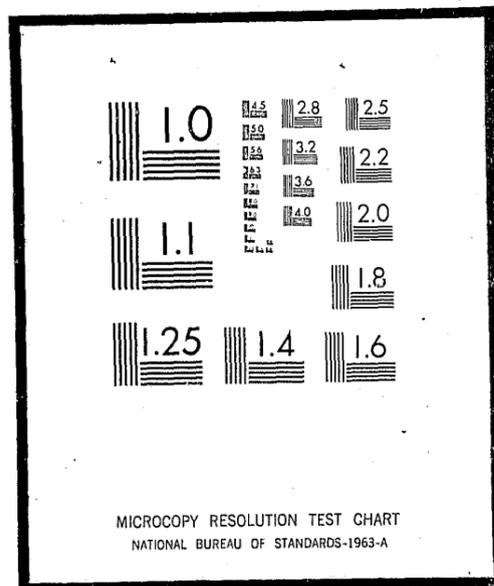


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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
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6/21/76

R-76-104

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Maryland, Police Operations and Training
Manual Evaluation

REPORT NUMBER: 75-55

FOR: Maryland Governor's Commission on Law Enforcement
and the Administration of Justice; and the Mary-
land Police Training Commission
Maryland Population: 3,922,000
State Area: 10,577 square miles

CONTRACTOR: Westinghouse Justice Institute

CONSULTANT: Dr. Charles M. Girard

CONTRACT NUMBER: J-LEAA-003-76

DATE: January 1976

32621

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Foreword

The Maryland Governor's Commission on Law Enforcement and the Administration of Justice and the Maryland Police Training Commission requested technical assistance to evaluate the use of the Police Operations and Training Manual by law enforcement agencies in the State.

Requesting Agencies: Maryland Police Training Commission,
Mr. Robert Van Wagoner, Executive Secretary

Maryland Governor's Commission on Law Enforcement and the Administration of Justice (State Planning Agency), Mr. Thomas A. Selemme, Police Programs Manager

Approving Agency: LEAA Region II (Philadelphia), Mr. Edwin S. Shriver, Police Specialist.

1. INTRODUCTION

During Fiscal Year 1971, the Maryland Police Training Commission was awarded a grant from the Maryland Governor's Commission on Law Enforcement and the Administration of Justice to develop the Police Operations and Training Manual. The purpose of the manual was to provide basic information and instruction in selected areas of law enforcement to assist patrolmen to make value judgments and educated decisions while on routine patrol. Subjects included such topics as preliminary investigations, handling abnormal persons, and civil disturbances. Approximately 9,500 copies of the manual were distributed to police, security, and sheriffs' organizations throughout the state during Fiscal Year 1973 and 1974.*

Since the original distribution, law enforcement agencies have increased in size, and numerous changes in police procedure and the law have occurred. Based on these circumstances, in 1974 the Police Training Commission sought aid from the Governor's Law Enforcement Commission to update the manual, providing the revisions to the original recipients and printing an additional 5,000 copies to fill outstanding requests for the document. Cognizant of the many and diversified needs of the law enforcement community vis-a-vis the limited financial resources available through the Governor's Commission, this project was deferred during the midyear meeting of the Commission to provide time for the conduct of an evaluation to document the actual utilization of the manual by law enforcement agencies throughout the State.

In an effort to gather information as to the use of the manual, in late 1974 the Governor's and Police Training Commissions' staffs, working in cooperation with Maryland's regional law enforcement planners, surveyed various law enforcement agencies.** The survey findings indicated that, of the 80 percent of the departments that responded:

- 58 percent reported that they frequently used the entire manual.
- 72 percent indicated that they frequently used the Criminal Law section.

*Fourth Through Eighth Annual Report to the Governor, the Secretary of Public Safety and Correctional Services and Members of the General Assembly, a report prepared by the Police and Correctional Training Commissions, undated, p.97.

**This survey was of an unstructured nature. Interviews were by telephone and no questionnaire form was utilized. Further, a list of the respondents polled was not maintained. This fact was documented during a interview with staff of the Governor's and Police Training Commission conducted on October 24, 1975.

Based on these findings, those conducting the survey posited two primary recommendations. First, it was recommended that the Governor's Commission award the Training Commission funds to reprint and distribute the Criminal Law section. Second, the staff suggested that further analysis was warranted concerning the use of the remaining sections of the manual prior to final decisions being made in terms of its update and distribution. As a result, the Governor's Commission on Law Enforcement and the Administration of Justice requested help through the LEAA technical assistance program to determine why various law enforcement personnel in the State of Maryland are not using the entire Police Operations and Training Manual.

2. UNDERSTANDING OF THE PROBLEM

The objectives of the technical assistance assignment were to:

- Determine whether the manual is being used.
- Document the frequency and type of use made of the manual.
- Provide recommendations as to improvements, alterations, etc., that might be made to the manual.

When technical assistance was requested from LEAA, Maryland officials felt that the objectives set forth above could be fulfilled by an outside advisor through the design and application of a methodologically sound survey instrument and the conduct of a number of on-site visits to selected Maryland police agencies. As such, only 5 days of professional time was requested through the LEAA Technical Assistance program.

