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**Law Enforcement Needs and  
Options of Caroline County,  
Maryland**

**Project C-21**

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**FEB 8 1995**

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August 1994

# Executive Summary

At the request of the County Commissioners of Caroline County, Maryland, the Institute for Governmental Service of the University of Maryland at College Park conducted a study of the present and projected law enforcement needs of the county. This report documents the study team's findings regarding the law enforcement needs of the county as well as alternatives and recommendations for meeting those needs.

Caroline County officials and residents commonly perceive that crime is an increasing problem in the county and that existing law enforcement agencies are not adequate to handle the crime problem. Recent data on crime do not confirm the perception that crime has been increasing. Furthermore, demographic projections into the next century give little reason to expect significant increases in criminal behavior in Caroline County. The limited information available on police effectiveness shows that law enforcement agencies in Caroline County are at least as successful at solving serious crimes as are law enforcement agencies in nearby counties and statewide.

Under state statute and common law, law enforcement in the county is a shared responsibility among five entities: (1) the State's Attorney; (2) the sheriff; (3) the county governing body; (4) the Maryland State Police (MSP); and (5) the municipal governing bodies. In areas not served by municipal police, the MSP and Sheriff's Department have joint responsibility for law enforcement, including preserving the peace, detecting and preventing crime, and enforcing state and local ordinances. For many years, the MSP was considered to be the backbone of law enforcement services in Caroline County. However, the county Sheriff's Department has taken on a greater role in providing police services over the past two decades.

The MSP currently has a contingent of nine troopers stationed at the Denton Detachment. It also leads a multi-county task force that is staffed by MSP troopers and sheriff's deputies assigned by Caroline and Queen Anne's Counties. The MSP does not expect to make major changes in the services provided in rural counties such as Caroline in the foreseeable future. Nonetheless, the MSP has attempted to shift accident response duties to sheriff's departments in rural counties. The study team finds little reason for Caroline County to take on the extra burden of accident response voluntarily. However, if the sheriff agrees to these duties, they should be implemented as part of an overall service delivery and staffing plan and should not be assumed piecemeal or in haste.

Municipal police forces are maintained by the towns of Denton, Federalsburg, Goldsboro, Greensboro, Preston, and Ridgely, although only the Denton and Federalsburg forces operate on a 24-hour-per-day basis. In towns that provide only a part-time municipal police force, the Sheriff's Department responds to calls when the local force is not on duty. Officers of municipal departments are authorized to provide services only within their own municipal boundaries.

The Caroline County Sheriff's Department carries out multiple responsibilities, including providing security and paper serving for the court, transporting prisoners, performing police functions, and operating the county detention center. The Chief Deputy Sheriff supervises all these functions.

Given current staffing levels and organization of functions, the Sheriff's Department cannot always deploy at least two deputies on patrol on each shift. During some shifts, a single deputy covers the entire county. Furthermore, deputies operate with little direct supervision. The rate at which the Caroline County Sheriff's Department solves serious crimes generally has been lower than the rates for the MSP and the municipal police forces in the county. Consequently, even at current crime levels, the study team believes that the Sheriff's Department should undertake systematic changes to improve the effectiveness of police services.

The study team recommends that the Sheriff's Department address problems in administration, staffing, personnel policies, and community relations as follows:

1. Develop a mission statement.
2. Reorganize court services.
3. Create a separate department to operate the detention center.

4. Formalize and clarify supervisory responsibilities.
5. Update and use a standard operating procedures manual.
6. Establish an interagency coordination committee.
7. Collect and analyze data regarding police activities and performance.
8. Fill the vacant deputy position, hire two additional deputies and a clerk, and redeploy all sworn officers to perform police functions.
9. Hire civilian staff to perform services for the court.
10. Reorganize the patrol function.
11. Maintain competitive salaries.
12. Implement recruitment procedures that attract a wide range of quality applicants, and implement adequate employment standards.
13. Provide a separate retirement system for sworn deputies.
14. Increase the time spent by deputies in training.
15. Increase the training and resources available to criminal investigators.
16. Increase the visibility of deputies in the county.

The additional costs for police services associated with these recommendations (not including the costs of a separate retirement system) would bring the total police budget to about \$733,000 and per capita costs to \$25.81, an increase of 33 percent over current costs. The cost of providing court services would increase by \$42,000 or \$1.48 per capita.

If the Sheriff's Department is to remain the lead agency for county police activities, the study team recommends that the department implement the changes listed above to increase its effectiveness as a police agency. The department's activities would remain relatively independent of control by the Caroline County government. Although the County Commissioners control the sheriff's budget, they cannot replace the department's leadership if they are dissatisfied with the department's performance. The sheriff is accountable to the voters for the performance of the department.

Continuing to provide police services through the Sheriff's Department is one of three options available to the county. The other two options are creating a county police force and contracting with the MSP for resident troopers.

Under the second alternative, a county police force, together with the MSP and municipal police, would perform all police services in the county. The Sheriff's Department would continue to provide services to the court and run the detention center in the event it is not separated from the department.

The operations of a county police force would not differ from the operations of a police division of the Sheriff's Department. Providing police services through a county police force would entail costs that are approximately equal to the costs of providing police services through the Sheriff's Department. The essential difference between the two alternatives is accountability: the sheriff is elected by the voters in a political process; a county police chief would be appointed by the County Commissioners.

The Caroline County government could meet the law enforcement needs of the county by contracting with the Maryland State Police to provide all police services outside areas served by municipal forces. Currently, Carroll County is the only county in the state that contracts with the MSP to provide local law enforcement services.

Contracting for MSP resident troopers would cost roughly \$41.00 per capita or about 59 percent more than maintaining an enhanced Sheriff's Department or operating a county police force. While MSP officials acknowledge that this alternative is expensive, they point out that each MSP trooper assigned to the county is backed by all the resources and expertise of the State Police. Furthermore, a county is not liable for the actions of MSP officers. Finally, the MSP is in an excellent position to provide coordination of services with other state agencies, as well as with police agencies in other counties and states.

When the three options for providing police services are evaluated on the basis of cost, accountability, liability, quality of service, and coordination, there is no clearly superior option. A county police force is more advantageous on some criteria, while the Sheriff's Department or resident troopers are more advantageous on others.

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# Introduction

The County Commissioners of Caroline County, Maryland, requested that the Institute for Governmental Service of the University of Maryland at College Park conduct a study of the present and projected law enforcement needs of the county, focusing on the next five to ten years. They asked the Institute to provide the county with information and recommendations regarding how to meet its law enforcement needs. Caroline County officials recognized that the county Sheriff's Department had taken on a greater role in providing police services over the previous decade and that this increased involvement in police functions was largely unplanned. They were also concerned by the possibility that a greater burden for providing law enforcement services would fall on the county in upcoming years because the Maryland State Police was in the process of redefining its role in local law enforcement statewide.

The County Commissioners appointed an Advisory Panel composed of elected and appointed officials and citizens of Caroline County to work with the Institute on this study. (See Appendix A for a list of Advisory Panel members.) The tasks of the Advisory Panel were to identify specific issues that should be considered by the study team, identify organizations and individuals that could provide pertinent information, react to a presentation of the study team's findings, and review and comment on a draft report. The organizational meeting of the Advisory Panel on July 21, 1993, marked the beginning of the study.

The Institute study team conducted interviews with officials in the Sheriff's Department, Maryland State Police, State's Attorney's Office, and Circuit Court as well as with the County Commissioners, representatives of the public schools and the Department of Juvenile Services, and citizens. Through these interviews, the study team identified issues concerning crime, provision of law enforcement services, and the operation of the county Sheriff's Department. (See Appendix B for a list of the individuals who were interviewed by study team members.)

The study team also:

- collected and analyzed historical data regarding crime and police performance in Caroline County
- analyzed projections of demographic data that serve as indicators of future crime in Caroline County
- reviewed state laws pertaining to police service
- collected information on how law enforcement services are provided in other Maryland counties

The study team presented its preliminary findings to the Advisory Panel on February 15, 1994. This report contains the documentation of the study team's findings regarding the law enforcement needs of the county as well as alternatives and recommendations for meeting those needs.

# 1. Law Enforcement Needs

## Changing Role of the Maryland State Police

For many years, the Maryland State Police (MSP) was considered to be the backbone of law enforcement services in Caroline County. At the instruction of the Maryland General Assembly, the MSP redefined its statewide role and mission in late 1992.<sup>1</sup> The MSP intends to concentrate on serious crime, drug enforcement, and patrol of state highways. It also intends to define its role differently in three categories of county: metropolitan, transitional, and rural. Table 1 shows which Maryland counties fall into each of these categories. Caroline is classified as a rural county.

The MSP intends to eliminate its involvement in routine law enforcement services in metropolitan counties and to reduce its involvement in local law enforcement in transitional counties. The MSP does not expect to make major changes in the services it provides in rural counties such as Caroline County in the foreseeable future. According to MSP officials, the MSP is working with officials in rural counties to formalize agreements for the MSP to provide types and levels of services that generally reflect existing practices. MSP officials expect that the department will continue to provide support services such as the crime lab and canine units to rural counties such as Caroline without charge.

Since 1975, the MSP has compiled the annual report, *Crime in Maryland*, which is part of the *Uniform*

*Crime Reports* that are compiled nationwide. The study team used data from these reports for the years 1975, 1980, 1985, and 1988 through 1992 to determine the extent to which MSP activities in Caroline County have changed over the past several decades.

Information in the *Uniform Crime Reports* is compiled according to the type of offense. Certain offenses (murder, rape, robbery, aggravated assault, breaking or entering, larceny, motor vehicle theft, and arson) are classified as "Part I" crimes. The number of reported Part I crimes and the rates of these crimes per 100,000 inhabitants are included in the *Uniform Crimes Reports*. Part I crimes, excluding arson, are known as "crime index offenses" for which the overall crime rate is computed.

The study team reviewed data on handling of Part I offenses in Caroline County since 1975 by the Maryland State Police, the Sheriff's Department, and the municipal police forces. Table 2 and Figure 1 show how the distribution of response to reported Part I crimes has shifted from the Maryland State Police to the Sheriff's Department since 1975. In 1975, the MSP handled 59 percent of the Part I crimes in Caroline County, while the Sheriff's Department handled only 5 percent of these crimes. By 1992, the portion of Part I crimes in the county that were handled by the MSP had dropped to 24 percent, while the portion handled by the Sheriff's Department had increased to 28 percent.

The portion of Caroline County's Part I crimes handled by municipal police forces also increased from 1975 to 1992.

