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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION  
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Maryland; An Analysis of the Use of Civilians  
Among Maryland Law Enforcement Agencies

REPORT NUMBER: 76-16

FOR: Maryland Governor's Commission on Law  
Enforcement and the Administration of  
Justice

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## FOREWORD

This request for Technical Assistance was made by the Maryland Governor's Commission on Law Enforcement and the Administration of Justice. The requested assistance was concerned with evaluating the use of civilian personnel in nonline staff and auxiliary services by law enforcement agencies in the State. It is important to note that prior to the conduct of the technical assistance assignment the Maryland Governor's Commission developed and implemented a survey to gather data on the subject of civilianization. Mr. Ronald H. Parker, who designed the survey, should be acknowledged for a job well done. The time he spent on the survey made the work of the Consultant measureably easier. Furthermore, his inputs during the preparation of this report added significantly to its accuracy and relevance.

Requesting Agency: Maryland Governor's Commission on Law  
Enforcement and the Administration of  
Justice, Mr. Ronald Parker, Police  
Programs Manager

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

## 1. INTRODUCTION

When all costs were tallied, over \$150 million was spent for police protection during a single year by governmental units within the State of Maryland.<sup>1/</sup> Nonetheless, between 1973 and 1974, crime jumped nearly 19 percent in the State.<sup>2/</sup> Due to these facts, Maryland's top law enforcement officials and the State's chief executive officer have sought ways to bring professional law enforcement services to the people while holding costs and crime rates in check.

In late 1975, the Maryland Governor's Commission on Law Enforcement and the Administration of Justice conducted a survey of the State's law enforcement agencies as one step in this process. The survey focused on the usage of civilian and sworn personnel in nonline (i.e., personnel, records, etc.) police functions and activities. After the completed questionnaires were returned in early 1976, the Commission requested support through the LEAA technical assistance program to determine the status of civilianization among Maryland law enforcement agencies. Specific objectives of the assistance were to:

- Examine the results of the survey.
- Determine the feasibility of additional emphasis of civilianization in Maryland.
- Provide recommendations as to how an increased use of non-sworn personnel might be realized.

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<sup>1/</sup> U.S. Department of Justice and U.S. Department of Commerce. Expenditure and Employment Data for the Criminal Justice System 1972-1973 (Washington, DC: U.S. Government Printing Office, 1975), p. 167.

<sup>2/</sup> Federal Bureau of Investigation, Crime in the United States: 1974 (Washington, DC: U.S. Government Printing Office, 1975), p. 58.

## 2. UNDERSTANDING OF THE PROBLEM

### 2.1 The Concept of Civilianization in the Police Service

For years, the role of the civilian in most police agencies in this country was restricted to clerical or secretarial duties, maintenance or sanitation work, jail security or booking tasks, and motor pool assignments. However, "...the use of civilians in jobs normally performed by police officers has increased rapidly in the past 25 years -- particularly in larger cities -- as police departments have sought to reduce cost and put more men on the beat." <sup>1/</sup>

The cost pressures that precipitated the move toward using more civilians in law enforcement agencies has been traced to the urban population boom experienced in the U.S. after World War II. Commensurate with rapid growth, urban communities needed more law enforcement services. Yet, tight budgets and competition from the private sector often limited the number of police personnel that could be employed. Thus, in many departments, non-sworn personnel replaced commissioned officers in various jobs.<sup>2/</sup> This trend has continued at a steady pace ever since and is no longer restricted to large cities; escalating costs have had an impact on various levels of government and law enforcement organizations of all sizes.

#### 2.1.1 Support for Use of Civilians in Police Agencies

The use of civilians in law enforcement had been encouraged by various national commissions, supported by a variety of prestigious organizations, and called for by leading police experts. For example, the 1967 report of the President's Commission on Law Enforcement and the Administration of Justice emphasized the use of civilian personnel and pointed out that:<sup>3/</sup>

Communications, records, information retrieval, research, planning, and laboratory analysis are vital parts of police work that, as often as not, could be performed better by civilians with

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<sup>1/</sup> Alfred I. Schwartz, Alease M. Vaugh et.al. Employing Civilians for Police Work, an Urban Institute Study (Washington, DC, U.S. Government Printing Office, 1975,) p. vii.

<sup>2/</sup> Ibid. p. 1.

<sup>3/</sup> President's Commission on Law Enforcement and Administration of Justice. The Challenge of Crime In A Free Society (Washington, DC U.S. Government Printing Office, 1967) p. 108.

specialized training than by sworn law enforcement officers. And at higher administrative levels, there is a great need for the development of police careerists with professional qualifications in the law, in psychology, in sociology, in systems analysis, and in business management.

The Commission's feelings were supported and affirmed by the National Advisory Commission on Criminal Justice Standards and Goals when it suggested that:<sup>4/</sup>

Every police agency should assign civilian personnel to positions that do not require the exercise of police authority or the application of the special knowledge, skills, and aptitudes of the professional police officer. (Emphasis added.)

A number of national organizations have also spoken out in favor of civilianization. The American Bar Association, through its Advisory Committee on the Police Function, has recommended that police administrators experiment with a variety of organizational schemes, including the substantial use of various forms of civilian assistance at the staff level.<sup>5/</sup> The Committee pointed out that many police agencies believe all of the work of the agency must be performed by police officers, including tasks that are purely secretarial, custodial, or mechanical. The result of such a policy is that the work is often less efficiently and almost always less economically performed than it would be by civilian personnel.<sup>6/</sup> They concluded that "... funds should be provided to support the expansion of civilian staff within police agencies and to experiment with more suitable alternatives to traditional organizational structures."<sup>7/</sup>

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<sup>4/</sup> The National Advisory Commission on Criminal Justice Standards and Goals. Report on Police (Washington, DC U.S. Government Printing Office, 1973) p. 258.

<sup>5/</sup> American Bar Association, Standards Relating to the Urban Police Function (New York, NY: American Bar Association, 1972), p. 227.

<sup>6/</sup> Ibid. p. 229.

<sup>7/</sup> Ibid. p. 236.



The International City Management Association also endorses this approach and has stated that:<sup>8/</sup>

. . . employment of civilians constitutes a sound practice . . . It follows, therefore, that whenever a position can be filled by a civilian at lesser cost at the same level of production, at the same cost and higher production, or a higher cost and superior production, such action should be taken.

Finally, from a national organization perspective, the Chamber of Commerce of the United States has argued for the expanded use of civilians in all areas of police work.<sup>9/</sup>

Leading police experts and law enforcement administrators have also gone on record as favoring the employment of non-sworn personnel for various positions in police agencies. These opinions are well summarized by the following: <sup>10/</sup>

The practice of assigning police officers to record tasks, clerical duties, reception desks, keypunch operations, and so on is unsound from the point of view of both economy and efficiency. Such positions can usually be filled by civilian employees at a much lower salary than would be paid to police officers. Also, civilians who perform these jobs have usually had some experience or formal training in typing, records and office procedures.

At the higher levels of department management, specialists will be required to direct planning, finance, personnel data processing and public

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<sup>8/</sup> International City Management Association, Municipal Police Administration (Washington, DC: International City Management Association, 1969), p. 66.

<sup>9/</sup> Chamber of Commerce of the United States, Marshaling Citizen Power Against Crime (Washington, DC: Chamber of Commerce of the United States, 1970), p. 21.

<sup>10/</sup> V. W. Wilson and R. McLaren, Police Administration, (New York, McGraw Hill, Inc., 1972), p. 249.

information. Similarly, for the greatest long-term economy and efficiency ... crime laboratory and ... maintenance division (personnel) should be highly trained and experienced persons. The necessary skills for the accomplishment of these specialized tasks are not usually found in the ranks of the police force.

#### 2.1.2 The Feeling About Civilianization In Maryland

Maryland's law enforcement community has not taken a back seat to national groups or police theorists with regard to the use of civilians. In fact, the State's Governor's Commission on Law Enforcement Police Standards Committee has established a number of "standards" that relate directly to this concept or have an indirect impact on its implementation. These include:<sup>11/</sup>

- Standard 5.4: Agency and Jurisdictional Planning.
- Standard 9.1: Specialized Assignment.
- Standard 10.1: Assignment of Civilian Personnel.
- Standard 11.1: Use of Professional Expertise.

In addition, the Maryland Governor's Commission on Law Enforcement and the Administration of Justice has taken positive actions toward ensuring that, as appropriate, an ever-increasing number of civilians will be used in the State's police agencies. The 1976 Annual Action Program has identified \$200,000 to support program activity in the area of implementation of the Governor's Commission's Recommended Police Standards. This program contemplates grants to urban counties, non-urban counties, large municipalities, and small municipalities to meet police standards established by the Commission. Funds under this program activity

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<sup>11/</sup> Police Standards Committee Report to the Governor's Commission on Law Enforcement and the Administration of Justice, April 29, 1976.

will be used for training, technical assistance, and other services necessary to assist units of local government to upgrade their police departments to the newly adopted Commission Police Standards.<sup>12/</sup>

As a result of these actions, a number of the State's police departments have taken action to streamline their operations by initiating organization and career development studies, which among their results will explicitly and/or implicitly address the subject of civilianization. These include, for example:

- "Career Development and Incentives Study" to be undertaken by the Maryland State Police in the current fiscal year.
- "Goals and Objectives Study and a Career Development Study" both presently underway in the Montgomery County Police Department.
- "Organizational and Career Analysis" completed for the Prince George's County Police Department in 1973.
- "Task Analysis/Career Development" plan to be completed for the Howard County Police Department during the current fiscal year.