Due to the potential impact of the evaluation on police operations in the State of Maryland and the fact that it was estimated that over \$47,000 would be required to update, print, and distribute the manual over and above the costs of upgrading the Criminal Law Section, the Consultant assigned to the project in cooperation with officials of the Governor's and Training Commissions concluded that it was not feasible for the Consultant to undertake a "methodologically" sound survey within the time frame of the assignment. Thus, to ensure that maximum benefit was derived from the technical assistance program, and to enhance the overall value of the statewide evaluation, it was agreed that the project work plan would include the following steps and be undertaken by representatives of those organizations specified in the following tabulation:

Develop Survey Methodology	Governor's and Training Commission staff in conjunction with T.A. advisor
Design Survey Instrument	Governor's and Training Commission staff in conjunction with T.A. advisor
Pre-test and Revise Survey Instrument	Training Commission staff in conjunction with T.A. advisor.
Tabulation of Survey Results	Training Commission staff
Interpretation of Survey Results and Report Preparation	T. A. advisor

Moreover, the work described herein is the result of a joint and cooperative effort between officials representing two agencies of the State of Maryland and the technical assistance Consultant. As such, the scope of the survey methodology and the number of survey participants were significantly expanded over that which could have been realized under the original technical assistance request. Further, through direct participation in the research process, State officials developed a keen understanding of the reliability and validity of the survey findings.

3. SURVEY METHODOLOGY AND FINDINGS

3.1 Survey Methodology

In an effort to develop valid research findings, close attention was paid to the identification of a representative sample of users of the Police Operations and Training Manual, the design of research instruments, and the administration of the survey. Notably, the overall research process had a dual focus. On the one hand, an effort was made to solicit opinions regarding the manual from those whom it was designed to assist. On the other hand, in that the manual was designed as an operational and training aid, those responsible for basic academy instruction throughout the state were also queried as to the viability of the document.* Moreover, to provide a clear picture of all the steps taken in the research, various aspects of both surveys (i.e., those for whom the manual was designed as well as trainers) are detailed in the following paragraphs.

3.1.1 Statewise Survey of Patrol Officers

The following three major aspects of this survey are discussed below: The nature of the survey universe; the development of the research instrument; and, the conduct of the survey.

The major independent variable that served as a keystone to the overall research design was the primary user group for whom the Police Operations and Training Manual was developed -- the patrol officer. In addition, line agency supervisory personnel responsible for daily patrol operations were considered significant in terms of the usage/nonusage of the manual by patrol officers. As such, the survey universe was defined using the following criteria to draw a geographically stratified sample in an effort to ensure that patrol officer opinions resulting from the work were representative:

- Patrol officers and supervisory personnel from all twelve of the Police Training Commission's Training Zones were to be included in the sample to ensure comprehensive geographic input.
- Patrol officers and supervisory personnel representing one small and/or medium size agency in each training

*This research parameter was included by the Consultant to enhance the value of the overall effort as well as to afford an additional and important perspective to the engagement. As such, representatives of the Governor's and Training Commissions did not participate in this segment of work, which exceeds the scope and requirements of the technical assistance assignment.

zone, together with officers from the State's six major law enforcement agencies, were to be surveyed. This criterion was employed to provide feedback from officers representing a sample of law enforcement agency types, by size, common to the State of Maryland.*

Two major steps were involved in the development of the research instrument. First, a preliminary survey questionnaire was designed. This instrument was structured using closed questions so as to be simple, clear and brief.

Second, to determine the instrument's reliability and enhance its validity vis-a-vis the research findings, it was pretested.** The pretest was carried out with the evening shift of the University of Maryland police force. Following the test, minor revisions were made to finalize the survey instrument (see Appendix A, which includes the preliminary instrument and the revised questionnaire).

*Small agencies were defined as having less than 50 sworn officers, of which there were to be approximately six included in the sample. Medium-size agencies were defined as having more than 50 but less than 300 officers. Six medium-size agencies were included in the research. Notably, criteria for the selection of particular small and medium-size agencies in the sample, in addition to their geographic distribution, were the past experience of the Governor's and Training Commissions' staff in working with such agencies, and the willingness of the agency to participate in the research. Moreover, while this did not provide for a true random sample of agencies, both the Maryland officials participating in the research and the Consultant felt that, by using these factors in agency sample selection, a higher probability existed for the survey to be administered to a larger sample of patrol officer throughout the State.

**Instrument reliability and validity are critical aspects of any research process. In terms of the engagement, no effort was made to statistically validate the instrument utilized. Rather, a simplified pretest was employed to insure that the survey instrument was reliable and provided valid results. That is, an instrument that does what it was intended to do is valid; and, if it does so when used repeatedly, it is considered reliable. Moreover, this process was employed so as generalizations could be made based on the sample data. For a discussion of the need to consider instrument validity and reliability, see E. L. Struening and Marcia Guttentag, editors, Handbook of Evaluation Research: Volume I, Beverly Hills, CA: Sage Publications, 1975, pp. 289, 328 and passim.

To facilitate understanding of the significance of the survey findings, which are presented elsewhere in this report, a number of factors related to the administration of the survey as well as an indication of those agencies which participated in the research are discussed in the following paragraphs. These concern the distribution of the survey instruments; the survey instructions accompanying the materials distributed; and the type, location, and response rates, etc. of those agencies that participated in the research.

Two aspects of the distribution process warrant review. First, State of Maryland officials contacted agencies in each Training Zone in terms of their participation in the research. Second, after receiving agreement from the various organizations noted in Section 2 in terms of their inclusion, an explanatory letter as well as a package of questionnaires was forwarded. Appendix B contains copies of the communications issued by the State.

As noted above, instructions were included in the packages distributed. Key aspects of these instructions were as follows:

- The survey questionnaires were to be administered to only one shift; specifically the entire afternoon/evening shift of small and medium size agencies, and one district, barracks, etc. in the large departments.
- Patrol officers and supervisors on the shift were to complete the questionnaires.
- A copy of the Police Operations and Training Manual was to be displayed by the ranking officer administering the survey.
- Respondents were not to sign the questionnaire form.