The other crimes that are tracked nationally in the *Uniform Crime Reports* are known as "Part II" crimes.<sup>2</sup> The only data included in the *Uniform Crime Reports* on Part II crimes are arrests. The study team reviewed the extent to which the MSP, municipal police, and the Sheriff's Department made arrests for Part II crimes during the past two decades. Table 3 and Figure 2 show that the portion of arrests for Part II offenses made by the Sheriff's Department generally has increased since 1975, while the portion of Part II arrests made by municipal forces generally has decreased. Even when arrests by the Queen Anne's-Caroline drug task force (organized in 1990) are considered as MSP arrests, the portion of Part II ar-

**Table 1**  
**Classification of Counties by**  
**Maryland State Police**

<i>Metropolitan Counties</i>	<i>Rural Counties</i>
Anne Arundel	Allegany
Baltimore	Calvert
Baltimore City	Caroline
Howard	Dorchester
Montgomery	Garrett
Prince George's	Kent
	Queen Anne's
<i>Transitional Counties</i>	St. Mary's
Carroll	Somerset
Cecil	Talbot
Charles	Washington
Frederick	Wicomico
Harford	Worcester

**Table 2**  
**Agency Handling Part I Offenses in**  
**Caroline County**

	Maryland State Police		Municipal police		Sheriff's Dept.		Total Reported Part I Crimes
	No.	%	No.	%	No.	%	
1975	313	59	188	36	26	5	527 100
1980	255	41	329	52	43	7	627 100
1985	227	40	227	40	113	20	567 100
1990	152	26	279	49	143	25	574 100
1992	161	24	328	48	191	28	680 100

**Table 3**  
**Agency Making Arrest for Part II**  
**Offenses in Caroline County**

	Maryland State Police		Municipal police		Sheriff's Dept.		Total Part II Arrests
	No.	%	No.	%	No.	%	
1975	108	35	154	50	48	15	310 100
1980	155	37	167	40	96	23	418 100
1985	239	25	223	23	494	52	956 100
1990	*310	28	301	27	504	45	*1,115 100
1992	*333	32	249	24	446	43	1,028 100

\* Includes arrests by the Caroline-Queen Anne's drug task force (27 in 1990 and 30 in 1992).

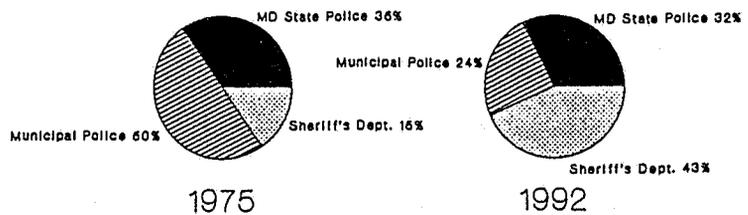
**AGENCY HANDLING PART I OFFENSES**  
**1975 AND 1992**



Source: Uniform Crime Reports

Figure 1

**AGENCY MAKING PART II ARREST**  
**1975 AND 1992**



Source: Uniform Crime Reports

Figure 2

rests made by the MSP decreased slightly from 1975 to 1992.

These historical data raise the question of what additional workload will be placed on the Sheriff's Department if the involvement of the MSP in county law enforcement continues to decrease. According to Maryland State Police estimates, if their troopers were to eliminate their involvement in routine law enforcement services in Caroline County (except response to accidents on county and municipal roads), an additional 1.38 local officers would be required to handle these services.<sup>3</sup> However, according to study team computations, this MSP estimate may be too low. The study team believes that more than five additional local officers would be required if the State Police were to eliminate their involvement in routine law enforcement services. (See Appendix C for computations.) MSP officials state, however, that they have no plans to eliminate routine law enforcement services in rural counties.

According to officials in some rural sheriff's departments, the MSP has been encouraging the sheriff's departments to take over some duties from the MSP, specifically response to accidents on county roads. Officials in some rural counties have been unwilling to undertake this activity, while officials in other counties such as Caroline are considering doing so. According to study team computations, the level of activity involved in accident response on county roads in Caroline County requires the equivalent of less than one officer. (See Appendix D for computations.)

The attempt by the MSP to shift accident response duties to county sheriff's departments seems contrary to the MSP policy of formalizing agreements with rural counties that reflect current service levels. The study team finds little reason for Caroline County to take on the extra burden of accident response voluntarily. However, if the sheriff agrees to these duties, they should be implemented as part of an overall service delivery and staffing plan and should not be assumed piecemeal or in haste.

### Historic Crime Levels

Caroline County officials and residents who were interviewed for this study commonly perceived that crime is an increasing problem in the county and that existing law enforcement operations are not adequate to handle the crime problem. Recent data on crime do not confirm the perception that crime is increasing. Moreover, analyses of demographic projections into the next century suggest little reason to expect significant increases in criminal behavior. The limited information available on police effectiveness shows that law enforcement agencies in Caroline County are at least as

successful at solving serious crimes as are law enforcement agencies in nearby counties and statewide.

The difference between public perception of a crime problem and what studies show about the actual rate of crime is not unique to Caroline County. Respondents to a National League of Cities' opinion survey of municipal elected officials cited violent crime as one of the top three dominant issues of greatest concern to local government officials for 1993 and during the next two years. However, recent *Uniform Crime Reports* show that overall crime in our nation is experiencing a downward trend; only certain categories of crime have increased modestly or remained steady.<sup>4</sup>

One indicator of the need for law enforcement services in a jurisdiction is the crime rate. Data obtained from the *Uniform Crime Reports* on Part I offenses (murder, rape, robbery, aggravated assault, breaking or entering, larceny, and motor vehicle theft) for the years 1975, 1980, 1985, and 1988 through 1993 for Caroline County, the State of Maryland, the Eastern Shore (Region I), and selected counties are contained in Appendix E. It should be noted that these crime rate data are accurate to the extent that the public reports crimes to law enforcement agencies and the law enforcement agencies submit complete data to the Maryland State Police.

Over the period 1975 through 1993, the reported rate of Part I crimes in Caroline County was lower than the overall rate for the Eastern Shore and far lower than the overall rate of these crimes in Maryland. (See Figure 3.) In Maryland and the Eastern Shore, the rates of Part I crimes were slightly higher in 1993 than in 1975. In Caroline County, the rate of Part I crimes was lower in 1993 than in 1975.

#### Part I Crimes per 100,000 Residents

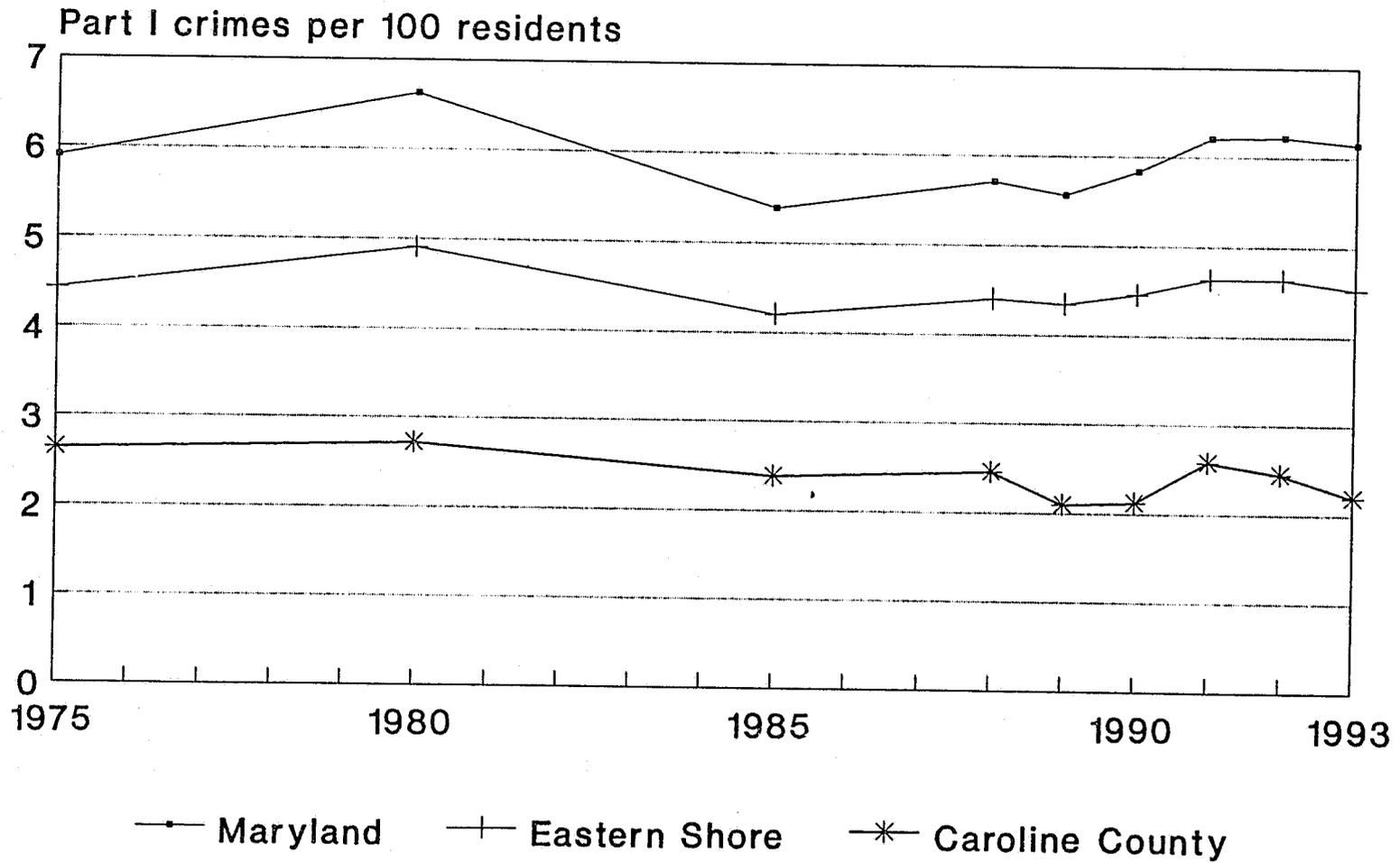
	1975	1993
Maryland	5,902.7	6,139.8
Eastern Shore	4,429.6	4,522.0
Caroline County	2,635.0	2,196.4

The Part I crime rate in Caroline County was also compared to the rates in other mid-shore counties over the period 1975 through 1993. (See Figure 4.) These data show that the crime rate in Caroline was the lowest of the five counties in every year except 1988 when the rate in Caroline of 2,455.0 Part I crimes per 100,000 residents was second lowest to Kent County's 2,205.6 Part I crimes per 100,000 residents.