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<sup>12/</sup> It should be noted that the concept of civilianization is consistent with the current plan -- Program Title: Need for Improved Police Services (POL/3), as stated in Maryland Governor's Commission on Law Enforcement and the Administration of Justice Comprehensive Plan 1976: Volume 2 (Cockeysville, Maryland, December 1975).

### 2.1.3 The Benefits and Costs of Civilianization

A national scope survey recently found that substantial "benefits" such as the following accrue to agencies using civilians in jobs traditionally filled by uniform officers included:<sup>13/</sup>

- Officers are relieved from such routine tasks as fingerprinting, dispatching cars, and handling prisoners.
- Costs are reduced.
- More uniformed manpower is available for more active law enforcement duties.
- Service to the community is improved.

Problems most commonly identified by study respondents were general in nature. These included: Misunderstandings that occur due to the lack of knowledge of police work and inadequate training received by such employees. The low pay of civilians was also noted and may relate to a number of the following administrative problems identified by the survey: Tardiness; a lack of dedication; the excessive use of sick leave; personality conflicts; and, officer concern that the use of civilians threatens their job security -- especially when civilians are used to fill jobs traditionally available to officers that require light duty assignments due to physical disability.<sup>14/</sup>

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<sup>13/</sup> Alfred I. Schwartz, Alease M. Vaughn, et. al. Employing Civilians for Police Work, an Urban Institute Study, (Washington, D.C., U.S. Government Printing Office, 1975), p. 8.

<sup>14/</sup> Ibid, p. 8-10. Notably, the term "personality conflicts" was used to describe responses from officers and civilians, or that there was a class distinction with officers feeling superior. Such relationships probably affect performance adversely, but no specific observations on that effect were elicited. Personality conflicts were not viewed as a crucial issue because they do not alter the very positive views of both officers and civilians on hiring civilians.

### 3. ANALYSIS OF THE PROBLEM

#### 3.1 Survey Methodology

##### 3.1.1 The Development and Administration of the Survey

To gather information concerning the use of sworn personnel in nonline police functions and activities, staff of the Maryland Governor's Commission on Law Enforcement and the Administration of Justice prepared a survey questionnaire. 1/ The questionnaire had two primary sections: First, tasks considered "staff services - nonline" functions and "auxiliary services - nonline functions" were clearly defined and the purpose of the survey was stated in an introductory section; second, five forced-choice questions calling for the exact number of sworn and nonsworn personnel assigned to various functions were presented. The questionnaire also included spaces for the agency name, the name of the person completing the instrument, and the region where the agency is located. A facsimile questionnaire is attached as Appendix A.

The questionnaire was formally pretested by Commission staff to ensure that recipients would understand the questions and, therefore, be equipped to respond in a meaningful way. Furthermore, some weeks following the mailing of the questionnaires, a cross-sectional sample of six agencies was drawn. 2/ Each of these departments was contacted by phone and asked whether they:

- Received the questionnaire.
- Understood each question.
- Would be able to complete and return the survey.

- 
- 1/ Mr. Ronald H. Parker, Police Programs Manager took responsibility for the preparation and administration of the survey questionnaire.
- 2/ This telephone survey of approximately 18 percent of the agencies that were sent questionnaires was conducted by Ronald H. Parker, Police Programs Manager, Governor's Commission on Law Enforcement and the Administration of Justice. The agencies contacted during the process included: Maryland State Police; Howard County Police Department; Washington County Sheriff's Department; and the Frederick, Rockville and Hagerstown Police Departments.

None of those contacted reported any "misunderstandings" regarding the meanings, intents, or purposes of the survey instrument or particular questions. 3/

### 3.1.2 The Agencies Sampled and the Criteria for Their Inclusion in the Survey

For an agency to be sampled it had to meet the Commission's standards for police services as summarized in Table 3-1. 4/ Based on these standards, 34 agencies were sent questionnaires. All but one, the Baltimore City Police Department, responded. The departments responding by category are delineated below.

- State -- Maryland State Police.
- County-Based Agencies -- Anne Arundel, Baltimore, Howard, Montgomer, and Prince George's County Police Departments; and Cecil, Charles, Dorchester, Harford, St. Mary's and Washington County Sheriff's Departments.
- Municipal Organizations -- Greenbelt, Rockville, Takoma Park, Hyattsville, Salisbury, Annapolis, Cumberland, Frederick, Hagerstown, Laurel, Mt. Rainier, Easton, Cambridge, Ocean City, Pocomoke, Elkton, Aberdeen, Belair, Havre De Grace, Frostburg, and West Minister Police Departments.

### 3.1.3 Survey Definitions

Prior to presenting the results of the survey, it is necessary to detail a number of definitions pertaining to questionnaire findings. These include: 5/

- Staff Services-Nonline Functions -- Activities were classified as staff services if they serve the purposes of developing personnel into effective patrolman, supervisors, commanding officers, and administrators. Examples of staff services included the following areas: Recruitment and personnel selection, training (preservice and inservice), planning and research, police community relations, public information, budget development and control, and inspection services.

3/ Notably, the Consultant was not involved in the questionnaire development or administration process. Mr. Ronald H. Parker described the process as summarized during a meeting with the Consultant.

4/ Ibid.

5/ These definitions were selected by Commission staff. The Consultant was not involved in their selection and/or formulation.

TABLE 3-1

Governor's Commission on Law Enforcement and the Administration  
of Justice's Minimum Standards for Police Services

|                                  |  |
|----------------------------------|--|
| Training                         | <ol style="list-style-type: none"> <li>1. All of the agencies received the required recruit training as adopted by the Maryland Police Training Commission.</li> </ol>   |
| Equipment and Facilities         | <ol style="list-style-type: none"> <li>1. All of the agencies have a centrally located police facility serving as the lead quarters.</li> <li>2. Each agency should have a public telephone line exclusively for public communication with the police.</li> </ol>  |
| Salary                           | <ol style="list-style-type: none"> <li>1. Each police agency has a minimum salary of \$8,000 for all sworn personnel.</li> <li>2. Each agency utilizes a Merit Personnel System.</li> <li>3. Each agency provides retirement benefits to all sworn personnel.</li> <li>4. Each agency has liability insurance and false arrest insurance for all sworn personnel.</li> <li>5. Each agency provides life insurance and hospitalization for all sworn personnel, covering job related activities.</li> </ol>   |
| Services                         | <ol style="list-style-type: none"> <li>1. Each agency has a full-time police chief providing a minimum of 35 1/2 hours of service per week.</li> <li>2. Each agency provides 24 hour service 7 days a week.</li> <li>3. Each agency has the capabilities to fingerprint and photograph suspects that have been arrested.</li> </ol>  |
| Staffing, Manpower and Education | <ol style="list-style-type: none"> <li>1. The minimum number of uniformed personnel each police agency employs is 10.</li> </ol>   |
| Procedures                       | <ol style="list-style-type: none"> <li>1. All agencies comply with UCR procedures and motor vehicle accident reporting procedures.</li> <li>2. All the agencies adopt and adhere to acceptable standards for the use of firearms and receive proper training as adopted by the Maryland Police Training Commission.</li> <li>3. All agencies utilize clearly marked patrol vehicles which are easily identifiable by the public.</li> <li>4. All agencies comply with State Central Criminal Reporting Bureau of the Maryland State Police.</li> <li>5. All agencies utilize the Police Training Commission Training and Operations Manual and make it available to all their officers.</li> </ol> |

- Auxiliary Services-Nonline Functions -- Activities other than staff services, were classified as auxiliary services. They provide technical, special, and other supportive services for administration. Examples of auxiliary services included the following: Operation and retrieval of records, identification of persons by technical processes (i.e., fingerprint techniques), detention management and care of prisoners, safeguarding and control of property and evidence, communication, purchase and control of supplies, and crime laboratory services.
- Urban County Law Enforcement Agency -- A police agency in an area not administered by a law enforcement oriented sheriff's department (i.e., Prince George's, Montgomery, Anne Arundel, Baltimore).
- Non-Urban Law Enforcement Agency -- A police agency in an area administered by a law enforcement oriented sheriff's department or Howard County.
- Sheriff's Department -- A police agency that functions on the county level and has as its primary responsibility law enforcement as opposed to serving as an agent of the courts (i.e., civil process).
- Large Municipalities -- Municipalities having a population of 15,000 or more.
- Small Municipalities -- Municipalities having a population of less than 15,000.