Moreover, the instructions were designed to enhance the validity of the research by calling for the systematic distribution of survey forms in proportion to agency size. The approach of distributing questionnaires to only one shift per agency permitted hand tabulation of survey results.

A breakdown of the agencies that participated in the research is presented in Table 3-1. A total of 185 patrol officers representing 14 agencies completed the questionnaire. Over 60 percent, or 112, of those officers were from large departments having 300 or more men; the remaining 73 respondents were from small and medium-size agencies. While it was originally anticipated that for data analysis purposes the information from small and medium-size agencies would be aggregated separately, State of Maryland officials while summarizing the findings felt that the 23 responses from departments with less than fifty men were not a sufficient number to be analyzed separately.

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TABLE 3-1

Agencies Participating in Patrol Officer Survey

<u>TRAINING ZONE</u> a/	<u>AGENCY</u>	<u>AUTHORIZED STRENGTH</u>	<u>NUMBER OF RESPONDENTS</u>
1	Cumberland	70	9
2	Frederick	74	11
3	Howard County	150	16
	Baltimore County	1,180	26
4	Gaithersburg	6	6
	Montgomery County	789	16
5	Baltimore City	3,433	27
7	Annapolis	94	14
	Anne Arundel County	368	10
8	Laurel	21	7
	Prince Georges Co.	935	13
10	Easton	20	3
12	Mass Transit Admin.	42	7
	Maryland State Police	1,463	20
		Total Responses	<u>185</u>

a/Zones No. 6, 9 and 11 were not represented albeit State of Maryland officials requested that Bel Air, La Plata and Salisbury participate in the research. Each of these fell into the "small" agency category as defined for project purposes.

3.1.2 Statewide Survey of Certified Training Academies

The Rules and Regulations of the Maryland Police Training Commission require that each student participating in a minimum standards entrance level program have a copy of the Police Operations and Training Manual. As a result of this mandate and based on the assumption that if each student had the manual it was used as a training aid during the basic course, the State's certified training academies were surveyed to determine the viability of the document. The following aspects of this survey are discussed below: (a) the research instrument, (b) the conduct of the survey, and (c) the makeup of the sample.

The survey instrument was comprised of open-ended questions focusing on such topics as the reasons undergirding use/nonuse of the manual; how the manual might be improved; what specific sections need improvement; and whether the manual should be updated, reprinted and distributed to Maryland law enforcement agencies. A facsimile of the survey instrument is attached in Appendix C.

The survey was administered by the Consultant. Specifically, on December 31, 1975, representatives of the following certified training academies were interviewed by telephone:

- ● Sparrow's Point.
- ● Anne Arundel County.
- ● Baltimore City.
- ● Baltimore County.
- ● Frederick City.
- ● Maryland State Police.
- ● Montgomery County.
- ● Prince Georges County.

The Howard County and Natural Resources Academies were also contacted. However, personnel with sufficient knowledge of the programs were not available due to vacations, meetings, or other absences. Overall, the sample included 80 percent of Maryland's certified training academies.

3.2 Results of the Research

In presenting the results of the research, data are discussed in relation to the statewide patrol officer survey, followed by a review of findings developed during the Police Training Academy survey. More specifically, in detailing opinions presented by patrol officers, the following types of responses are covered: the usage of the manual, the frequency of usage concerning particular sections, and reasons underlying nonusage of the manual. Importantly, this data is discussed in relation to the total sample and also in terms of responses received from the large departments and the small and medium-size agencies. With regard to the opinions of trainers, the following topics are covered: usage of the manual, reasons for using the document, and the propriety of updating and reprinting the document.

3.2.1 Statewide Survey of Patrol Officers

To ensure that the information provided by those responding to the questionnaire could be employed in making decisions with regard to the Police Operations and Training Manual, two basic issues had to be considered. First, it was necessary to determine how many of the respondents actually had copies of the manual. Second, it was important to establish whether the respondents understood how to use the document.

Of the 185 officers that participated in the research, 90 percent reported that they have a copy of the manual. More specifically, 93 percent of those representing large departments provided an affirmative response to this question, while 63 of the 73 officers from small and medium-size agencies indicated that they have the document.

In terms of those that have the manual, 59 percent of the respondents from large departments reported they use the document. Fifty-two of 63 (or 83 percent) of those having the manual from small and medium-size agencies stated that they used it in some manner.

In terms of personnel understanding how to use the document, nearly 50 percent of the total reported that it had been explained to them when it was issued. Notably, this was the case only 35 percent of the time among those from the large agencies, whereas 44 officers, or 72 percent of those responding to this question from small agencies, reported that an explanation had been afforded them when they were given the document.

The locations where the manual is utilized and the purposes for its use are summarized in Table 3-2. Notably, over 37 percent of all officers that reported they have and use a copy of the manual responded to the question dealing with how they utilized this document. (Analysis of the source documents indicated that no multiple answers were provided to this question.)

Another finding related to Table 3-2 dealing with how the manual is used concerns whether officers carry the manual with them while on duty. Table 3-3 details the responses to this inquiry. Of all those reporting they have the manual, nearly 165 (or 99 percent) responded to this question.

The usage of each section of the manual by all the patrol officers, those representing large agencies, and those from small and medium-size units answering this question is reported in Tables 3-3 through 3-5. On the average, more than 27 percent of the 112 officers reporting that they have and use the manual responded to sections one through twelve of this question. Over 96 percent of those same officers answered with regard to the Digest of Criminal Law Section of the manual.