Some members of the study Advisory Panel expressed concern that comparisons with Dorchester and Talbot Counties are not valid because Caroline County has no towns the size of Cambridge and Easton. To address the Advisory Panel's concerns, the study team

Figure 3

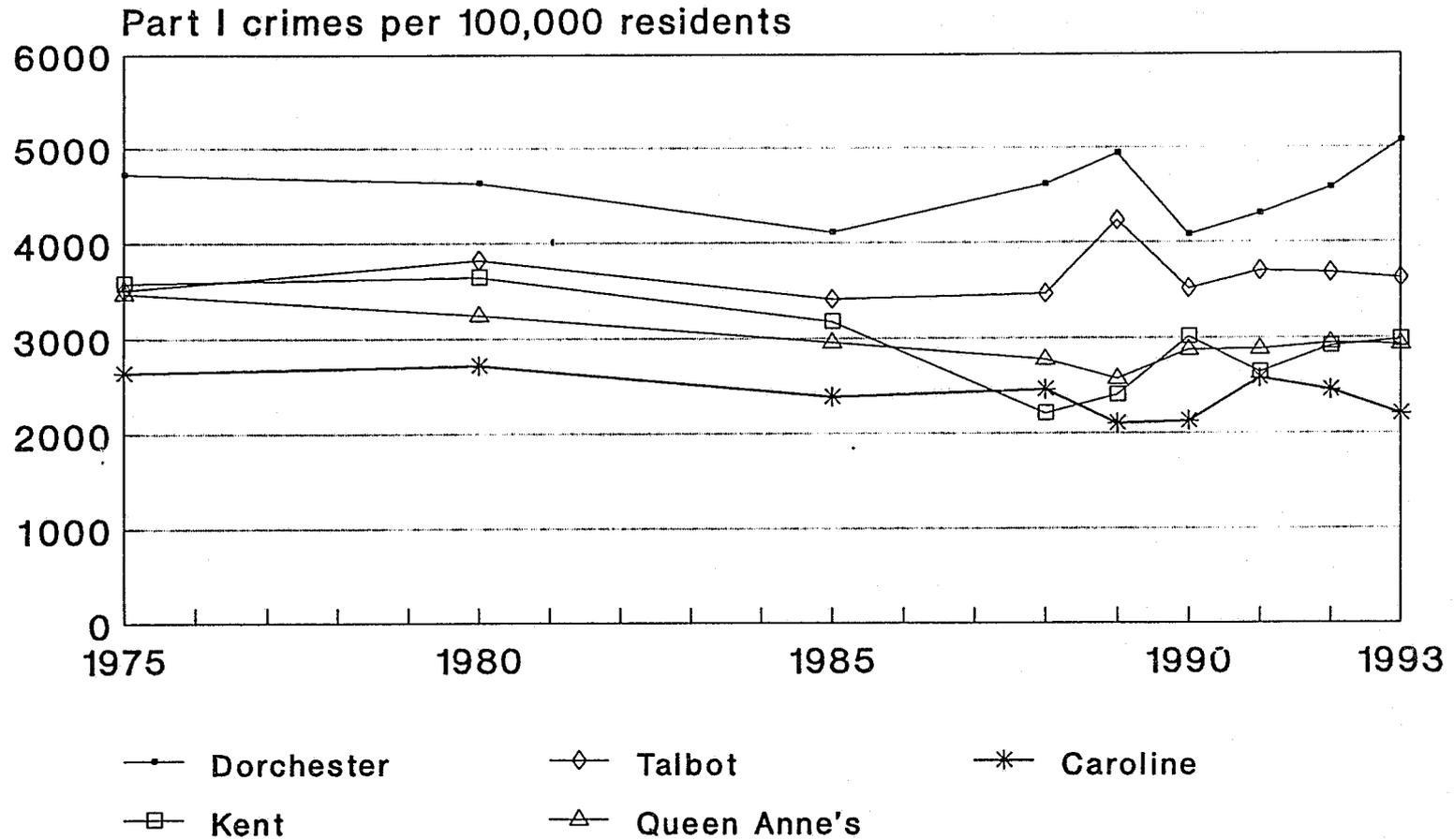
# PART I CRIME RATE (1975, 1980, 1985 & 1988-1993)



Source: Uniform Crime Reports

Figure 4

# PART I CRIME RATE - SELECTED COUNTIES (1975, 1980, 1985 & 1988-1993)



Source: Uniform Crime Reports

subtracted crimes committed in Cambridge and Easton and computed crime rates for the remainder of Dorchester and Talbot Counties. (Of the years included in the study team's review, municipal data were available for 1980, 1985, and 1988 through 1992 only.) The study team believes that the geographic areas of Dorchester and Talbot Counties that lie outside Cambridge and Easton are comparable to Caroline County. As shown in Figure 5, the Part I crime rate in Caroline County was average when compared to those portions of neighboring counties that contain only rural areas and small towns.

Advisory Panel members also expressed concern that Part II crimes are increasing rapidly. The *Uniform Crime Reports* do not contain data on the frequency of occurrence of Part II offenses; only data on arrests for Part II offenses are compiled. There are limitations to using arrest data as a measure of the frequency of crime, because arrest data also reflect the success of the police in identifying and apprehending suspects.<sup>5</sup> Nonetheless, these data provide an indication of the extent of law enforcement activities in a given area.<sup>6</sup>

Data taken from the *Uniform Crime Reports* on arrests for Part II crimes are presented in Appendix F for the years 1975, 1980, 1985, and 1988 through 1992 for the State of Maryland, the Eastern Shore (Region I), Caroline County, and other selected counties. (Arrest data are not yet available for 1993.) The study team combined the data on numbers of arrests with population data to compute arrest rates for each jurisdiction. The data presented in Figure 6 show that arrest rates for Part II crimes have climbed steadily on the Eastern Shore from 2,668.6 arrests per 100,000 residents in 1975 to 6,301.6 arrests per 100,000 residents in 1992. Arrests rates for Part II crimes have increased at a more gradual rate statewide, from 2,729.4 arrests per 100,000 residents in 1975 to 4,182.5 arrests per 100,000 residents in 1992. In Caroline County, arrest rates for Part II crimes more than doubled between 1975 and 1985 from 1,547.1 to 4,011.4 per 100,000 residents, but actually decreased slightly between 1985 and 1992 to 3,597.3 Part II arrests per 100,000 residents.

Caroline County's arrest rate for Part II crimes was about average over the period 1975 to 1992 when compared to nearby counties (Figure 7). When compared to the rural and small town portions of nearby counties (Figure 8), Caroline's arrest rate was average in all years except 1985 when Caroline's rate reached 4,011.4 Part II arrests per 100,000 residents, exceeding the rates in the other jurisdictions.

Drug abuse and drug distribution were frequently identified by Caroline County officials and citizens as

the most prevalent crime problem in the county. Drug arrests in Caroline County increased dramatically from 29 arrests in 1975 to 89 arrests in 1989. Since 1989 drug arrests in the county have leveled off with 73 arrests made in 1990, 71 arrests in 1991, and 74 arrests in 1992. These data include arrests made by the Caroline-Queen Anne's drug task force. (See data in Appendix G.)

As shown below and in Figure 9, the rates of drug arrests in Caroline County and statewide showed similar patterns of dramatic increase between 1975 and 1989 and leveling off between 1990 and 1992. The narcotics arrest rate in Caroline County in 1992 was less than half the statewide rate.

**Narcotics Arrest Rates**  
(Arrests per 100,000 residents)

Year	Caroline County	Maryland
1975	144.7	336.2
1980	112.3	335.8
1985	243.4	445.1
1988	264.9	651.7
1989	346.4	770.6
1990	270.0	605.1
1991	258.4	615.3
1992	266.7	648.6

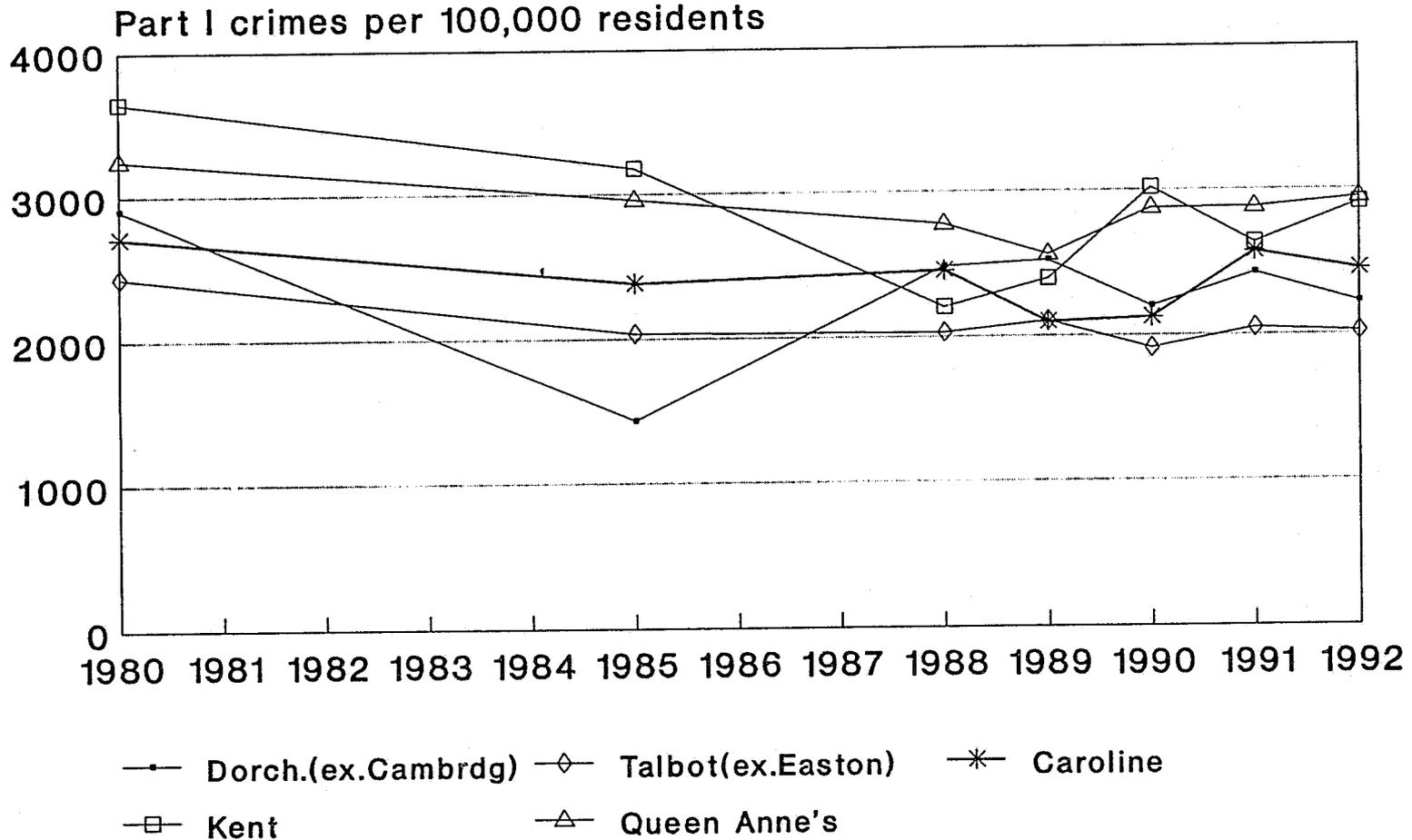
Another area of concern is juvenile crime. Historical arrest data presented below show that juvenile arrests in Caroline County and on the Eastern Shore have generally increased since 1975, while juvenile arrests statewide generally decreased from 1975 to 1990, but then began increasing again.