### 3.2 Results of the Survey

#### 3.2.1 Civilianization Statewide

Two analysis groups can be isolated vis-a-vis the use of civilianization from a State perspective. One group includes all of the respondents to the survey. The second may be considered the Maryland State Police in that they have statewide jurisdictions and responsibility. Survey findings concerning each of these groups follow.

##### 3.2.1.1 Civilianization Among All Agencies Sampled

Among all (33) agencies sampled, 5,643 or 56 percent of all sworn officers statewide and 1,585 non-sworn personnel are assigned to perform nonlinear functions. Fifteen percent of these sworn personnel and 56 percent of the nonsworn employees perform staff or auxiliary services. Forty-one percent of the 845 sworn officers spend their time in staff positions and



the remaining 496 officers are assigned to auxiliary duties. As reported in Table 3-2, the various staff services tasks most frequently filled by sworn officers are planning and research, training, recruitment and personnel, police community relations, and inspection services. An additional 48 officers are assigned to the tasks of public information and budget and finance. Table 3-3 shows that the auxiliary positions most frequently filled by sworn officers include: Detention, property and evidence control, and crime lab/evidence collection.

Eight hundred ninety one civilians are assigned to staff and auxiliary tasks among the 33 agencies that responded to the survey. Of this total, only 165 perform staff services; the remaining 726 are assigned to auxiliary tasks. Review of Table 3-2 indicates that the staff service tasks most frequently handled by non-sworn personnel deal with budget and finance and a variety of "other" assignments such as legal advisors, painters, and custodians. Table 3-3 indicates that the auxiliary services most frequently handled by non-sworn personnel include records; communications, and "other" miscellaneous tasks.

The data further illustrates that on a statewide basis sworn personnel are more frequently utilized than non-sworn staff to undertake the following nonline services which many experts have suggested can be adequately handled by the latter group: 6/

- Recruitment and personnel.
- Training.
- Planning and research.

In fact, 199 sworn officers as compared to only 59 non-sworn staff are assigned to these staff responsibilities throughout the State of Maryland.

Examination of the auxiliary services functions indicates that sworn employees are assigned to the tasks involving the crime lab/evidence collection and analysis, detention, purchasing, and property and evidence control in a greater proportion of the agencies that are non-sworn staff. Furthermore, 477 sworn officers aided by 661 civilians are filling auxiliary positions statewide that could be handled by non-sworn personnel.

Moreover, the statewide survey indicates that 727 or 13 percent of all commissioned law enforcement officers employed by the agencies

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6/ See Section 2 for a discussion of the approach and views of a variety of experts concerning civilianization.

TABLE 3-2

Staff Services Performed by Sworn and Non-Sworn Personnel  
Among All Agencies Responding to the Survey<sup>a/</sup>

| <u>Task Performed</u>      | <u>Number of Personnel<br/>By Type Performing Task</u> |                  |              |
|----------------------------|--|------------------|--------------|
|                            | <u>Sworn</u>   | <u>Non-Sworn</u> | <u>Total</u> |
| Recruitment and Personnel  | 54   | 28               | 82           |
| Training                   | 89 <u>b/</u>   | 15               | 104          |
| Planning and Research      | 56 <u>c/</u>   | 28               | 84           |
| Police-Community Relations | 43   | 16               | 59           |
| Public Information         | 25   | 12               | 37           |
| Budget and Finance         | 23   | 53               | 76           |
| Inspection Services        | 48   | 1                | 49           |
| Other                      | <u>11 <u>d/</u></u>                                    | <u>12</u>        | <u>23</u>    |
| Totals                     | 349  | 165              | 514          |

a/ Thirty-three agencies responded to the survey.

b/ Nine part-time officers are also assigned to this task in Harford County.

c/ In the non-urban county inspection services are also performed by those responsible for this function.

d/ In four small municipal agencies, the chief of police handles all of these staff functions.

TABLE 3-3

Auxiliary Services Performed by Sworn and Non-Sworn Personnel  
Among All Agencies Responding to the Survey<sup>a/</sup>

| <u>Task Performed</u>           | <u>Number of Personnel<br/>By Type Performing Task</u> |                  |              |
|---------------------------------|--|------------------|--------------|
|                                 | <u>Sworn</u>   | <u>Non-Sworn</u> | <u>Total</u> |
| Records                         | 77   | 283              | 360          |
| Detention                       | 108  | 43               | 151          |
| Property and Evidence Control   | 42   | 16               | 58           |
| Communications                  | 141  | 260              | 401          |
| Purchasing and Supplies Control | 31   | 30               | 61           |
| Crime Lab/Evidence Collection   | 78   | 29               | 107          |
| Other                           | 19   | 65               | 84           |
| Totals                          | 496  | 726              | 1,222        |

a/ Thirty-three agencies responded to the survey.

surveyed are currently assigned to the following nonline tasks that could be handled by non-sworn staff:

- Recruitment and personnel.
- Training.
- Planning and research.
- Public information.
- Budget and finance.
- Records.
- Detention.
- Property and evidence control.
- Communications.
- Purchasing and supplies control.
- Crime lab/evidence collection.

#### 3.2.1.2: Civilianization In the Maryland State Police

One hundred eight sworn and 245 non-sworn employees are assigned to nonline functions by the Maryland State Police. Statewide, this represents 8 percent of the State Police sworn manpower and 46 percent of this agency's civilian employees. Of the 108 sworn assigned to these tasks, 27 percent perform staff functions and the remaining 79 officers fulfill a variety of auxiliary operations. Tables 3-4 and 3-5 report that sworn officers are more frequently assigned to the following staff and auxiliary services than non-sworn personnel.

- Staff Services -- Training, planning and research, and inspection.
- Auxiliary Services -- Communications and crime lab/evidence collection.

Of the 245 non-sworn personnel working in nonline positions, only 20 percent perform staff operations. Nearly 200 are assigned to auxiliary duties. Among the groups that conduct staff operations, more non-sworn employees are used only in recruitment and personnel and budget and finance. In terms of auxiliary services, a larger number of civilians than sworn personnel perform the following tasks: Records, purchasing and supplies control, and such other tasks as motor vehicle licensing and registration services.

TABLE 3-4

Staff Services Performed by Sworn and Non-Sworn Personnel  
in the Maryland State Police Agency

| Task Performed             | Number of Personnel<br>By Type Performing Task |           |       |
|----------------------------|--|-----------|-------|
|                            | Sworn  | Non-Sworn | Total |
| Recruitment and Personnel  | 5  | 7         | 12    |
| Training                   | 12   | 6         | 18    |
| Planning and Research      | 9  | 5         | 14    |
| Police-Community Relations | -  | -         | -     |
| Public Information         | 1  | 1         | 2     |
| Budget and Finance         | -  | 30        | 30    |
| Inspection Services        | 2  | -         | 2     |
| Other                      | -  | -         | -     |
| Totals                     | 29   | 49        | 78    |

TABLE 3-5

Auxiliary Services Performed by Sworn and Non-Sworn Personnel  
in the Maryland State Police Agency

| Task Performed                  | Number of Personnel<br>By Type Performing Task |           |           |
|---------------------------------|--|-----------|-----------|
|                                 | Sworn  | Non-Sworn | Total     |
| Records                         | 1  | 86        | 87        |
| Detention                       | -  | -         | -         |
| Property and Evidence Control   | 2  | 2         | 4         |
| Communications                  | 33   | 22        | 55        |
| Purchasing and Supplies Control | 4  | 13        | 17        |
| Crime Lab/Evidence Collection   | 25   | 19        | 44        |
| Other <u>a/</u>                 | <u>14</u>                                      | <u>54</u> | <u>68</u> |
| Totals                          | 79   | 196       | 275       |

a/ The exact nature of these positions are detailed in relation to the various subsection discussions that follow, as appropriate.

Potential State Police tasks where sworn personnel might be replaced by non-sworn employees include: Recruitment and personnel, training, planning and research, public information, records, property and evidence control, communications, purchasing and supplies control, and crime lab evidence collection operations. Currently, 92 sworn troopers are performing such tasks aided by 191 civilians.

### 3.2.2 Civilianization at the County Level

Four analysis groups were selected in terms of judging the degree to which the concept of civilianization is used among law enforcement agencies functioning on a countywide basis. First, data provided by the 11 agencies having countywide jurisdictional responsibilities that participated in the survey have been aggregated. Second, data concerning Maryland's Urban Counties are presented. Third, civilianization in Howard County, one of the State's major non-urban counties, is reviewed. Fourth, manpower usage among law enforcement oriented Sheriff's Departments are detailed.

#### 3.2.2.1 Civilianization Among All County Agencies Sampled

Four hundred and eighty seven sworn or 14 percent of the commissioned officers employed by these agencies and 509 non-sworn employees or 54 percent of all civilians working in county law enforcement perform nonlinear tasks in the agencies sampled. Among the sworn officers, 34 percent are assigned staff jobs and 320 fulfill auxiliary tasks. As Tables 3-6 and 3-7 indicate, more sworn officers are assigned to the following tasks than non-sworn employees:

- Staff Services -- Recruitment and personnel, training, planning and research, police community relations, and inspection services.
- Auxiliary Services -- Detention, property and evidence control, purchasing and supplies control, and crime lab/evidence collection.