Two questions were included which focused on the issue of nonusage. One question (the findings of which are reported in Table 3-6 dealt with the physical size of the document. Of all those officers reporting they had the manual, 165 (or 99 percent) responded to this question.

TABLE 3-2

Patrol Officer Utilization of The Operations and Training Manual

(Percent)

<u>Purpose and Location of Use</u>	<u>Large Agencies</u>	<u>Small and Medium Agencies</u>	<u>Combined Total</u>
On patrol at scene of problem	12	8	10
At station during prisoner processing, booking, etc.	21	21	21
At station or other site during training	67	71	69
Total	100	100	100

TABLE 3-3

Manual Carried While on Duty

(Percent)

<u>Response</u>	<u>Large Dept.</u>	<u>Small and Medium Size</u>	<u>Combined Total</u>
Yes	32	10	24
No	68	90	76
Total	100	100	100

TABLE 3-4

Sections of the Manual Used By All Respondents

Section Number and Title	Percentage Utilization			Total
	Not At All	Seldom	Frequently	
I. Functions of Law Enforcement	29	56	15	100
II. Preliminary Investigation	31	49	20	100
III. Information Gathering	26	56	18	100
IV. Proper Use of Equipment	30	54	16	100
V. Emergency Medical Procedures	34	47	19	100
VI. Civil and Domestic Disturbances	38	47	15	100
VII. Handling Abnormal Patients	41	45	14	100
VIII. Traffic	30	49	20	100
IX. Controlled Dangerous Substances	23	52	25	100
X. Bombs	37	53	10	100
XI. Police Image	37	46	17	100
XII. Special Resources	39	47	14	100
XIII. Digest of Criminal Law* (Article No. 27)	5	31	64	100

*It is important to point out that nearly three quarters of the officers responding to the questionnaire noted that the Digest of Criminal Law is indexed well enough to be easily used.

TABLE 3-5

Sections of the Manual Used by Patrol Officers From Large Agencies

<u>Section Number and Title</u>	<u>Not At All</u>	<u>Percentage Utilization</u>		<u>Total</u>
		<u>Seldom</u>	<u>Frequently</u>	
I. Functions of Law Enforcement	38	49	13	100
II. Preliminary Investigation	40	47	13	100
III. Information Gathering	33	56	11	100
IV. Proper Use of Equipment	42	48	10	100
V. Emergency Medical Procedures	46	44	10	100
VI. Civil and Domestic Disturbances	55	39	6	100
VII. Handling Abnormal Patients	54	38	8	100
VIII. Traffic	42	43	15	100
IX. Controlled Dangerous Substances	31	56	13	100
X. Bombs	49	44	7	100
XI. Police Image	54	38	8	100
XII. Special Resources	54	35	11	100
XIII. Digest of Criminal Law (Article No. 27)	3	35	62	100

TABLE 3-6

Sections of Manual Used by Patrol Officers
From Small and Medium Size Departments

Section Number and Title	Percentage Utilization			Total
	Not At All	Seldom	Frequently	
I. Functions of Law Enforcement	19	64	17	100
II. Preliminary Investigation	21	52	27	100
III. Information Gathering	19	56	25	100
IV. Proper Use of Equipment	17	60	23	100
V. Emergency Medical Procedures	21	50	29	100
VI. Civil and Domestic Disturbances	19	56	25	100
VII. Handling Abnormal Patients	25	54	19	100
VIII. Traffic	17	56	27	100
IX. Controlled Dangerous Substances	13	49	33	100
X. Bombs	25	62	13	100
XI. Police Image	19	54	27	100
XII. Special Resources	23	60	17	100
XIII. Digest of Criminal Law (Article No. 27)	6	26	68	100

TABLE 3-7

The Physical Size of the Manual

(Percent)

Question:	<u>Is Manual Too Big and Heavy?</u>	<u>Large Depts.</u>	<u>Small and Medium Depts.</u>	<u>Combined Totals</u>
	Yes	64	84	72
	No	<u>36</u>	<u>16</u>	<u>28</u>
	Total	100	100	100

The second question dealing with this subject was multiple choice in nature and, therefore, permitted more than one response. A total of 189 responses were provided to the question by the 167 officers that completed the questionnaire. The results of these responses are presented in Table 3-7. In terms of those respondents that indicated "Other", the primary reasons specified took no pattern. The most frequent "Other" response, however, was that the manual was "too bulky".

When questioned in terms of whether they had received the student notebooks that relate to the manual, of the total that indicated they had a copy of the Training and Operation Manual, 35 percent reported that they had received the notebooks, whereas 46 percent stated that these training aids had never been issued to them. These percentages varied slightly between large departments and small and medium-size organizations. Specifically, 40 percent of those representing large departments responded positively to the question concerning receipt of the materials whereas only 25 percent of the small/medium-size agency personnel reported they had received the handbooks. The remaining respondents in both agency groups either did not receive the materials or did not remember.

Those sampled were also asked how often they used the student workbooks that relate to the manual. The responses to this question are presented in Table 3-8.

3.2.2 Statewide Survey of Certified Training Academies

As reported above, eight of the ten certified training academies in Maryland were contacted for purposes of the research. The findings of this survey are detailed in the following paragraphs.

The responses as to the usage of the manual provided by Maryland's police trainers are summarized in Table 3-9. Notably, the one respondent that indicated total use of the manual, when questioned as to "how", reported that ... "it is not discussed in class but simply issued as per Commission regulations." In addition, of those that reported that a "portion" was employed in their training, when queried as to which sections, all four named Section XIII (Digest of Criminal Law).