**Juvenile Arrests**

Year	Caroline County	Eastern Shore	Maryland
1975	155	2,904	60,492
1980	213	3,201	51,343
1985	215	2,940	37,753
1988	213	3,433	38,285
1989	238	3,584	37,229
1990	167	3,759	37,450
1991	222	4,384	41,226
1992	257	4,588	41,694

The study team was unable to obtain data on the youth population of each jurisdiction during each year for which arrest data are presented. Therefore, it was not possible to determine whether a trend exists in the rate of juvenile arrests. The data above suggest that juvenile crime may in fact be increasing in Caroline County. More detailed study of this question is warranted.

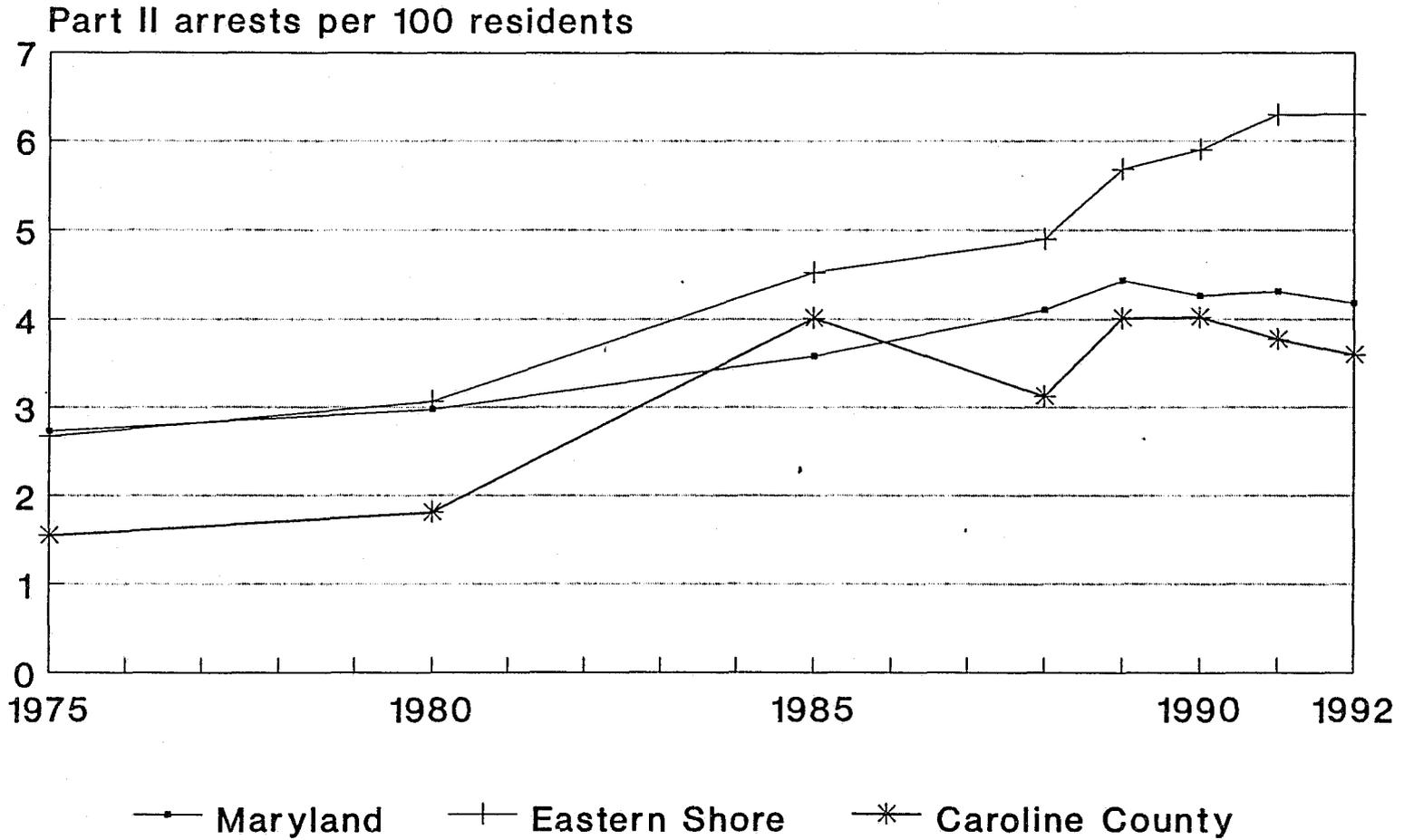
Figure 5  
**PART I CRIME - COMPARABLE JURISDICTIONS**  
 (1980, 1985 & 1988-1992)



Source: Uniform Crime Reports

Figure 6

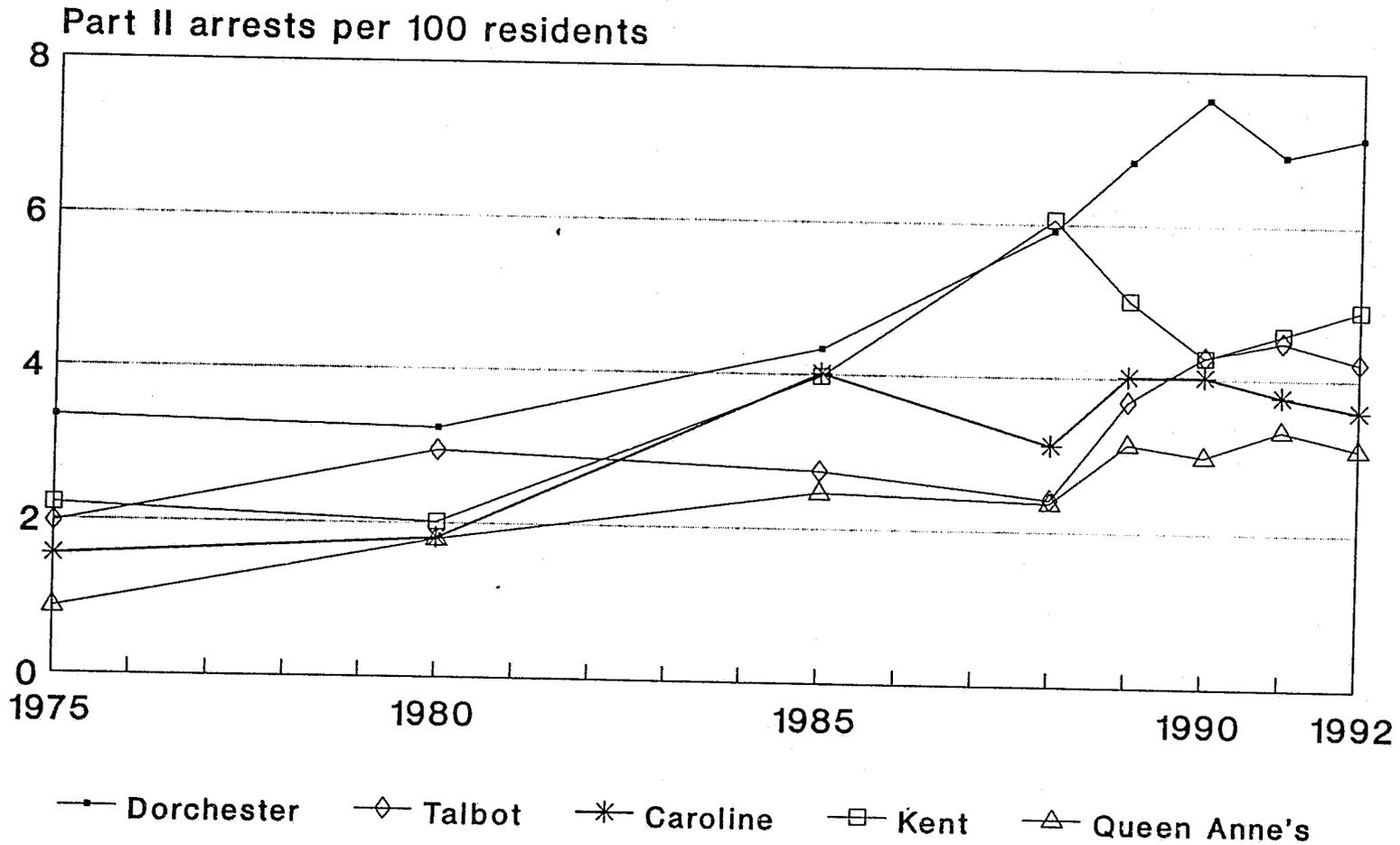
# PART II ARREST RATES (1975, 1980, 1985 & 1988-1992)