When the assignments of non-sworn personnel are considered, the data indicates that only 15 percent of these employees perform staff activities. However, over 400 civilians are involved in auxiliary services functions. Specific nonlinear tasks more frequently performed by non-commissioned personnel than sworn officers include public information, budget and finance, records, communications, and other tasks (e.g., legal advisement).

Moreover, as many as 443 commissioned personnel might be freed up for street duty if replaced by civilians in the following tasks: Recruitment and personnel, training, planning and research, detention, property and evidence control, purchasing and supplies control, and crime lab/evidence collection operations. Currently, these sworn officers are aided in these tasks by nearly 500 civilians.

TABLE 3-6

Staff Services Performed by Sworn and Non-Sworn Personnel  
in County-Based Law Enforcement Agencies Responding to the Survey<sup>a/</sup>

| <u>Task Performed</u>      | Number of Personnel<br>By Type Performing Task |                  |              |
|----------------------------|--|------------------|--------------|
|                            | <u>Sworn</u>                                   | <u>Non-Sworn</u> | <u>Total</u> |
| Recruitment and Personnel  | 32   | 18               | 50           |
| Training                   | 56 <sup>b/</sup>                               | 5                | 61           |
| Planning and Research      | 27 <sup>c/</sup>                               | 14               | 41           |
| Police-Community Relations | 16   | 6                | 22           |
| Public Information         | 8  | 10               | 18           |
| Budget and Finance         | 5  | 20               | 25           |
| Inspection Services        | 20   | 1                | 21           |
| Other                      | <u>3</u>                                       | <u>1</u>         | <u>4</u>     |
| Totals                     | 167  | 75               | 242          |

<sup>a/</sup> Eleven agencies responded to the survey.

<sup>b/</sup> Nine part-time officers are also assigned to this task by the Harford County Sheriff.

<sup>c/</sup> In the non-urban county, inspection services are also performed by this unit.



TABLE 3-7

Auxiliary Services Performed by Sworn and  
Non-sworn Personnel in County-based Law  
Enforcement Agencies Responding to the Survey a/

| <u>Task Performed</u>           | <u>Number of Personnel<br/>By Type Performing Task</u> |                  |              |
|---------------------------------|--|------------------|--------------|
|                                 | <u>Sworn</u>   | <u>Non-Sworn</u> | <u>Total</u> |
| Records                         | 51   | 164              | 215          |
| Detention                       | 105  | 42               | 147          |
| Property and Evidence Control   | 13   | 11               | 24           |
| Communications                  | 86   | 191              | 277          |
| Purchasing and Supplies Control | 16   | 12               | 28           |
| Crime Lab/Evidence Collection   | 45   | 9                | 54           |
| Other                           | <u>4</u>   | <u>5</u>         | <u>9</u>     |
| Totals                          | 320  | 434              | 754          |

a/ Eleven agencies responded to the survey.

### 3.2.2.2 Civilianization in Urban Counties

Among the urban counties sampled, 787 personnel are assigned to nonline police functions by urban county police departments. Twelve percent of all commissioned staff employed by urban counties or 259 officers are sworn; the remaining 428 employees serving in these tasks are non-sworn. Among the sworn personnel, 129 provide various staff functions and 230 are in auxiliary services positions. As the data in Tables 3-8 and 3-9 clearly indicate, sworn personnel outnumber civilian employees in the performance of the following tasks:

- Staff Services -- Recruitment and personnel, training, planning and research, police community relations, and inspection services.
- Auxiliary Services -- Detention, purchasing and supplies control, crime lab/evidence collection, and other tasks.

The 428 civilians working in urban county departments outnumber the sworn officers in only two staff functions (i.e., public information and budget and finance) and three auxiliary activities (i.e., records, property and evidence control, and communications). In the case of the public information and property and evidence control functions, the numerical differences between sworn and non-sworn personnel is slight (e.g., 10 sworn officers perform these tasks and 14 civilians are assigned to these jobs).

When consideration is given to the possibility of assigning civilians to tasks now handled by commissioned personnel, a maximum of 95 employees performing staff services and 227 assigned to auxiliary duties might be substituted for commissioned officers. 7/ The 322 positions relate to the following tasks that have been suggested for performance by civilians:

- Recruitment and personnel.
- Training.

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7/ Notably, three officers are currently assigned to the Baltimore County Legal Department considered as an auxiliary service. Albeit, questionnaire data does not indicate the specific tasks performed by officers, the Technical Assistance consultant assumes they concern prisoner handling in conjunction with pre-trial investigations, etc. Thus, it is not suggested that these positions be filled by civilians.

TABLE 3-8

Staff Services Performed by Sworn and  
Non-sworn Personnel in Urban County Police  
Departments Responding to the Survey a/

| <u>Task Performed</u>      | <u>Number of Personnel<br/>By Type Performing Task</u> |                  |              |
|----------------------------|--|------------------|--------------|
|                            | <u>Sworn</u>   | <u>Non-Sworn</u> | <u>Total</u> |
| Recruitment and Personnel  | 29   | 15               | 44           |
| Training                   | 42   | 3                | 45           |
| Planning and Research      | 20   | 10               | 30           |
| Police-Community Relations | 14   | 6                | 20           |
| Public Information         | 4  | 7                | 11           |
| Budget and Finance         | -  | 16               | 16           |
| Inspection Services        | 19   | 1                | 20           |
| Other                      | <u>-</u>   | <u>1</u>         | <u>2</u>     |
| Totals                     | 129  | 59               | 188          |

a/ Four agencies responded to the survey.

TABLE 3-9

Auxiliary Services Performed by Sworn and  
Non-sworn Personnel in Urban County Police  
Departments Responding to the Survey a/

| <u>Task Performed</u>           | <u>Number of Personnel<br/>By Type Performing Task</u> |                  |              |
|---------------------------------|--|------------------|--------------|
|                                 | <u>Sworn</u>   | <u>Non-Sworn</u> | <u>Total</u> |
| Records                         | 41   | 145              | 186          |
| Detention                       | 60   | 30               | 90           |
| Property and Evidence Control   | 6  | 7                | 13           |
| Communications                  | 70   | 172              | 242          |
| Purchasing and Supplies Control | 13   | 9                | 22           |
| Crime Lab/Evidence Collection   | 37   | 5                | 42           |
| Other                           | <u>3</u>   | <u>1</u>         | <u>4</u>     |
| Totals                          | 230  | 369              | 599          |

a/ Four agencies responded to the survey.

- Planning and research.
- Public information.
- Records.
- Detention.
- Property and evidence control.
- Crime lab/evidence collection.

### 3.2.2.3 Civilianization In the Non-Urban County

The one non-urban county that participated in the survey employs 155 sworn and 61 non-sworn personnel. Seventy-two of these employees perform staff and auxiliary nonline functions. As Tables 3-10 and 3-11 indicate, 31 percent are sworn officers and 40 are civilians. Among the 22 sworn officers, only eight perform tasks that are undertaken by an equal or larger number of noncommissioned personnel performing staff or auxiliary services. This is the case in the recruitment and personnel and training tasks. It should be further noted, however, that the 14 remaining sworn officers serving in nonline functions are assigned to planning and research, records, property and evidence control, communications, and the crime lab. All of these operations have been cited as possible areas that could be manned by non-sworn personnel. The singular exception concerns the performance of the inspection services function currently administered by the planning and research staff.

Moreover, a maximum of 21 sworn officers might be replaced by non-commissioned personnel in the State's non-urban county. One sworn officer should continue to be responsible for the Inspection Services function.

### 3.2.2.4 Civilianization In Law Enforcement Oriented Sheriff's Departments

Statewide, 296 sworn and non-sworn employees are employed by the sheriff's departments that participated in the study. One hundred and thirty seven of these are assigned to staff and auxiliary tasks. Of this total, 106 or 40 percent of all sworn and only 31 are civilians. As shown in departments statewide are sworn and only 31 are civilians. As shown in Tables 3-12 and 3-13, the use of sworn personnel is equal to or greater than the employment of civilians for 13 out of the 15 tasks considered. Only in the Records function and the "other" category of auxiliary services did the use of civilians exceed the assignment of sworn personnel.

TABLE 3-10

Staff Services Performed by Sworn and  
Non-sworn Personnel in Non-urban County Police  
Departments Responding to the Survey a/

| <u>Task Performed</u>      | <u>Number of Personnel<br/>By Type Performing Task</u> |                  |              |
|----------------------------|--|------------------|--------------|
|                            | <u>Sworn</u>   | <u>Non-Sworn</u> | <u>Total</u> |
| Recruitment and Personnel  | 2  | 2                | 4            |
| Training                   | 6  | 2                | 8            |
| Planning and Research      | 3 <u>b/</u>  | 4                | 7            |
| Police-Community Relations | -  | -                | -            |
| Public Information         | -  | 3                | 3            |
| Budget and Finance         | -  | 3                | 3            |
| Inspection Services        | -  | -                | -            |
| Other                      | -  | -                | -            |
| Totals                     | 11   | 14               | 25           |

a/ One agency responded to the survey.

b/ Inspections services function is also performed by those assigned to this task.