Five of the eight sampled responded to this issue. Their answers generally fell into two categories. On the one hand, it was noted that the manual was not used in training due to the fact that it was ... "too simplistic and generally did not relate to the needs of the departments that were participating in the training." On the other hand, another of the key reasons proffered for not using the documents was the fact that the academies have their "own" training manuals.

When asked how the manual could be improved, the respondents offered a potpourri of comments. The most frequent recommendations included the following: make it less cumbersome (5 respondents); update Article 27 yearly

TABLE 3-8

Reasons Why the Manual Is Not Used

(Percent)

<u>Reason</u>	<u>Large Depts.</u>	<u>Small and Medium Depts.</u>	<u>Combined Totals</u>
Does not assist in my daily activities	18	30	21
Sections poorly organized (can't find what looking for)	2	0	1
Manual poorly organized (can't find what looking for)	5	0	3
Not explained to me	10	6	9
Contains out-of-date information	14	19	15
Information provided in not complete	9	9	9
Duplicates Information in Department/Agency Manual	32	15	28
Other:	<u>10</u>	<u>21</u>	<u>14</u>
Total	<u>100</u>	<u>100</u>	<u>100</u>

TABLE 3-9

Frequency of Usage of Student Handbooks

<u>Frequency</u>	<u>Large Agencies</u>	<u>Small and Medium Size Depts.</u>	<u>Combined Usage</u>
Frequently	2	13	5
Seldom	45	67	51
Not At All	<u>53</u>	<u>20</u>	<u>44</u>
Total	100	100	100

TABLE 3-10

Utilization of the Police Operations and Training Manual
by Certified Academies

<u>Degree of Usage</u>	<u>Number</u>
Total Manual	1
Part of Manual	4
None of Manual	<u>3</u>
Total	8

(2 respondents); use flyers to augment outdated sections (2 respondents); and break manual into two sections -- Emergency Medical, and Law (2 respondents).

The question of whether the manual should be updated, reprinted, and distributed throughout the State was also raised with the trainers. All eight recommended that the entire manual not be updated and redistributed. However, six supported the idea of improving and redistributing Section XIII, Digest of Criminal Law. Several suggested that this be done on an annual basis.

4. SUMMARY OF FINDINGS AND ANALYSIS

As noted, the objectives of the research were twofold.. First, the study was to determine whether the Police Operations and Training Manual is being used by law enforcement officers throughout the State of Maryland. Second, the survey was to document the frequency and type of use made of the manual. As such, the discussion that follows considers each of these subjects by initially summarizing the key findings vis-a-vis the general utilization of the manual, the frequency of use of particular sections, and reasons why the document is not employed by law enforcement officers. Conclusions as to each of these topic areas are then delineated.

In the consideration of these findings and conclusions, two facts should be kept in mind. First, publication of the Police Operations and Training Manual in the early 1970's was a far-reaching experimental effort not tried by any State and only a few local agencies before that time. Second, as a result of this fact, its developers had little to rely on in terms of documented time-tested tools of this type which had been designed to assist first-line law enforcement officers to do their job. Thus, in a general sense, it may be concluded that the publication of this document was an attempt to enhance the state-of-the-art of police operations and training within a fertile but uncultivated environment.

4.1 Usage of the Manual

4.1.1 Summary of Findings

The key findings with regard to the manual are presented below:

- Of all those sampled that have a copy of the document, nearly 60 percent from large agencies and more than 80 percent of those representing small and medium-size departments reported that they use the manual.
- In terms of being trained to use the document, 35 percent of large agency respondents and 72 percent of those from small and medium-size departments noted that the manual had been explained to them when it was issued.
- The entire manual is not used as an integral part of the recruit curriculum by the State's certified training academies.
- Of those that received copies of the student handbooks that accompanied the manual, 45 percent of the large-agency respondents and 13 percent of the officers from small and medium-size units noted that

they seldom used these training aids. Frequent use was noted by the two groups in 2 percent of the cases among large agencies and 13 percent of the time among the remainder sampled.

- Twelve percent and 8 percent, respectively, of those officers representing large and small/medium-size departments reported that they used the manual on patrol at the scene of a problem.
- In both groups, 21 percent use the document at the station during prisoner processing, booking, etc.
- Sixty-seven percent of those officers from large agencies and 71 percent from small/medium-size departments stated that they used the manual at the station or other site during training.

Moreover, a significant percentage of the 185 patrol officers sampled have a copy of the manual. Further, on the average 6 of every 10 men from large departments and 8 of every 10 officers representing the remaining agencies sampled reported that they utilized the document.

4.1.2 Conclusions

Based on these findings, the following conclusions may be drawn:

- A significant number of those officers that have the manual use it in some way.
- Over twice as many officers from small/medium-size agencies as compared to large departments received an explanation as to the use of the document when it was issued.
- The manual is not being used to a great degree at the scene of police problems. However, it has received extensive utilization as a resource document during prisoner processing and booking and in training sessions. A caveat must be offered vis-a-vis this latter conclusion. That is, the survey documented that the manual is not an integral part of certified training academy curricula and only marginal use is made of the student workbooks. Thus, the findings suggest that the use of the manual for training has occurred in relation to in-service and/or roll call sessions held by the participating departments. (Unfortunately, the time allocated for the conduct of this assignment did not permit the investigation or documentation of these approaches.)