Source: Uniform Crime Reports

Figure 7

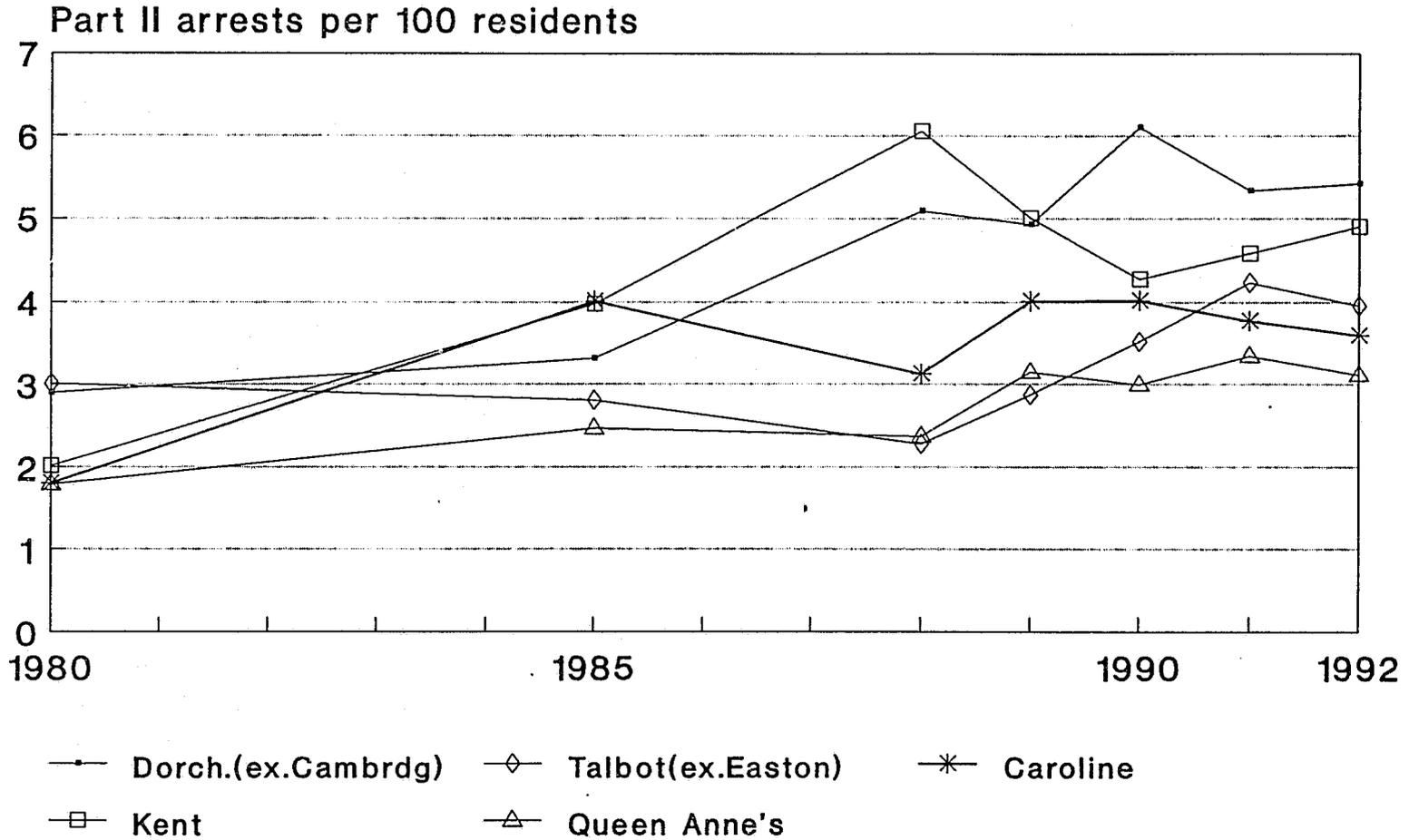
# PART II ARRESTS - SELECTED COUNTIES (1975, 1980, 1985 & 1988-1992)



Source: Uniform Crime Reports

Figure 8

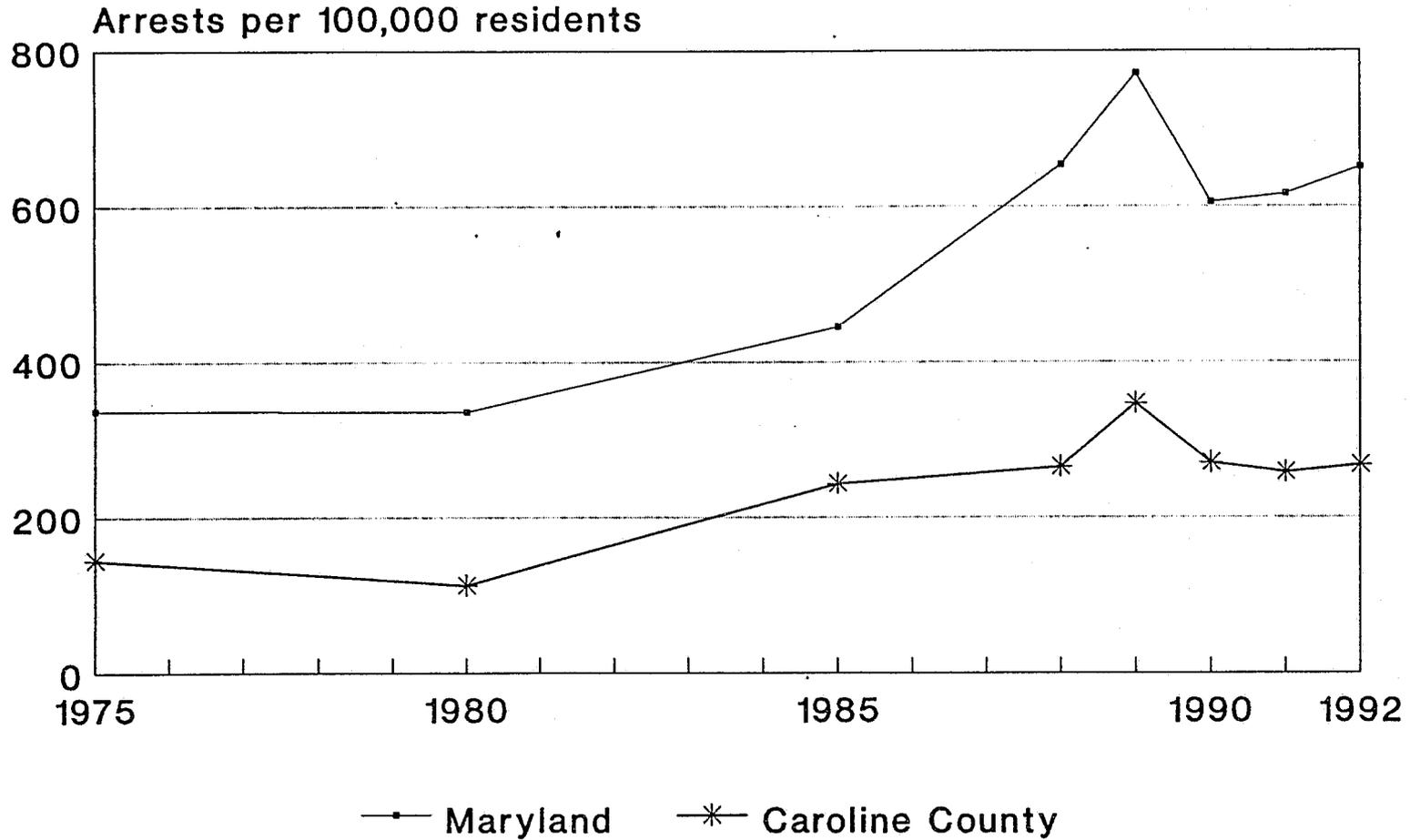
# PART II ARRESTS-COMPARABLE JURISDICTIONS (1980, 1985 & 1988-1992)



Source: Uniform Crime Reports

Figure 9

# NARCOTICS ARREST RATES (1975, 1980, 1985 & 1988-1992)



Source: Uniform Crime Reports

The need for law enforcement cannot be gauged solely by the number of crimes reported or the number of arrests made. Law enforcement officials respond to many complaints that do not result in crime reports or arrests. In 1992, about two-thirds of the activity reports filed by Caroline County Sheriff's deputies related to Part I or Part II offenses, while about one-third involved other activities such as property checks and responding to domestic complaints, alarms, or suspicious vehicles.<sup>7</sup> (No data are available on the hours spent on the various types of incidents.) According to Maryland State Police data, troopers from the Denton Detachment spent nearly half of their obligated hours in 1992 handling incidents other than Part I or II offenses.<sup>8</sup>

## Police Effectiveness

Crime rates can be used as indicators of the need for law enforcement services. To some degree, crime rates are also indicators of police effectiveness in preventing or deterring crime. However, as discussed below, crime rates are greatly influenced by the demographic characteristics of the population, so all the blame or credit cannot be given to the police if the crime rate in an area is high or low. Kent and Queen Anne's Counties and the more rural areas of Dorchester and Talbot Counties are similar demographically to Caroline County. Consequently, the study team believes that a comparison of the Caroline crime rate with the crime rates in these jurisdictions provides some indication of the effectiveness of the various police agencies in Caroline County in preventing and deterring crime. As reflected in Figure 5, the crime rate in Caroline County is in the mid-range for these jurisdictions. Thus, police effectiveness in preventing and deterring crime can be considered to be about average.

In regard to police effectiveness in solving crimes, the only indicator available in the *Uniform Crime Reports* is the "clearance rate." For Uniform Crime Reporting purposes, a crime is considered cleared when police have identified the offender, have evidence to charge that person, and actually take the person into custody. The arrest of one person can clear several crimes or several persons may be arrested in the process of solving one crime.<sup>9</sup>

Clearance rates are computed as a percentage of reported crimes. Figure 10 shows the clearance rates reported in the *Uniform Crime Reports* for Part I crimes for the years 1975, 1980, 1985, and 1988 through 1992 for Maryland, the Eastern Shore, and Caroline County. The clearance rate in Caroline County exceeds the rates on the Eastern Shore and in Maryland in each of the years presented despite a steady decline in the Caroline County clearance rate from 1988 to 1992.

Figure 11 shows the clearance rate in Caroline County compared to the rates in other mid-shore counties for the same years. Caroline County's clearance rate was the highest among these counties during the 1980s. However, the Caroline County rate began to decline at the end of the 1980s. By 1992, the Caroline County clearance rate of 32 percent was second lowest to Talbot County's 27 percent clearance rate. During the 1990s, Dorchester County regained the top spot that it held in 1975.

In order to understand the decline in the Caroline County clearance rate between 1988 and 1992, the study team looked at the separate clearance rates for the MSP, municipal forces, and the Sheriff's Department. As shown in Figure 12, the clearance rates for municipal forces, in particular, declined during that period.

Finally the study team compared the clearance rates of the Caroline County Sheriff's Department to sheriff's departments in other counties. Until 1985, clearance rates for Part I crimes for the Caroline County Sheriff's Department were low compared to clearance rates of other mid-shore sheriff's departments. Since 1985, the Caroline County clearance rates have improved somewhat relative to neighboring counties. (See Figure 13.)