TABLE 3-11

Auxiliary Services Performed by Sworn and  
Non-sworn Personnel in Non-urban County Police  
Departments Responding to the Survey a/

| Task Performed                  | Number of Personnel<br>By Type Performing Task |             |       |
|---------------------------------|--|-------------|-------|
|                                 | Sworn  | Non-Sworn   | Total |
| Records                         | 2  | 8           | 10    |
| Detention                       | -  | -           | -     |
| Property and Evidence Control   | 2  | 4           | 6     |
| Communications                  | 5  | 17          | 22    |
| Purchasing and Supplies Control | -  | 3           | 3     |
| Crime Lab/Evidence Collection   | 2 <u>b/</u>                                    | 4 <u>b/</u> | 6     |
| Other                           | -  | -           | -     |
| Totals                          | 11   | 36          | 47    |

a/ One agency responded to the survey.

b/ Property and evidence control function also performed by those assigned to this task.

TABLE 3-12

Staff Services Performed by Sworn and Non-sworn  
Personnel in Law Enforcement-Oriented Sheriff's  
Departments Responding to the Survey a/

| <u>Task Performed</u>      | Number of Personnel<br>By Type Performing Task |                  |              |
|----------------------------|--|------------------|--------------|
|                            | <u>Sworn</u>                                   | <u>Non-Sworn</u> | <u>Total</u> |
| Recruitment and Personnel  | 1  | 1                | 2            |
| Training                   | 8 <u>b/</u>                                    | -                | 8            |
| Planning and Research      | 4  | -                | 4            |
| Police-Community Relations | 2  | -                | 2            |
| Public Information         | 4  | -                | 4            |
| Budget and Finance         | 5  | 1                | 6            |
| Inspection Services        | 1 <u>c/</u>                                    | -                | 1            |
| Other                      | <u>2</u>                                       | <u>-</u>         | <u>2</u>     |
| Totals                     | 27   | 2                | 29           |

a/ Six agencies responded to the survey.

b/ Nine part-time officers are also assigned to this function by the Harford County Sheriff.

c/ One part-time officer is also assigned to this function by the Harford County Sheriff.



TABLE 3-13

Auxiliary Services Performed by Sworn and Non-Sworn Personnel in Law Enforcement-Oriented Sheriff's Departments Responding to the Survey a/

| <u>Task Performed</u>           | <u>Number of Personnel<br/>By Type Performing Task</u> |                    |              |
|---------------------------------|--|--------------------|--------------|
|                                 | <u>Sworn</u>   | <u>Non-Sworn</u>   | <u>Total</u> |
| Records                         | 8  | 11                 | 19           |
| Detention                       | 45   | 12                 | 57           |
| Property and Evidence Control   | 5  | -                  | 5            |
| Communications                  | 11   | 2                  | 13           |
| Purchasing and Supplies Control | 3  | -                  | 3            |
| Crime Lab/Evidence Collection   | 6  | -                  | 6            |
| Other                           | <u>1 <u>b/</u></u>                                     | <u>4 <u>c/</u></u> | <u>5</u>     |
| Totals                          | 79   | 29                 | 108          |

a/ Six agencies responded to the survey.

b/ This sworn officer handles the K-9 corps.

c/ These personnel were classified as "utility" and are utilized in the records and communications functions.

Moreover, the State's law enforcement oriented sheriff's departments might consider replacing as many as 100 sworn personnel with non-sworn employees. Such replacements could be effectuated in relation to the following tasks:

- Recruitment and personnel.
- Training.
- Planning and research.
- Public information.
- Budget and finance.
- Records.
- Detention.
- Property and evidence control.
- Communications.
- Purchasing and supplies control.
- Crime lab/evidence collection.

### 3.2.3 Civilianization at the Local Level

Three analysis groups were chosen with regard to evaluating the use of civilians among Maryland's Municipal-Based Law Enforcement Agencies. First, data provided by the 21 local agencies that responded to the survey are discussed. Second, information provided by the nine large municipal agencies is presented. Third, input offered by the State's small law enforcement departments is considered.

#### 3.2.3.1 Civilianization In the State's Municipal Law Enforcement Departments

Two hundred fifty or 36 percent of all commissioned personnel employed by the local agencies participating in the survey and 137 civilians perform nonline law enforcement tasks. As Tables 3-14 and 3-15 indicate, in terms of the specific functions carried out by sworn personnel, 61 percent are assigned to staff operations; the remaining 97 handle a variety of auxiliary responsibilities. Specifically, sworn staff are assigned to and out number non-sworn personnel in the following jobs:

TABLE 3-14

Staff Services Performed by Sworn and Non-sworn  
Personnel in the Municipal-Based Law Enforcement  
Agencies Responding to the Survey a/

| <u>Task Performed</u>      | <u>Number of Personnel<br/>By Type Performing Task</u> |                  |              |
|----------------------------|--|------------------|--------------|
|                            | <u>Sworn</u>   | <u>Non-Sworn</u> | <u>Total</u> |
| Recruitment and Personnel  | 17   | 3                | 20           |
| Training                   | 21   | 4                | 25           |
| Planning and Research      | 20   | 9                | 29           |
| Police-Community Relations | 27   | 10               | 37           |
| Public Information         | 16   | 1                | 17           |
| Budget and Finance         | 18   | 3                | 22           |
| Inspection Services        | 26   | -                | 26           |
| Other                      | <u>8 <sup>b/</sup></u>                                 | <u>11</u>        | <u>19</u>    |
| Totals                     | 153  | 41               | 194          |

a/ Twenty-one agencies responded to the survey.

b/ In four small municipal agencies, the chief of police handles all of these staff functions.

TABLE 3-15

Auxiliary Services Performed by Sworn and Non-Sworn Personnel in Municipal-Based Law Enforcement Agencies Responding to the Survey a/

| Task Performed                  | Number of Personnel<br>By Type Performing Task |           |          |
|---------------------------------|--|-----------|----------|
|                                 | Sworn  | Non-Sworn | Total    |
| Records                         | 25   | 33        | 58       |
| Detention                       | 3  | 1         | 4        |
| Property and Evidence Control   | 27   | 3         | 30       |
| Communications                  | 22   | 47        | 69       |
| Purchasing and Supplies Control | 11   | 5         | 16       |
| Crime Lab/Evidence Collection   | 8  | 1         | 9        |
| Other                           | <u>1</u>                                       | <u>6</u>  | <u>7</u> |
| Totals                          | 97   | 96        | 193      |

a/ Twenty-one agencies responded to this survey.

- Recruitment and personnel.
- Training.
- Planning and research.
- Police-community relations.
- Public information.
- Budget and finance.
- Inspection services.

A similar condition exists with regard to auxiliary services. In fact, sworn officers are more frequently assigned to the following nonline auxiliary services than civilians:

- Detention.
- Property and evidence control.
- Purchasing and supplies control.
- Crime lab/evidence collection.

Tasks where civilian employees predominate include the "other" category in terms of staff and auxiliary operations as well as records and communications in the latter group.

Moreover, 192 sworn officers are currently assigned by the State's local law enforcement agencies to tasks such as the following that have been cited as potential employment opportunities for civilian personnel: Recruitment and personnel, training, planning and research, public information, budget and finance, records, detention, property and evidence control, communications, purchasing and supplies control, and crime lab/evidence collection.

### 3.2.3.2 Civilianization In Large Municipal-Based Law Enforcement Agencies

One hundred forty three or 32 percent of all sworn officers employed by these agencies and 81 non-sworn employees are involved in nonline staff and auxiliary tasks. Of the 143 sworn, 69 percent are assigned to staff functions, as reported in Table 3-16. Further review of the table indicates that sworn officers outnumber civilians in seven out of the eight staff functions investigated in the survey. Non-sworn personnel are used more frequently only in the "other" category (i.e., custodians, secretaries, painters, etc.).

TABLE 3-16

Staff Services Performed by Sworn and Non-sworn  
Personnel in Large Municipal-based Law Enforcement  
Agencies Responding to the Survey a/

| Task Performed             | Number of Personnel<br>By Type Performing Task |             |           |
|----------------------------|--|-------------|-----------|
|                            | Sworn  | Non-Sworn   | Total     |
| Recruitment and Personnel  | 10   | 3           | 13        |
| Training                   | 11   | 4           | 15        |
| Planning and Research      | 12   | 8           | 20        |
| Police-Community Relations | 10   | 1           | 10        |
| Public Information         | 10   | 1           | 10        |
| Budget and Finance         | 11   | 3 <u>b/</u> | 14        |
| Inspection Services        | 18   | -           | 18        |
| Other                      | <u>2</u>                                       | <u>9</u>    | <u>11</u> |
| Totals                     | 84   | 29          | 113       |

a/ Nine agencies responded to the survey.

b/ One part-time employee also is assigned to this task.