4.2 Frequency With Which Sections of the Manual are Used

4.2.1 Summary of Findings

- Sixty-two percent and 68 percent, respectively, from large and small/medium-size agencies use Section XIII (Digest of Criminal Law) frequently.
- Few respondents representing large departments use Sections I through XII frequently.
- Twenty-five percent or more of the officers from small/medium-size agencies utilize the following seven sections of the manual frequently: Section II (Preliminary Investigations); Section III (Information Gathering); Section V (Emergency Medical Procedures); Section VI (Civil and Domestic Disturbances); Section VIII (Traffic); Section IX (Controlled and Dangerous Substances); and Section XI (Police Image).
- When the seldom and frequent usage categories are combined, on the average 55 percent and 80 percent respectively of those representing large and small/medium agencies use Section I through XII of the manual.
- All the certified training academies that use a portion of the manual reported it to be Section XIII (Digest of Criminal Law) and maintained that it should be updated.
- When the seldom and frequent usage categories are combined, on the average 97 percent and 94 percent of the respondents from large and small/medium-size departments, respectively, use Section XIII (Digest of Criminal Law) of the manual.

4.2.2 Conclusions

- Significant numbers of respondents from large as well as small and medium-size departments use Section XIII (Digest of Criminal Law) frequently. In addition, the certified training agencies using the manual employ the section and called for its update. Thus, the update and reprinting of this section already undertaken by the State was supported by survey findings.

- One out of four officers, which may be considered a meaningful number, used seven sections of the manual in addition to Section XIII (Digest of Criminal Law) frequently.
- When analyzed in concert with the data that resulted from combining the seldom and frequent usage findings, the fact that a large percentage of officers responding to the survey from all agencies reported they used the manual during prisoner booking, processing, and training supports the hypothesis presented above that the manual is, in fact, being used as a training/resource tool by departments throughout the State.

4.3 Reasons For Nonusage of the Manual

4.3.1 Summary of Findings

- The majority of officers stated that the manual is too big and heavy (e.g., 64 percent and 84 percent representing large and small/medium-size departments, respectively). In addition, 90 percent of those from small/medium agencies and 68 percent from large departments reported that they did not carry the manual while on duty.
- Thirty-two percent of the officers from large departments pointed out that the document duplicates information in their agency's manual.
- Thirty percent of the officers answering this question stated that the manual did not assist them in their daily activities.
- Representatives of the State's certified police training academies reported that the manual is too "simplistic", generally does not relate to the needs of the departments participating in the training, and is not used in that the academies have their "own" manuals. In addition, they suggested that only Section XIII (Digest of Criminal Law) be updated and redistributed.

4.3.2 Conclusions

- Based on the fact that the majority of officers responding do not carry the manual with them while on duty, which may be a result of its size, it may be concluded that one of the original objectives for developing the document has not been fulfilled. That is, as stated elsewhere in this report "...the operations section of the manual...is designed to be carried in a patrol vehicle where it may serve as a source of reference during emergency and stress situations."

- In that those representing large departments reported that the manual duplicates information in the agency manual and officers from small units pointed out that the document does not assist them in their daily activities, it does not appear realistic to reproduce the entire manual for redistribution. The comments provided by training academy personnel support this conclusion.
- Comments provided by the trainers suggest that, if the manual is to be incorporated as a part of the recruit curriculum, the material included will have to be made more specific and relate more directly to the needs of those departments represented in the training.

5. RECOMMENDATIONS

In that a great deal of experience has been gained as a result of the development of the Police Operations and Training Manual, and due to the fact that the manual is being used as a resource document and training aid, the following recommendations are made for the improvement of the manual. Importantly, it is felt that all the positive aspects that have been derived from this manual by patrol officers in terms of their upgrading vis-a-vis the overall training process will be lost if certain aspects of the manual are not carried on. As such, specific recommendations are presented below.

5.1 Recommendations

- The Police Training Commission should meet with representatives of the State's certified training academies, a sample of persons responsible for training in local departments, and, shift commanders and first-line supervisors who perform such training. The focus of this meeting should be on the recommendations presented below.
- The following sections of the manual should be expanded upon, updated, etc., in the following order of priority: Section IX (Controlled and Dangerous Substances); Section V (Emergency Medical Procedures); Section II (Preliminary Investigations); Section VIII (Traffic); and Section XI (Police Image).
- The expanded and updated sections should be issued as bound, sole-standing documents.
- The expansion and upgrading of those sections should be completed by practitioners currently involved with law enforcement operation in Maryland (i.e., staff of certified training academies, representatives of local agencies, etc.).
- These materials should not be distributed to all patrol officers throughout the State. Rather, adequate copies should be distributed to all first-line patrol supervisors and above in small and medium-size departments throughout the State. A minimum number of copies should also be provided to the State's six major agencies (i.e., copies for the chiefs office, departmental library, and training officer). If this step were taken, the training and resource value of the manual could be sustained at a minimal cost to the State.

Appendix A

Patrol Officer Survey Questionnaires



Questionnaire Utilized
In University of Maryland Pretest

Police Operations and Training Manual
Questionnaire

To help the State of Maryland improve the Police Training and Operations Manual, please answer the following questions. Do Not sign your name.

1. How long have you been a sworn patrolman with this agency?
 - a. 0 thru 3 years
 - b. 4 thru 7 years
 - c. 8 or more years

2. Do you have a copy of the Police Operations and Training Manual issued by the Maryland Police Training Commission in 1972?
 - a. Yes
 - b. No. If you do not have a copy, do Not complete the questionnaire. Just return it to the person in charge.