## Projections of Future Crime

Strong correlations exist between certain demographic characteristics and criminality. Demographic projections, therefore, can be used to project future rates of criminality. Both victims and perpetrators of crime tend to be young, poor, uneducated, and urban.<sup>10</sup>

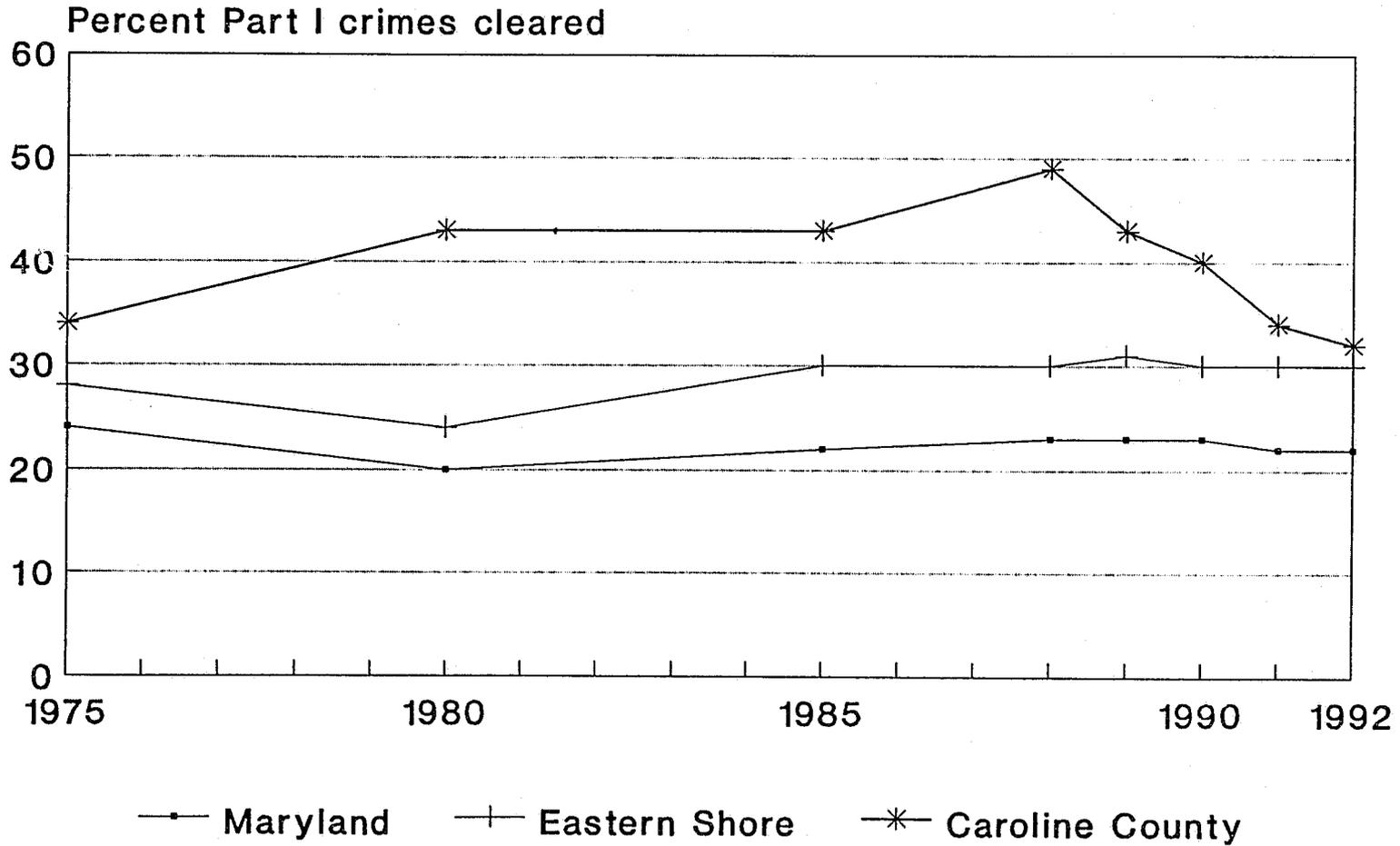
### Youth Cohort and Total Population Projections

The demographic characteristic most strongly associated with crime is age. Crime victimization and perpetration occur primarily among youth and decrease with age. For example, annual *Uniform Crime Reports* reveal that about 50 percent of the persons arrested nationwide are under the age of 25.<sup>11</sup> In Maryland, in 1992, 42.3 percent of those persons arrested were under the age of 25. County data are not available for the entire under-25 age group. Juveniles (under 18 years of age) represented 19 percent of persons arrested in Caroline County in 1992 compared to 15 percent of persons arrested statewide.<sup>12</sup>

The Maryland Office of State Planning projects a modest growth of less than 600 individuals in the cohort of youth aged 15 to 24 living in Caroline County for the period 1990 to 2005. This cohort of youth, as a percent of total population, is projected to grow in Caroline from slightly less than 13 percent in 1990 to

Figure 10

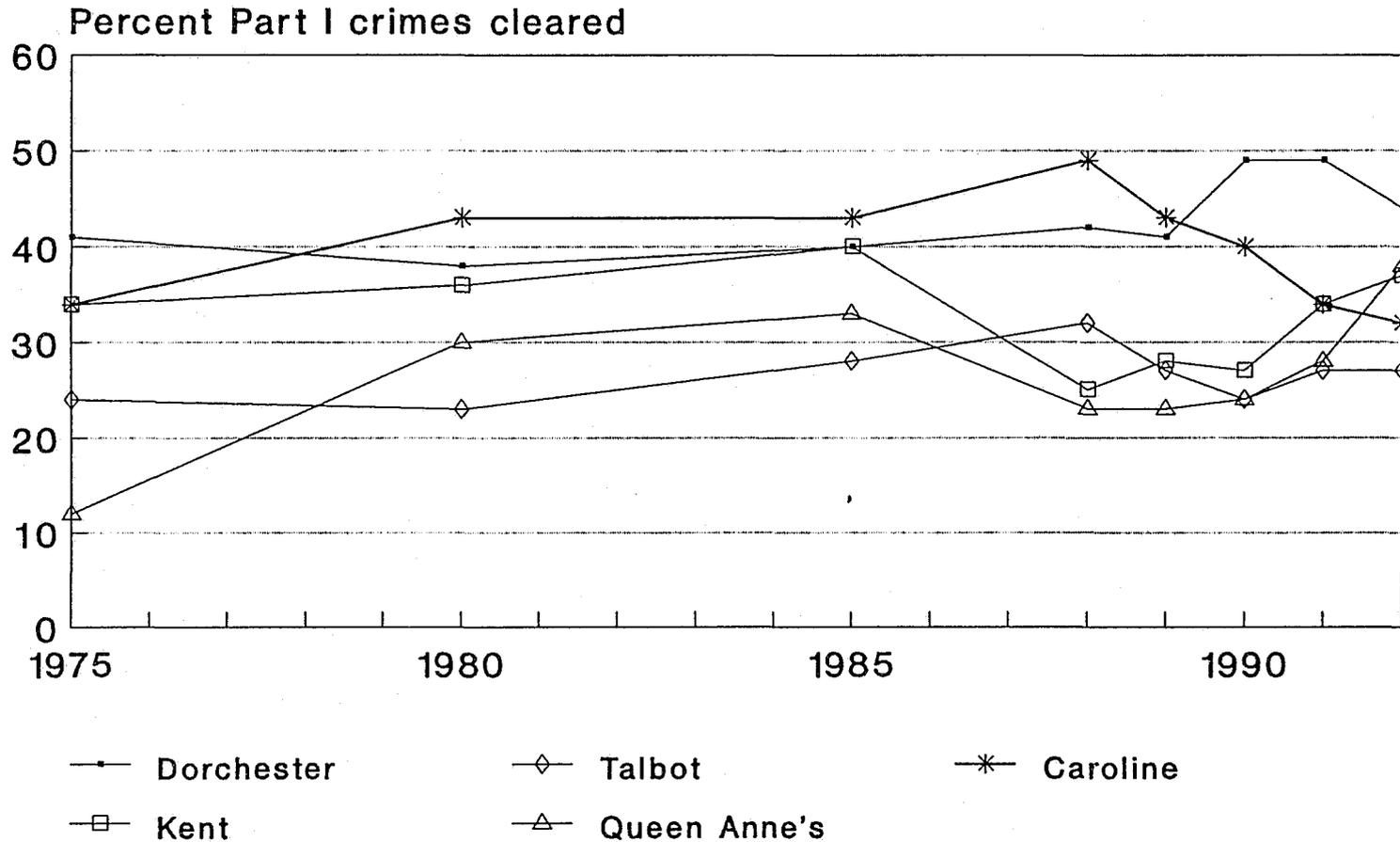
# PART I CLEARANCE RATES (1975, 1980, 1985 & 1988-1992)