With regard to auxiliary tasks, Table 3-17 shows that civilians are also less likely to fill these jobs. The number of sworn staff exceeds non-sworn in the areas of detention, property and evidence control, and crime lab/evidence collection.

In summary, the use of sworn personnel in nonline tasks among the State's large municipal law enforcement agencies exceeds the employment of civilians. Specific tasks now handled by commissioned personnel that could be filled by civilians include:

- Recruitment and personnel.
- Training.
- Planning and research.
- Public information.
- Budget and finance.
- Records.
- Detention.
- Property and evidence control.
- Communications.
- Purchasing and supplies control.
- Crime lab/evidence collection.

As many as 112 sworn officers might be freed-up for street duty if civilians were assigned to perform these tasks.

### 3.2.3.3 Civilianization In Small Municipal Law Enforcement Agencies

The small departments that participated in the survey employ 241 sworn and 58 non-sworn personnel. Forty-four percent or 107 of the sworn officers are currently assigned to nonline functions. The majority of these officers perform staff functions as reported in Table 3-18. Notably, more commissioned officers than civilians fill such positions in every category. Furthermore, in four of the agencies responding to the survey the chief of police handles these tasks.

Table 3-19 illustrates that sworn employees out number civilians in terms of filling three auxiliary positions. In fact, sworn personnel are more frequently assigned than civilians to property and evidence control, purchasing and supplies control, and crime lab/evidence collection.

TABLE 3-17

Auxiliary Services Performed by Sworn and Non-sworn  
Personnel in Large Municipal-based Law Enforcement  
Agencies Responding to the Survey a/

| Task Performed                  | Number of Personnel<br>By Type Performing Task |           |          |
|---------------------------------|--|-----------|----------|
|                                 | Sworn  | Non-Sworn | Total    |
| Records                         | 14   | 17        | 31       |
| Detention                       | 3  | -         | 3        |
| Property and Evidence Control   | 17   | 2         | 19       |
| Communications                  | 14   | 24        | 38       |
| Purchasing and Supplies Control | 5  | 5         | 10       |
| Crime Lab/Evidence Collection   | 5  | 1         | 6        |
| Other                           | <u>1</u>                                       | <u>3</u>  | <u>4</u> |
| Totals                          | 59   | 52        | 111      |

a/ Nine agencies responded to the survey.



TABLE 3-18

Staff Services Performed by Sworn and Non-sworn  
Personnel in Small Municipal-based Law Enforcement  
Agencies Responding to the Survey a/

| Task Performed             | Number of Personnel<br>By Type Performing Task |                    |          |
|----------------------------|--|--------------------|----------|
|                            | Sworn  | Non-Sworn          | Total    |
| Recruitment and Personnel  | 7  | -                  | 7        |
| Training                   | 10   | -                  | 10       |
| Planning and Research      | 8  | 1                  | 9        |
| Police-Community Relations | 17   | 9                  | 26       |
| Public Information         | 6  | -                  | 6        |
| Budget and Finance         | 7  | -                  | 7        |
| Inspection Services        | 8  | -                  | 8        |
| Other                      | <u>6 <u>b/</u></u>                             | <u>2 <u>c/</u></u> | <u>8</u> |
| Totals                     | 69   | 12                 | 81       |

a/ Twelve agencies responded to the survey.

b/ In four agencies, the chief of police handles all of these staff functions.

c/ These positions are building custodians and are currently funded under the CETA program.

TABLE 3-19

Auxiliary Services Performed by Sworn and Non-sworn  
Personnel in Small Municipal-based Law Enforcement  
Agencies Responding to the Survey a/

| Task Performed                  | Number of Personnel<br>By Type Performing Task |              |       |
|---------------------------------|--|--------------|-------|
|                                 | Sworn  | Non-Sworn    | Total |
| Records                         | 11   | 16           | 27    |
| Detention                       | -  | 1            | 1     |
| Property and Evidence Control   | 10   | 1            | 11    |
| Communications                  | 8  | 23 <u>b/</u> | 31    |
| Purchasing and Supplies Control | 6  | 0            | 6     |
| Crime Lab/Evidence Collection   | 3  | -            | 3     |
| Other                           | -  | 3 <u>c/</u>  | 3     |
| Totals                          | 38   | 44           | 82    |

a/ Twelve agencies responded to the survey.

b/ These are "utility" staff that fill any of the auxiliary functions on an as-needed basis. Two part-time staff are also used in this capacity.

c/ One cadet also serves in this role.

Moreover, survey findings indicate that the following tasks manned either by a greater or equal number of sworn personnel than non-sworn might be handled by civilians.

- Recruitment and personnel.
- Training.
- Planning and research.
- Public information.
- Budget and finance.
- Records.
- Property and evidence control.
- Communications.
- Purchasing and supplies control.
- Crime lab/evidence collection.

If such a change occurred, 80 commissioned officers would be available for street assignments.

#### 4. CONCLUSIONS

As noted, the objectives of the technical assistance were two-fold. First, the results of the statewide survey of police agencies conducted by staff of the Maryland Governor's Commission on Law Enforcement and the Administration of Justice were to be examined. Second, determinations were to be made based on these findings concerning the feasibility of placing additional emphasis on using civilian employees for various non-line staff and auxiliary tasks in the Maryland's law enforcement departments. As such, the discussion that follows presents survey findings for the statewide sample as well as key sub-sets. Conclusions regarding each of the analysis groups are then delineated. Only fulltime positions have been considered in the discussion.

In the consideration of these findings and conclusions, a number of factors should be borne in mind. First, the discussion is based on the hypothesis that tasks related to the following functions and activities undertaken in law enforcement agencies can and should be manned by civilians rather than sworn personnel:

- Recruitment and personnel selection.
- Training.
- Planning and research.
- Public information.
- Budget development and control.
- Records maintenance.
- Detentions management.
- Property and evidence control.
- Communications.
- Purchasing and supplies control.
- Crime lab/evidence collection and analysis.

Although exhaustive research is not available to statistically validate the hypothesis, precedent for the use of civilians in such tasks has been set. Specifically, as documented in Section 2, myriad law enforcement agencies, experts in the field of police administration, and national organizations are using and/or have suggested that police departments employ civilians in

such tasks as these.<sup>1/</sup> In addition, in a recent national scope study sponsored by the Law Enforcement Assistance Administration, it was found that substantial "benefits" such as the following accrue to agencies using civilians in jobs of this nature that have traditionally been filled by uniformed officers:<sup>2/</sup>

- Officers are relieved from routine tasks.
- Costs are reduced.
- More uniformed manpower is available for more active law enforcement duties.
- Service to the community is improved.

The "costs" of employing civilians in such positions were far outweighed by these benefits in the opinion of the researchers. In summary, the tasks noted above were selected as applicable for considerations vis-a-vis civilianization because such jobs are currently being filled by civilians in numerous police agencies throughout the country, as well as the findings of national research that suggests that this staffing approach is a more efficient and effective way to run police organizations.

Second, totals regarding the number of sworn personnel that might be reassigned to street duty from nonline staff and auxiliary functions were developed by adding the number of personnel in each analysis group for the tasks cited above. As such, the figures presented do not take into account the fact that many police departments will want to have commissioned officers supervise such functions as personnel, records, and crime lab, as has traditionally been the case. Furthermore, the totals do not account for the involvement of any sworn officers in the training function, albeit commissioned personnel will and should be involved in this activity. Moreover, the numbers of sworn personnel that might be reassigned to more active law enforcement-oriented duties should be viewed as guidelines in terms of considering the civilianization concept.

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- 1/ For a comprehensive list of agencies using civilians in the above cited positions see especially National Advisory Commission on Criminal Justice Standards and Goals, Report on Police (Washington, DC; U.S. Government Printing Office, 1973), p. 258-62.
- 2/ Alfred I. Schwartz, Allase M. Vaughn, et.al. Employing Civilians For Police Work, an Urban Institute Study (Washington, DC; U.S. Government Printing Office, 1975), p. 8-10.

#### 4.1 Civilianization Statewide

##### 4.1.1 Civilianization Among All Agencies Sampled

###### 4.1.1.1 Summary of Findings

The key findings regarding the use of civilian personnel statewide are presented below.

- Fifteen percent of the 5,643 sworn officers employed by the agencies that responded to the survey are assigned to nonline staff and auxiliary tasks.
- Fifty-six percent of the 1,585 civilians employed by the agencies that responded to the survey are assigned to nonline staff and auxiliary tasks.
- Eight hundred forty-five sworn and 891 civilians are assigned to staff and auxiliary services among all agencies that responded to the survey.
- Two hundred fifty sworn officers are assigned to staff services tasks that could be handled by qualified non-sworn personnel.
- Four hundred seventy-seven sworn officers are assigned to auxiliary services tasks that could be handled by qualified civilians.

###### 4.1.1.2 Summary of Conclusions

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

- Over 700 commissioned officers or 13 percent of all sworn staff employed by the agencies that participated in the survey could be reassigned to line operations.
- The state's law enforcement organizations have exhibited faith in the ability of civilian employees to handle nonline functions by placing 58 percent of all non-sworn staff working in Maryland's police departments in such jobs.
- Every police organization that responded to the survey -- the State Police, as well as county and local departments -- has sworn staff assigned to tasks that could be handled by qualified civilians.