3. Was the purpose and use of the manual explained to you when you received it?
 - a. Don't Remember
 - b. Yes
 - c. No

4. How often are you using the various sections of the manual? (Check one box for each section.)

Section No. and Title	Not At All	Seldom	Frequently
I. Functions of Law Enforcement			
II. Preliminary Investigation			
III. Information Gathering			
IV. Proper Use of Equipment			
V. Emergency Medical Procedures			
VI. Civil and Domestic Disturbances			
VII. Handling Abnormal Patients			
VIII. Traffic			
IX. Controlled Dangerous Substances			
X. Bombs			
XI. Police Image			
XII. Special Resources			
XIII. Digest of Criminal Law (Article No. 27)			

5. What are the reasons why you do Not use certain sections of the Manual?
 - a. Do not assist in my daily activities.
 - b. Sections poorly organized (can't find what looking for)
 - c. Manual poorly organized (can't find what looking for)
 - d. Not explained to me.
 - e. Contain out-of-date information
 - f. Information provided is not complete.
 - g. Duplicates information in Department/Agency Manual.
 - h. Other; Please indicate: _____

6. Do you carry the manual with you while on duty?

- a. Yes
- b. No

7. Is the physical size of the manual too big and heavy?

- a. Yes
- b. No

8. Did you receive the student work books that relate to the manual?

- a. Don't Remember
- b. Yes
- c. No

9. How often do you use the student work books that relate to the manual?

- a. Not at all
- b. Seldom
- c. Frequently

10. Do you have any additional comments concerning the Police Operations and Training Manual? If so, please specify what they are.

Revised Questionnaire Utilized In
Statewide Patrol Officer Survey

Police Operations and Training Manual
Questionnaire

To help the State of Maryland improve the Police Training and Operations Manual, please answer the following questions. Do Not sign your name.

1. How long have you been a sworn patrolman with this agency?
 - a. 0 thru 3 years
 - b. 4 thru 7 years
 - c. 8 or more years

2. Do you have a copy of the Police Operations and Training Manual issued by the Maryland Police Training Commission in 1972?
 - a. Yes
 - b. No. If you do not have a copy, do Not complete the questionnaire. Just return it to the person in charge.

3. Was the purpose and use of the Manual explained to you when you received it?
 - a. Don't Remember
 - b. Yes
 - c. No

4. If you use the Manual, when and where do you use it?
 - a. On patrol at the scene of a problem.
 - b. At the station during prisoner processing, booking and report writing.
 - c. At the station or other site during training.
 - d. I do not use the Manual. (If you do not use the Manual go to question number 6.)

5. How often are you actually using the various sections of the Manual? (Check one box for each section.)

Section No. and Title	Not At All	Seldom	Frequently
I. Functions of Law Enforcement			
II. Preliminary Investigation			
III. Information Gathering			
IV. Proper Use of Equipment			
V. Emergency Medical Procedures			
VI. Civil and Domestic Disturbances			
VII. Handling Abnormal Patients			
VIII. Traffic			
IX. Controlled Dangerous Substances			
X. Bombs			
XI. Police Image			
XII. Special Resources			
XIII. Digest of Criminal Law (Article No. 27)			

(Please turn the page for additional questions)

6. What are the reasons why you do Not use the entire Manual or certain sections of it?

- a. Do not assist in my daily activities.
- b. Sections poorly organized (can't find what looking for)
- c. Manual poorly organized (can't find what looking for)
- d. Not explained to me.
- e. Contain out-of-date information
- f. Information provided is not complete
- g. Duplicates information in Department/Agency Manual.
- h. Other; Please indicate: _____

7. Is the Digest of Criminal Laws (Article 27) indexed well enough so you can easily find what you are looking for?

- a. Yes
- b. No
- c. I do Not use the copy of Article 27 as it appears in the Manual.

8. Do you carry the Manual with you while on duty?

- a. Yes
- b. No

9. Is the physical size of the Manual too big and heavy?

- a. Yes
- b. No

10. Did you receive the student workbooks that relate to the Manual?

- a. Don't Remember
- b. Yes
- c. No

11. How often do you use the student workbooks that relate to the Manual?

- a. Not at all
- b. Seldom
- c. Frequently

12. Do you have any additional comments concerning the Police Operations and Training Manual? If so, please specify what they are.

Thank you for your help



Appendix B

Letters Used To Solicit Agency
Participation and To Provide Survey Instructions



EDWIN R. TULLY
 CHAIRMAN
 POLICE TRAINING COMMISSION
 W. DONALD POINTER
 CHAIRMAN
 CORRECTIONAL TRAINING COMMISSION

STATE OF MARYLAND
 DEPARTMENT OF PUBLIC SAFETY
 AND CORRECTIONAL SERVICES
 ROBERT J. LALLY, SECRETARY
 POLICE AND CORRECTIONAL TRAINING COMMISSIONS

SUITE 14, 7 CHURCH LANE
 PIKESVILLE PROFESSIONAL BUILDING
 PIKESVILLE, MARYLAND 21203
 AREA CODE 301-481-6164

November 7, 1975

ROBERT L. VAN WAGONER
 EXECUTIVE DIRECTOR
 ASSISTANT EXECUTIVE DIRECTORS
 JOHN A. SCHUYLER
 ADMINISTRATION
 ROGER P. QUANE
 ACTING
 POLICE TRAINING
 THOMAS A. ROSAZZA
 CORRECTIONAL TRAINING

Dear

The Maryland Police Training Commission under grant #4107-POL-4 from the Governor's Commission on Law Enforcement and the Administration of Justice, is in the process of evaluating the "Operations and Training Manual" which was distributed several years ago. In regards to this evaluation, we would like to ask for assistance from your agency in the execution of a one page questionnaire which would be distributed on November 26, 1975 to all those individuals at the Supervisory levels and below, who would be working on the evening shift.