Source: Uniform Crime Reports

Figure 11

# PART I CLEARANCE RATE- SELECTED COUNTIES (1975, 1980, 1985 & 1988-1992)

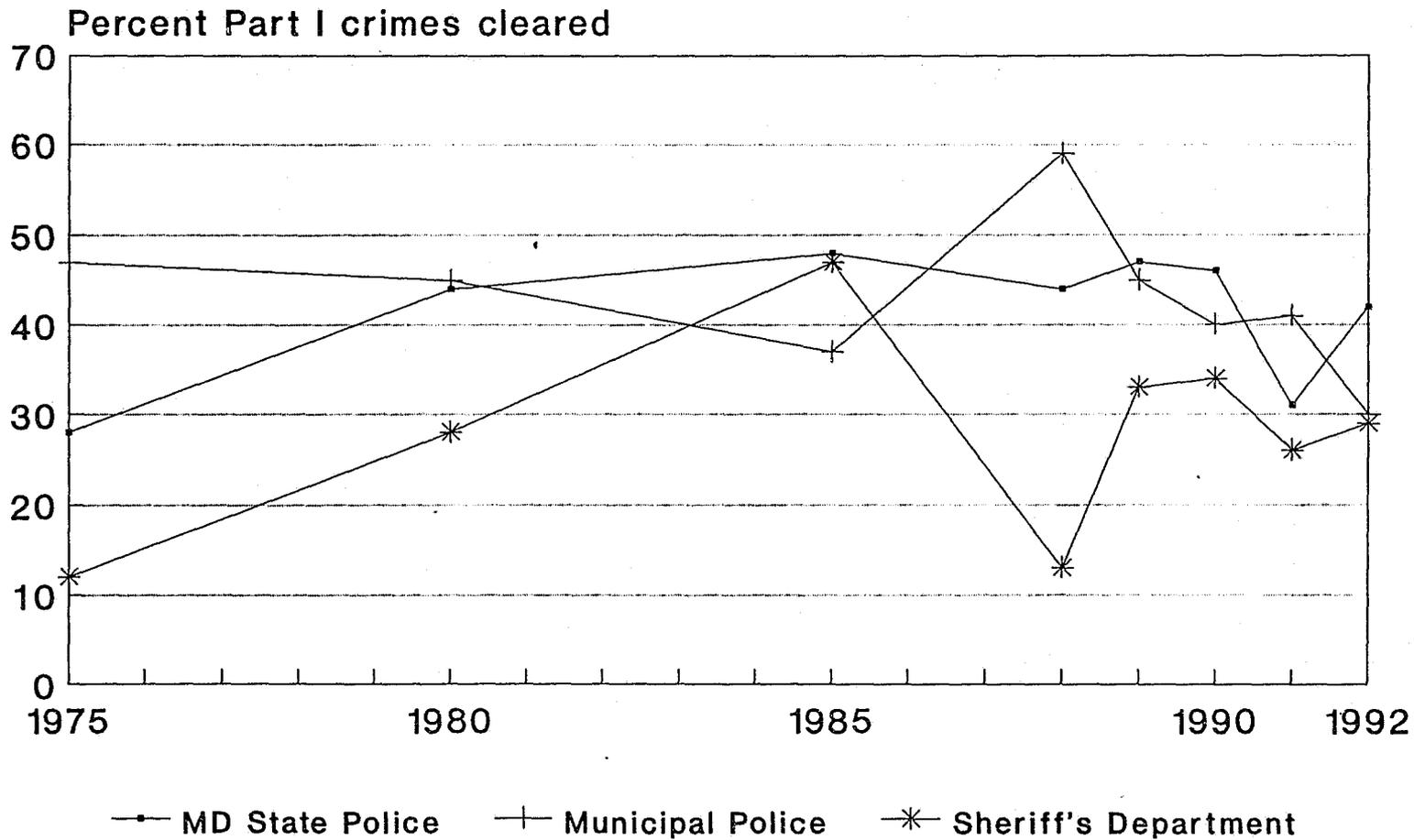


15

Source: Uniform Crime Reports

Figure 12

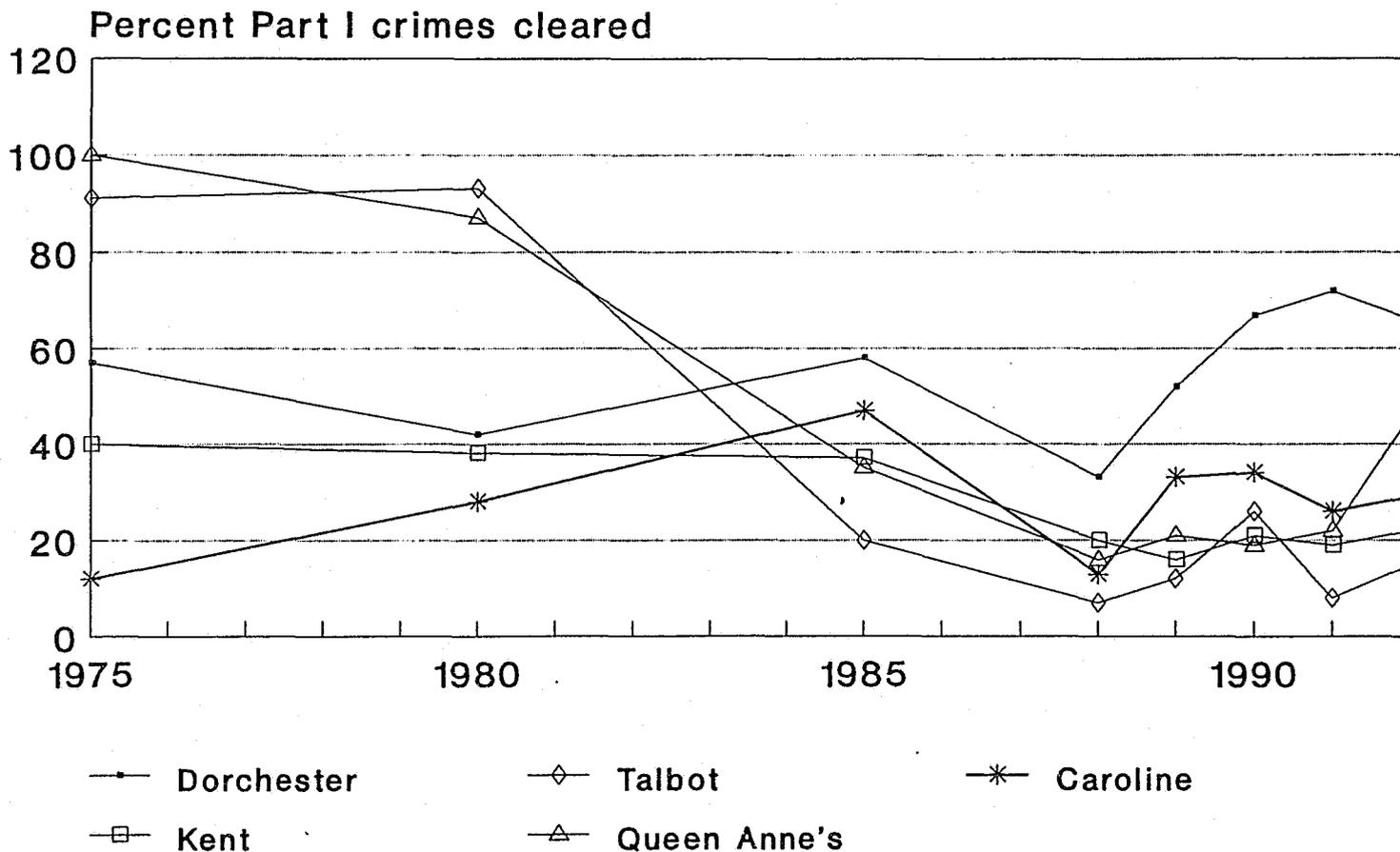
# CLEARANCE RATES IN CAROLINE COUNTY (1975, 1980, 1985 & 1988-1992)



Source: Uniform Crime Reports

Figure 13

# CLEARANCE RATES - SHERIFF'S DEPARTMENTS (1975, 1980, 1985 & 1988-1992)



Source: Uniform Crime Reports

**Table 4**  
**Population Projections for Youth Cohort, Aged 15-24**  
**Eastern Shore Counties and the State of Maryland**

Jurisdiction	1990		2005		1990-2005 Increase in Population
	#	%	#	%	
Caroline	3,493	12.9	4,066	13.0	573
Cecil	10,521	14.7	11,537	13.4	1,016
Dorchester	3,631	12.0	3,649	11.5	18
Kent	2,793	15.7	2,912	15.5	119
Queen Anne's	3,840	11.3	5,283	11.7	1,443
Somerset	4,038	17.2	4,932	18.3	894
Talbot	3,229	10.6	3,810	11.1	581
Wicomico	11,861	16.0	13,458	15.8	1,597
Worcester	4,040	11.5	4,765	11.2	725
Maryland	686,265	14.4	741,335	12.4	55,070

Source: Maryland Office of Planning

slightly more than 13 percent by 2005. Queen Anne's County, in contrast, is projected to add many more youth (over 1,400 individuals aged 15 to 24) for the same period of time. Projections for youth cohorts in Caroline, Queen Anne's, and other Eastern Shore counties and the State of Maryland are shown in Table 4.

Population projections for youth correspond closely with projections for total population change statewide. Over the decade of the 1990s, Caroline County is expected to add about 3,000 people, an increase of about 11 percent. Relative to its immediate neighbors, the projected growth rate for Caroline is greater than that for Dorchester and Talbot Counties, less than that for Queen Anne's, and very similar to the statewide growth rate. These population projections and those for other Eastern Shore counties are shown in Table 5.

**Income and Poverty**

Personal income in Caroline County is relatively

low as compared to neighboring counties and the State of Maryland in total. The portion of families below the poverty level is relatively high in Caroline. Moreover, personal income in the county grew relatively slowly during the second half of the 1980s.

Per capita personal income in Caroline County in 1990 was \$14,121—68 percent of the State of Maryland average. Over the period 1985 to 1990, per capita personal income in the county grew by about 29 percent. In 1990, 8.7 percent of the families in Caroline had incomes below the poverty level, while the comparable figure for the state was 6.0 percent. The figures for income, poverty, and income growth in Caroline and other Eastern Shore counties are shown in Table 6.

Rural American counties can roughly be divided into counties adjacent-to and nonadjacent-to urban areas. Nonadjacent counties, like Caroline County, are expected to face difficult times during the 1990s in their attempts to increase personal income.<sup>13</sup> Thus, in-

**Table 5**  
**Population Projections**  
**Eastern Shore Counties and the State of Maryland**

Jurisdiction	1990 Census	2000 Projections	1990-2000 Increase	Growth 1990-2000
Caroline	27,035	30,103	3,068	11.3%
Cecil	71,347	82,001	10,654	14.9%
Dorchester	30,236	31,301	1,065	3.5%
Kent	17,842	18,602	760	4.3%
Queen Anne's	33,953	42,297	8,344	24.6%
Somerset	23,440	26,204	2,764	11.8%
Talbot	30,549	33,402	2,853	9.3%
Wicomico	74,339	82,096	7,757	10.4%
Worcester	35,028	40,403	5,375	15.3%
Maryland	4.781m	5.304m	.522m	10.9%

Source: Maryland Office of Planning

**Table 6**  
**Income, Income Growth, and Poverty**  
**Eastern Shore Counties and the State of Maryland**

Jurisdiction	1990		1985-90	1990
	Personal Income Per Capita	% of State Ave.	% Increase in Personal Income	% Families in Poverty
Caroline	14,121	68	28.8	8.7
Cecil	18,744	86	40.3	5.6
Dorchester	17,032	78	37.4	10.3
Kent	19,261	88	47.2	7.1
Queen Anne's	21,344	98	41.1	4.9
Somerset	11,889	54	32.7	12.2
Talbot	25,217	115	44.8	6.4
Wicomico	16,581	76	37.6	7.9
Worcester	18,955	87	51.2	8.0
Maryland	21,857	100	37.5	6.0

Source: Maryland Statistical Abstract 1993-94

comes for Caroline County are unlikely to grow significantly over the remainder of the decade.