Such reassignment would free-up additional commissioned personnel for crime prevention detection and investigation activities. Furthermore, in the long term, cost savings should accrue to Maryland tax payers.<sup>3/</sup> Moreover, the State's police agencies should reassign sworn personnel to line operations and fill the nonlinear tasks manned by these officers with qualified civilians.

#### 4.1.2 Civilianization in the Maryland State Police

##### 4.1.2.1 Summary of Findings

- Eight percent of the 1,447 sworn troopers employed by the Maryland State Police are assigned to nonlinear staff and auxiliary tasks.
- Forty-six percent of the 531 civilians employed by the Maryland State Police are assigned to nonlinear staff and auxiliary tasks.
- One hundred eight sworn and 245 civilians are assigned to nonlinear staff and auxiliary tasks in the Maryland State Police.
- Twenty-seven sworn troopers are assigned to staff services tasks that could be handled by qualified civilian employees.
- Sixty-five sworn troopers are assigned to auxiliary service tasks that could be carried out by qualified non-sworn employees

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<sup>3/</sup> The fact that cost savings are inherent in employing civilians to conduct nonlinear law enforcement functions was cited in Section 2. In the long term, assuming the State's need for police protection continues to grow it will be vital to have as many sworn officers on "street duty" as possible. As such, albeit absolute police costs will rise, the employment of civilians in staff and auxiliary operations will ensure that monies will not be spent to train and equip commissioned personnel to perform law enforcement tasks only to have them fill positions that do not require such skills. See also Alfred I. Schwartz, Alease M. Vaughn et.al. Employing Civilians for Police Work, an Urban Institute Study (Washington, DC U.S. Government Printing Office, 1975) p. 8, 9, 10 and passim for a discussion of cost savings inherent in the use of civilian personnel.

#### 4.1.2.2 Summary of Conclusions

- More than 90 Maryland State Troopers could be reassigned to line operations and their jobs filled by qualified civilians.
- The fact that the Maryland State Police has assigned 46 percent of its non-sworn employees to nonlinear tasks suggests that the agency feels such staff can deal with these assignments satisfactorily.
- The Maryland State Police should consider reassigning sworn personnel to line activities and employing civilians to handle the various nonlinear functions being dealt with by commissioned troopers.

#### 4.2 Civilianization at the County Level

##### 4.2.1 Civilianization Among all Agencies Sampled

##### 4.2.1.1 Summary of Findings

The key findings regarding the use of civilian employees by law enforcement agencies operating countywide are detailed below.

- Fourteen percent of the 3,499 sworn officers employed by agencies responding to the survey with countywide jurisdiction are assigned to nonlinear and auxiliary tasks.
- Fifty-four percent of the 941 civilians employed by agencies responding to the survey with countywide jurisdiction are assigned to nonlinear and auxiliary tasks.
- Four hundred eighty-seven sworn and 509 civilians are assigned to nonlinear staff and auxiliary tasks by agencies with countywide jurisdiction.
- One hundred twenty-seven sworn officers are assigned to staff services tasks that could be administered by qualified non-sworn personnel.
- Three hundred sixteen commissioned officers are assigned to auxiliary services tasks that could be filled by qualified civilians.



#### 4.2.1.2 Summary of Conclusions

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

- Nearly 450 commissioned officers or 13 percent of all sworn staff employed by police agencies serving Maryland counties could be reassigned to line operations.
- County law enforcement administrators have called on the majority of civilians employed by such agencies to perform nonlinear tasks that indicates that they are confident that qualified non-sworn staff can effectively fill these jobs.
- County-based law enforcement agencies should consider reassigning sworn personnel to line activities and employing civilians to handle the various nonlinear functions being filled by commissioned officers.

#### 4.2.2 Civilianization in Urban Counties

##### 4.2.2.1 Summary of Findings

- Twelve percent of the 3,084 sworn officers employed by urban counties are assigned to nonlinear staff and auxiliary functions.
- Fifty-one percent of the 428 civilians employed by law enforcement agencies in urban counties are assigned to nonlinear staff and auxiliary tasks.
- Three hundred fifty-nine sworn officers and 428 civilians are involved in staff and auxiliary services in urban county law enforcement agencies.
- Ninety-five sworn officers are assigned to staff services tasks that could be filled by qualified non-sworn personnel.
- Two hundred twenty-seven commissioned officers are assigned to auxiliary services tasks that could be administered by qualified civilians.

#### 4.2.2.2 Summary of Conclusions

- Over 300 commissioned officers or 10 percent of all sworn staff employed by urban county law enforcement agencies could be reassigned to line operations.
- The fact that the administrators of urban county police agencies have assigned the majority of their non-sworn staff to nonline tasks suggests that they feel civilians can handle such jobs.
- Law enforcement agencies in Maryland's urban counties should consider reassigning sworn personnel to line activities and employing civilians to fill the various staff and auxiliary functions now undertaken by commissioned staff.

#### 4.2.3 Civilianization in the Non-urban County Surveyed

##### 4.2.3.1 Summary of Findings

- Fourteen percent of the 155 sworn officers employed by the non-urban county law enforcement agency are assigned to nonline staff and auxiliary tasks.
- Eighty-two percent of the 61 civilians employed by the non-urban county law enforcement agency are assigned to nonline staff and auxiliary tasks.
- Twenty-two sworn and 50 civilians are assigned to staff and auxiliary services in the non-urban county law enforcement agency.
- Ten sworn officers are assigned to staff services functions that could be handled by qualified civilians.
- Eleven commissioned officers are assigned to auxiliary services tasks that could be filled by qualified non-sworn personnel.

##### 4.2.3.2 Summary of Conclusions

- Over 20 commissioned officers or 13 percent of all sworn staff employed by the non-urban county law enforcement agency could be reassigned to line operations.

- The fact that non-urban county police administrators have assigned over three quarters of their non-sworn staff to nonline tasks suggests that they feel civilians can handle such jobs.
- The non-urban county law enforcement agency should consider reassigning sworn personnel to line activities and employing civilians to fill the various staff and auxiliary functions now undertaken by commissioned personnel.

#### 4.2.4 Civilianization in Law Enforcement-oriented Sheriff's Departments

##### 4.2.4.1 Summary of Findings

- Forty percent of the 264 sworn officers employed by sheriff's departments are assigned to nonline staff and auxiliary tasks.
- All but one of the 32 civilians employed by sheriff's departments are assigned to nonline staff and auxiliary tasks.
- One hundred six sworn and 31 civilians are assigned to staff and auxiliary services in sheriff's departments.
- Twenty-two sworn officers are assigned to staff services functions that could be handled by qualified civilians.
- Seventy-eight commissioned officers are assigned to auxiliary services tasks that could be filled by non-sworn staff.

##### 4.2.4.2 Summary of Conclusions

- One hundred commissioned officer or 38 percent of all sworn staff employed by sheriff's departments could be reassigned to line functions.
- The fact that the state's sheriffs have assigned all but one of the civilians working in their agencies to nonline tasks documents the fact that they feel civilians can fill such jobs.
- Maryland's law enforcement oriented sheriff's departments should consider reassigning sworn personnel to line activities and employing civilians to fill the various staff and auxiliary functions now handled by commissioned staff.

#### 4.3 Civilianization at the Local Level

##### 4.3.1 Civilianization in the Municipal Law Enforcement Agencies Surveyed

###### 4.3.1.1 Summary of Findings

The key findings regarding the use of civilian personnel by local police departments are presented below.

- Thirty-six percent of the 693 sworn officers employed by local police departments are assigned to nonline staff and auxiliary tasks.
- Ninety-five percent of the 145 civilians employed by local law enforcement agencies are assigned to nonline and auxiliary tasks.
- Two hundred fifty sworn and 137 civilians are assigned to staff and auxiliary services among all local law enforcement agencies that responded to the survey.
- Ninety-six sworn officers are assigned to staff services tasks that could be handled by qualified non-sworn personnel.
- Ninety-six sworn officers are assigned to auxiliary services tasks that could be filled by qualified civilians.

###### 4.3.1.2 Summary of Conclusions

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

- Nearly 200 commissioned officers or 27 percent of all sworn staff employed by the local law enforcement agencies that responded to the survey could be reassigned to line operations.
- Local police administrators have assigned nearly all civilians employed by such agencies to nonline tasks which indicates they are confident that qualified non-sworn staff can effectively fill these jobs.
- Local law enforcement agencies should consider reassigning sworn personnel to line activities and employing civilians to handle the various nonline functions being filled by commissioned officers.