The purpose of this evaluation is to evaluate the usage and content contained within the "Operations and Training Manual" and related workbooks. I am enclosing a draft copy of the questionnaire for your perusal. This questionnaire was field tested on November 5, 1975 and changes are being made in the number of questions and their wording, but the questionnaire will be limited to one page and will take no more than three minutes to execute in a roll-call situation. For those agencies having multiple facilities, (ie. Barrack, Sub-station, District) the Police Training Commission would like the questionnaire administered only to one Barrack, Sub-station or District and the one evening shift.

With this in mind, we are asking your cooperation in administering this questionnaire due to the shortness of time, and the select group of law enforcement agencies who will be assisting us in this evaluation, I would ask that you respond no later than November 14, 1975 as to whether you would be participating in this evaluation and the number of evaluation forms which would be needed by your agency.

Thank you for your time and if you have any questions concerning this request, please do not hesitate to give me a call.

Sincerely,

Roger P. Quane
 Acting Assistant Executive Director

RPQ:bkf
 Enclosure



EDWIN R. TULLY
CHAIRMAN
POLICE TRAINING COMMISSION
W. DONALD POINTER
CHAIRMAN
CORRECTIONAL TRAINING COMMISSION

STATE OF MARYLAND
DEPARTMENT OF PUBLIC SAFETY
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November 21, 1975

ROBERT L. VAN WAGONER
EXECUTIVE DIRECTOR
ASSISTANT EXECUTIVE DIRECTORS

JOHN A. SCHUYLER
ADMINISTRATION

ROGER P. QUANE
ACTING
POLICE TRAINING

THOMAS A. ROSAZZA
CORRECTIONAL TRAINING

Dear

In accordance with the agency responses to my letter dated November 7, 1975 (see attached) I am enclosing the appropriate number of questionnaires which are to be distributed within your agency on the schedule set forth below:

- a. Received questionnaires from Police Training Commission by November 25, 1975.
- b. Distribute questionnaires to appropriate person by 12 noon on November 26, 1975.
- c. Have shift administrator distribute questionnaire to the evening shift in the appropriate barrack, sub-station or district. Please have available for review by all those completing the questionnaire a copy of the "Operations and Training Manual" and related workbooks.
- d. Collect questionnaires from first-line supervisors and officers upon completion at roll-call.
- e. Place in mail in self-addressed stamped envelope as soon after roll-call as possible.

The Police Training Commission wishes to extend a sincere thank you to all the individuals participating in this survey. It is requested that the questionnaire be returned to this office as quickly as possible so that tabulation and evaluation can begin. I am hopeful that I will receive all the questionnaires by December 1, 1975.

Thank you for your time and continued assistance and if you have any questions, please do not hesitate to contact me.

Sincerely,

Roger P. Quane
Acting Assistant Executive Director

RPQ:bkf
Enclosure

P.S. Where applicable, I have enclosed a copy of the letter from your department responding to my original letter dated November 7, 1975.

Police Operations and
Training Manual Telephone
Questionnaire

I am helping the Maryland Police Training Commission determine how effective their Police Operations and Training Manual is and what could be done to improve its usefulness. Your comments will be treated as confidential and your name will not be related to any particular finding.

1. Do you use the manual in your academy program?

Yes _____
No _____ (if no go to question 4)

2. How do you use the manual in the academy program?

3. What specific sections do you use?

Section No. and Title	Check Appropriate Section(s)
I. Functions of Law Enforcement	
II. Preliminary Investigation	
III. Information Gathering	
IV. Proper Use of Equipment	
V. Emergency Medical Procedures	
VI. Civil and Domestic Disturbances	
VII. Handling Abnormal Patients	
VIII. Traffic	
IX. Controlled Dangerous Substances	
X. Bombs	
XI. Police Image	
XII. Special Resources	
XIII. Digest of Criminal Law (Article No. 27)	

4. Why don't you use the manual in your program?

5. How could the overall manual be improved?

6. What specific sections of the manual should be updated and improved?

Section No. and Title	Check Appropriate Sections
I. Functions of Law Enforcement	
II. Preliminary Investigation	
III. Information Gathering	
IV. Proper Use of Equipment	
V. Emergency Medical Procedures	
VI. Civil and Domestic Disturbances	
VII. Handling Abnormal Patients	
VIII. Traffic	
IX. Controlled Dangerous Substances	
X. Bombs	
XI. Police Image	
XII. Special Resources	
XIII. Digest of Criminal Law (Article No. 27)	

7. Do you think the entire manual should be updated, reprinted and distributed throughout the state?

_____ Yes. If so, why. _____

_____ No. If not, why not? _____

8. Do you think only certain sections of the manual should be updated and distributed throughout the state?

_____ Yes. Which Sections?

Section No. and Title	Check Appropriate Sections
I. Functions of Law Enforcement	
II. Preliminary Investigation	
III. Information Gathering	
IV. Proper Use of Equipment	
V. Emergency Medical Procedures	
VI. Civil and Domestic Disturbances	
VII. Handling Abnormal Patients	
VIII. Traffic	
IX. Controlled Dangerous Substances	
X. Bombs	
XI. Police Image	
XII. Special Resources	
XIII. Digest of Criminal Law (Article No. 27)	

_____ No. If no, why not?

END