police units, legal concerns and sanitation issues all comprise a package of perceived problems which in the last analysis are not problems at all. Well documented research and careful articulation of the reality of the police unit to administrators and the citizenry will overcome any and all resistance to the mounted unit.

CHAPTER V

CONCLUSION

When a mounted police unit is first considered, one thinks of an expensive means of transportation, a luxury most police agencies cannot afford.

A more in-depth look at mounted police patrol reveals just the opposite. In fact, when the cost of one horse is compared to the cost of one police car, we find the police cruiser to be more than twice as expensive.

When people consider the functions of a police force, usually they consider the obvious ones such as catching criminals, preventing crime, issuing traffic tickets and directing traffic. Very little consideration is given to the citizen's perception of his safety, police public relations, crowd management and the overall effect on the police mission. The first of these functions, the citizen's perception of his safety is probably the most important function of a modern police organization, and is generally not well attended to.

SUMMARY

The mounted police officer has some special advantages, over the traditional methods of police patrol relative to meeting the goals of the police organization.

Developing both a perception and reality of a safe environment is the single most important function of a police agency and is highly dependent on a strong police presence. citizen needs to know the police are around, to protect him

/her from the criminal and to give aid if needed. Visible patrol is the key. Uniformed police in marked police cruisers are a manifestation of this strategy. The mounted officer in comparison, is six to ten times more visible than the officer patrolling the streets than the officer either on foot or in a cruiser. When considering this function alone, a mounted officer can do the work of six to ten officers deployed in other modes.

Second, police deter and suppress criminal activity. This function is closely related to a citizen's perception of his safety. Both are dependent on high visibility patrol. The mounted officer is highly visible atop his five foot high mount. The officer's range of observation is much greater atop the horse when compared with what it would be deployed in another means of transportation. Similarly, he can be seen from much farther away.

Third, a mounted police officer is first and foremost a law enforcement agent, using a horse as a means of transportation. The officer is the provider of police service. When an officer is needed, how he is transported to the locus is of little importance, so long as he arrives promptly. After arriving the officer can provide almost any service provided by an officer using a vehicle. There are of course, obvious limitations. The horse can not be used to transport sick or injured persons to a hospital or prisoner to a jail. However, each type of transportation has inherited limitations.

In a congested city or open parkland, the automobile is not nearly as maneuverable as the mounted officer.

Fourth, as a public relations tool, the mounted officer is unsurpassed. Police agencies are becoming more aware of the importance of good public relations. The police can no longer be expected to function without help from the citizens of their community. The mounted officer's horse acts as a catalyst for improving relations between the officer and the citizen he contacts.

Another factor related to public relations is the community pride generated by the mounted horse unit. In this day many communities evidence little enthusiasm or pride in their police department. But almost without exception, when talking to people from a city having mounted officers, they are very proud of their horse unit, and also their police in general.

Fifth, as a crowd management technique, the mounted police officer is the most efficient and effective. Large crowds fall into two basic types: demonstration; recreational or spectator crowds. Each has the potential for violence. The problem facing the police administrator is how to best control a crowd at the lowest possible cost without generating bad public relations. The mounted officer is ten times more effective in a crowd control situation than an officer on foot. In short, experience has shown that the horse can not only be cost effective in crowd control, but be employed with

a less likely outcome of personal injury and tarnished police image.

Sixth, the mounted officer's capabilities at special events and disasters are numerous. In fact, their broad range of capabilities in this area has the net effect of freeing up police officers who would otherwise be assigned special duties at these locations.

Finally, the horse can be a versatile means of transportation. In a congested city or open parkland the horse is much more efficient as a means of transportation than a police car. Surprisingly, its cost is estimated at only half that of a police car. In a study on mounted units, L. Marshak comments on the cost effectiveness of horse patrol:

The use of the mounted patrol in areas of high street crime and extended parkland compares favorably with other methods of policing in cost and crime reduction. The Boston program involved intensive training of the officers and horses and was more economical than the two-man cruiser patrol. The Massachusetts State Police Unit also proved an effective<sup>1</sup> tool in reducing crime in the State parks.

The cost of a mounted police unit is always a critical issue. There are many variables affecting the total cost of such a unit depending on the specific geographic area and the needs to be addressed.

<sup>1</sup> L. Marshak, Mounted Patrol, MRI - Municipal Police, April, 1979, p. 14-18. Abstract from National Criminal Justice References Services Accession Number 09900.00 056002.

Cost examples:

	<u>Four Horse</u>	<u>Six Horse</u>
Initial Cost	\$27,691.00	\$32,555.00
Cost per Year	\$11,144.00	\$14,716.00
Cost per horse/per month	\$ 232.16	\$ 204.38

These are only estimated costs for this particular study and may vary according to the individual needs of the department involved. The above figures show that the cost of a mounted unit are not as high as one might imagine. When one considers the versatility of the mounted unit, it is seen even more favorably.

#### Implications

Mounted police officers can no longer be considered a novelty seen only at parades, grand openings, and special occasions. The modern mounted units are highly trained and motivated providing a valuable service to the police and community alike.

The thought of police officers utilizing horses in their work sometimes is not taken seriously, particularly by those who do not understand the mounted officers function. If one takes the time to look at police goals and how these goals can be achieved more efficiently, mounted police units are a worthwhile approach.

The police must be on the cutting edge of change. They

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must change in order to keep in pace with the ever-changing needs of the community. There is a constant need for research and evaluation of police practices seeking better, more efficient ways to accomplish goals. Law enforcement must not fall into the false impression that they have discovered the ultimate program(s) and no longer have the need for research and evaluation.

Mayor Kevin H. White and Police Commissioner Joseph W. Jordan, City of Boston sum up the potential of mounted police:

Each and every resident of Boston deserves to live in a safe and peaceful neighborhood. Citizens are entitled to the highest quality police service possible. In response to residents' concerns about reducing crime, we have increased the mounted police patrol to cover all of Boston's neighborhoods. An expanded Mounted Unit represents a tested urban strategy that can combat contemporary problems.

Other police agencies would do well to explore the potential for mounted units in their communities.

<sup>1</sup> Kevin H. White and Joseph M. Jordan Police Commissioner, City of Boston, Mass. Booklet produced by the Boston Police Department in cooperation with the Mayor's Public Safety Staff, Mounted Police, 1979.

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