#### 4.3.2 Civilianization in Large Municipal Agencies

##### 4.3.2.1 Summary of Findings

- Thirty-two percent of the 452 sworn officers employed by large police departments are assigned to nonline staff and auxiliary function.
- Ninety-three percent of the 87 civilians employed by large police departments are assigned to non-line staff and auxiliary tasks.
- One hundred forty-three officers and 81 civilians are involved in staff and auxiliary services in large police departments.
- Fifty-four sworn officers are assigned to staff services tasks that could be filled by qualified non-sworn personnel.
- Fifty-eight commissioned officers are assigned to auxiliary tasks that could be administered by qualified civilians.

##### 4.3.2.2 Summary of Conclusions

- Over 100 commissioned officers or 25 percent of all sworn staff employed by large police departments could be reassigned to line operations.
- The fact that the administrators of large local police departments have assigned almost all their non-sworn staff to nonline tasks suggests that they feel civilians can handle such jobs.
- Maryland's large municipal police departments should consider reassigning sworn personnel to line operations and employing civilians to fill the various staff and auxiliary functions now assigned to commissioned staff.

#### 4.3.3 Civilianization in Small Municipal Law Enforcement Departments

##### 4.3.3.1 Summary of Findings

- Forty-four percent of the 241 sworn officers employed by small local police departments are assigned to nonline staff and auxiliary tasks.

- Ninety-seven percent of the 58 civilians employed by small local police departments are assigned to nonline staff and auxiliary tasks.
- One hundred seven sworn officers and 56 civilians are assigned to staff and auxiliary services tasks in small local police departments.
- Forty-two sworn officers are assigned to staff services functions that could be handled by qualified civilians.
- Thirty-eight commissioned officers are assigned to auxiliary services tasks that could be filled by qualified non-sworn personnel.

#### 4.3.3.2 Summary of Conclusions

- Eighty commissioned officers or 33 percent of all sworn staff employed by small local police departments could be reassigned to line operations.
- The fact that small agency police administrators have assigned nearly all their non-sworn staff to nonline tasks suggests that they feel civilians can handle such jobs.
- Maryland's small local police departments should consider reassigning sworn personnel to line activities and employing civilians to fill the various staff and auxiliary functions now being done by commissioned personnel.

## 5. RECOMMENDATIONS

### 5.1 A Discussion of Recommendations to Facilitate the Increased Use of Civilianization

Statewide, the use of sworn personnel in nonline positions nearly equals the employment of civilians in these tasks. As a result, over 700 sworn officers are assigned to jobs such as communications, records, planning, and laboratory analysis that are vital parts of police work but " -- could be performed better by civilians with specialized training than by sworn law enforcement officers." <sup>1/</sup> This practice " -- is unsound from the point of view of both economy and efficiency . . . " <sup>2/</sup> However, one very "real" problem exists among Maryland's law enforcement agencies that will provide a major stumbling block to the implementation of the overwhelming conclusions presented above that the state's police agencies should reassign sworn personnel to line operations and fill the nonline tasks manned by these officers with qualified civilians. In short, the lack of financial resources among Maryland's law enforcement agencies will serve as a major inhibitor and will no doubt preclude any concerted effort to increase the use of civilians in the immediate future. Certainly, sworn personnel performing nonline jobs would not be laid-off to generate sufficient monies to hire civilians and the tasks they are now undertaking are too vital to be delegated to part-time personnel. Moreover, if the civilianization concept is to be implemented to the optimal degree, the Governor's Commission should expand its efforts to support law enforcement agencies that implement standards which impact this concept. That is, the Commission should continue to address issues concerning civilianization and, where appropriate, adopt germane standards and providing monies to stimulate the use of the approach by the states law enforcement community.

At the outset, monies should be made available on a "demonstration basis" and, at least one qualified law enforcement agency representing each of the departmental types (i.e., urban, large, municipality) surveyed should be eligible for funding.<sup>3/</sup> Those funds should be used to cover the costs for:

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<sup>1/</sup> President's Commission on Law Enforcement and the Administration of Justice. The Challenge of Crime in a Free Society (Washington, DC, U.S. Government Printing Office, 1967), p. 108.

<sup>2/</sup> O. W. Wilson and R. C. McLaren, Police Administration (New York: McGraw Hill, Inc., 1972) p. 249. See also Alfred I. Schwartz and Alease M. Vaugh et.al. Employing Civilians for Police Work, an Urban Institute Study (Washington, DC: U.S. Government Printing Office, 1975), p. 8,9,10 and passim.

<sup>3/</sup> For an agency to "qualify" it would have to satisfy the State's various requirements for the receipt of a grant plus agree to fulfill any requirements and conditions related to the demonstration program.

- Recruitment and training of civilian personnel.
- Salaries and benefits paid to the civilians employed through the program.

#### 5.1.1 Summary of Recommendations

- The Maryland Governor's Commission on Law Enforcement and the Administration of Justice should allocate funds to support a number of demonstration programs focused on employing civilians in nonline staff and auxiliary tasks.
- Demonstration monies should be made available to, at least, one qualified law enforcement agency at the state, county and municipal level.
- Demonstration funds should be used to cover the costs of recruiting and training civilian personnel as well as paying salary and related expenses associated with their employment.
- Prior to becoming eligible for a demonstration grant, applicant agencies should conduct a career development/task analysis study to identify and document jobs that could be filled by civilians as opposed to sworn personnel. The subject of civilianization should be specifically addressed in such studies vis-a-vis perceived training needs for various positions; the potential for the establishment of in-service curricula by departmental personnel; the level of expertise available to the agency in terms of implementing various sophisticated planning and management systems (i.e., Management by Objectives), and so on. The cost-benefit aspects of such changes should also be considered in conjunction with this work.



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APPENDIX A

Exemplar Survey Questionnaire

R-76-156

A-1

The purpose of this questionnaire is to determine the utilization of sworn personnel in nonlinear police functions and activities. Nonlinear functions and activities of the police fall within two broad categories - staff services and auxiliary services. Other terms are used also for identifying these two kinds of services: staff services are sometimes referred to as administrative services, and auxiliary services are occasionally referred to as technical services.

Staff Services - Nonlinear functions and activities are classified as staff services if they serve the purposes of developing personnel into effective patrolman, supervisors, commanding officers, and administrators.<sup>1</sup> Examples of staff services include the following areas: recruitment and personnel selection, training (preservice and inservice), planning and research, police community relations, public information, budget development and control, and inspection services.

Auxiliary Services - Nonlinear functions and activities, other than staff services, are classified as auxiliary services. They provide technical, special, and other supportive services for administration.<sup>2</sup> Examples of auxiliary services include the following: operation and retrieval of records, identification of persons by technical processes (i.e. fingerprint techniques), detention management and care of prisoners, safeguarding and control of property and evidence, communication, purchase and control of supplies, and crime laboratory services.

In response to the previously mentioned topic, the following questions are being asked to determine the extent of sworn personnel presently performing nonlinear functions.

1. What is the total number of sworn and nonsworn personnel presently in the employ of your police organization?

SWORN \_\_\_\_\_

NONSWORN \_\_\_\_\_

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<sup>1</sup> Eastman, George D., Municipal Police Administration, (Washington, D. C.: International City Management Association, 1971) p. 18.

<sup>2</sup> Ibid.

2. What is the total number of sworn personnel presently performing staff services?

- A. Recruitment and Personnel Division \_\_\_\_\_
- B. Training Division \_\_\_\_\_
- C. Planning and Research Division \_\_\_\_\_
- D. Police Community Relations Division \_\_\_\_\_
- E. Public Information Division \_\_\_\_\_
- F. Budget Division \_\_\_\_\_
- G. Inspection Services Division \_\_\_\_\_
- H. Others (Specify) \_\_\_\_\_

3. What is the total number of nonsworn personnel presently performing staff services?

- A. Recruitment and Personnel Division \_\_\_\_\_
- B. Training Division \_\_\_\_\_
- C. Planning and Research Division \_\_\_\_\_
- D. Police Community Relations Division \_\_\_\_\_
- E. Public Information Division \_\_\_\_\_
- F. Budget Division \_\_\_\_\_
- G. Inspection Services Division \_\_\_\_\_
- H. Others (Specify) \_\_\_\_\_

4. What is the total number of sworn personnel presently performing auxiliary services?

- A. Records Division \_\_\_\_\_
- B. Detention Division \_\_\_\_\_
- C. Property and Evidence Control Division \_\_\_\_\_
- D. Communications Division \_\_\_\_\_
- E. Purchase and Control of Supplies \_\_\_\_\_
- F. Crime Laboratory Services Division \_\_\_\_\_  
(Evidence Collection and Analysis)
- G. Others (Specify) \_\_\_\_\_

5. What is the total number of nonsworn personnel presently performing auxiliary services?

- A. Records Division \_\_\_\_\_
- B. Detention Division \_\_\_\_\_
- C. Property and Evidence Control Division \_\_\_\_\_
- D. Communications Division \_\_\_\_\_
- E. Purchase and Control of Supplies \_\_\_\_\_
- F. Crime Laboratory Services Division \_\_\_\_\_  
(Evidence Collection and Analysis)
- G. Others (Specify) \_\_\_\_\_

Agency: \_\_\_\_\_

Region: \_\_\_\_\_

Person Responding to Questionnaire: \_\_\_\_\_

**END**