**Education**

Education levels in Caroline County are low relative to the State of Maryland. The percent of the county's population who, in 1990, were high school graduates or who had more than a high school education was 66.9 percent. The comparable figure for the State of Maryland for the same year was 78.4 percent. Caroline County ranked 21st among the state's political subdivisions in percent high school graduate or higher. Education figures for Caroline, other Eastern Shore counties and the State of Maryland are shown in Table 7. The slow growth in population projected for Caroline County over the next decade implies slow growth in the education levels also.

**Conclusions**

Serious crime did not increase in Caroline County from 1975 to 1993. Throughout that time period the rate of Part I crimes in Caroline County was lower than the overall rates for Maryland and the Eastern Shore and about average for rural areas and small towns on the Eastern Shore.

Arrests in Caroline County for Part II crimes increased from 1975 to 1992. However, most of the increase occurred between 1975 and 1985. Drug arrests have leveled off since 1989, but it is possible that juvenile crime in Caroline County is increasing.

There does not appear to be a substantially greater need for law enforcement services in 1993 than there

was ten years ago. However, there has been a shift in the provision of services away from the Maryland State Police and toward the Sheriff's Department and municipal police forces.

To the extent that crime rates reflect police effectiveness in preventing and deterring crime, Caroline County's police services compare favorably with those in neighboring counties that have similar characteristics. To the extent that clearance rates reflect police effectiveness, the overall performance of police agencies in Caroline County generally compares favorably with agencies in neighboring jurisdictions.

Demographic factors highly correlated with criminality, factors like age, income, and education, are unlikely to shift dramatically in Caroline County during the next decade. The stability of demographic factors suggests that victimization and perpetration of crime will also be stable in the county over the next decade.

**Table 7**  
**Years of School Completed: Persons**  
**25 Years and Over, 1990**  
**Eastern Shore Counties and the**  
**State of Maryland**

Jurisdiction	% High School Graduate or Higher	Rank
Caroline	66.9	21
Cecil	72.2	14
Dorchester	64.7	22
Kent	71.4	16
Queen Anne's	76.8	12
Somerset	61.2	23
Talbot	76.6	13
Wicomico	72.1	15
Worcester	70.8	18
Maryland	78.4	—

Source: Maryland Statistical Abstract 1993-94

## 2. Law Enforcement Requirements and Service Options

### Broad Legal Mandates for Local Law Enforcement

The county's options for responding to law enforcement needs are framed within the legal parameters set by state law. While historically common law and the state legislature determine the acts that constitute criminal acts, enforcing the law traditionally is a local responsibility. Matters relating to law enforcement operations, in effect, are delegated responsibilities, the nature and character of which (beyond matters involving police training) are decided largely by elected local officials.

In today's world of complex legal mandates, this broad delegation of authority for local control over an important governmental area such as crime prevention appears almost anachronistic. Many state-mandated programs today provide a host of program standards that require implementation—with environmental programs, perhaps, being the most burdensome. But state laws involving local law enforcement, except training standards, typically lack program direction. Local officials are given wide latitude in determining how best to meet local needs. In effect, program minimums established under state law virtually do not exist in the area of law enforcement, unlike other governmental programs. Local officials, on their own, using whatever resources they can acquire, develop their own programs, their own local response to problems of law enforcement. Local officials determine what services are needed and the levels or amounts of services that county residents receive.

Because this responsibility is mandated by law, moreover, it cannot be avoided or contracted away. This point is sometimes lost because the distinction between a responsibility and the duties involved in carrying out a responsibility are easily overlooked. But differences exist. Duties can be shared; responsibilities may not—unless otherwise provided by law.

A contract to share law enforcement duties with the Maryland State Police, for example, cannot lift the responsibility—the burden—the law places on the sheriff's department. Similarly, a sheriff's department may contract with other entities to relieve itself of the duties

involved with serving the courts of Maryland. But the responsibility for court service, after executing such a contract and regardless of how attenuated its ties to the courts may become, forever remains the sheriff's until state law provides otherwise.

Maryland, however, does not provide a single entity with local law enforcement responsibility. Five entities share in the responsibility: (1) the State's Attorney; (2) the sheriff; (3) the county governing body; (4) the Maryland State Police; and (5) the municipal governing bodies. Unless current laws are amended, only the municipal governing bodies can avoid responsibility for local law enforcement (by a municipal corporation failing to provide for municipal police). The other four appear to be permanently burdened.

### The State's Attorney

The State's Attorney is the chief law enforcement officer in the county. This office prosecutes and defends on the part of the state all cases in which the state may be an interested party.

### The Sheriff

By centuries-old tradition and at common law, if not actually by statute, the sheriff is the county's chief conservator and keeper of the peace. In Maryland this gives the sheriff three main responsibilities: keeping the peace, serving the courts, and maintaining the custody of prisoners.

The sheriff's peacekeeping duties derive entirely from common law; that is, no constitutional or statutory provision defines the sheriff's duties relating to keeping the peace. The common law also makes it the sheriff's duty to see that a sufficient number of deputies is available to meet any courtroom emergency and, more generally, to satisfy the needs of the court.

Maryland statutes also address the sheriff's court duties. Specifically, under statute the sheriff must serve and return all writs and process, accept bail bonds under certain conditions, and collect fines. Statutes also make the sheriff responsible for maintaining the custody of prisoners and for providing for their transportation.

## **The County Governing Body**

Maryland statutes require the county governing body to provide the resources for the State's Attorney and sheriff to perform their duties. The county governing body essentially approves their budget and pays their expenses. How well these law enforcement officers perform their duties therefore is partially attributable to the budgetary decisions made by the county governing body. This budgetary power makes the local governing body an active partner in county peacekeeping efforts and in local law enforcement generally.

The county governing body is permitted, however, to become even more involved in local law enforcement. A state statute authorizes county commissioners, like those in Caroline County, to create a county police department and to provide for its operation. The commissioners may appoint their own chief of police, provide resources for the department, and generally control important facets of local police operations. Caroline County is currently without a police department.

## **The Maryland State Police**

The Maryland State Police is empowered by statute with the same powers, privileges, immunities, and defenses granted sheriffs and other peace officers. The duties of the MSP, like sheriffs, include preserving the peace, detecting and preventing crime, enforcing state and local ordinances, apprehending criminals, and maintaining the safe and orderly flow of traffic. Under agreements reached with a county or municipality, the MSP may take over all or a portion of local policing, which can include enforcement of local as well as state laws.

## **Municipal Governing Bodies**

Maryland law empowers municipal legislative bodies to create and establish municipal police forces. The broad duties and responsibilities of those forces are not enumerated in statute, although statutes speak to such issues as liability and provide the authority to enter into mutual aid agreements. Like sheriff's deputies, municipal police officers are peace officers who take the same basic training as sheriff's deputies and, within municipal corporations, perform the same peacekeeping operations that sheriff's deputies perform beyond corporate limits.

## **Service Options**

Given the legal parameters outlined, three options for providing law enforcement services are available to counties. The most traditional of the three options is for the county to rely on the sheriff's department to perform police services. Most rural counties in Maryland, including Caroline, utilize this option, although the level of police services provided by the sheriff varies from county to county. To some extent, it appears that the level of service provided by a sheriff's department is inversely related to the level of service provided in the county by the MSP. It is difficult to say whether the sheriff's role has increased as the MSP has become less involved or the MSP have become less involved as sheriffs have been willing to take on more duties.

A second option is for the county government to create a county police department run by an appointed chief whose operations are accountable to the county governing body. The sheriff's department continues to provide court services and, perhaps, correctional services. All of Maryland's metropolitan counties rely on this option for law enforcement services. One rural county, Kent, recently opted to create a police department. Harford County, which is classified as a transitional county, is also considering creation of a county police force that would replace the police operations of its sheriff's department.

The third option is for the county government to contract with the Maryland State Police to provide total law enforcement services in the county. The contract specifies the amount and levels of police service that the MSP will provide. As with the second option, the county sheriff's department continues to provide services to the court and also, perhaps, correctional services. Only Carroll County currently functions under this option.

A county's choice of an approach for providing police services may be influenced by the existence and effectiveness of other police agencies in the county. The chapter that follows discusses the primary noncounty police agencies that operate in Caroline County: the Maryland State Police and municipal police forces. Subsequently, the operation of the Caroline County Sheriff's Department is discussed.

# 3. State and Municipal Police Services in Caroline County

## Maryland State Police

### Level of Service

The Maryland State Police currently has a commitment to provide two troopers on duty at all times in each of the three counties served by the Easton Barrack (Caroline, Dorchester, and Talbot). They currently have a contingent of nine troopers stationed at the Denton Detachment, which is not a sufficient number to provide 24-hour-per-day coverage by two troopers. State Police officials confirmed that in order to meet their commitment of two troopers per county, they frequently must shift the assignment of troopers among the Denton Detachment, Cambridge Detachment, and Easton Barrack. Furthermore, they routinely use more overtime hours than are allotted to them.

One shortcoming of the State Police cited by individuals interviewed for this study was that troopers are transferred into and out of the county and consequently are not as familiar with the county as are local officers. Also, the MSP hierarchy is perceived as less responsive to the law enforcement needs of Caroline County than are the troopers assigned to the county. MSP involvement in Caroline County police services as measured by the portion of Part I crimes the MSP handles and the portion of Part II arrests it makes has decreased over the past two decades.

### Activities

In 1992, the 7,215 hours logged by the Denton Detachment were spent as follows:<sup>14</sup>

Time devoted to:	Hours	% of Time
Part II offenses	1,503	21
Part I offenses	1,014	14
Accidents on state, county, and municipal roads	925	13
Appearances in traffic court	649	9
Appearances in criminal court	259	4
Other	<u>2,865</u>	<u>40</u>
	7,215	100

The following were the most prevalent incidents to

which the Maryland State Police responded in Caroline County in 1992.<sup>15</sup>

<u>Incident</u>	<u>Number of Responses</u>
Vehicle accidents	483
Disabled/unattended vehicles	234
DWI arrests	149
Traffic complaints	130
Theft	96

Since 1990, the MSP has also led a multicounty drug task force that is staffed by MSP troopers and sheriff's deputies assigned by Caroline and Queen Anne's Counties.

The MSP is generally well-respected by Caroline County officials and citizens. Figure 12 shows the clearance rates of the MSP, Sheriff's Department, and municipal police forces in Caroline County in 1975, 1980, 1985, and 1988 through 1992. The data show that the clearance rates for the MSP and municipal forces have generally exceeded the rates for the Sheriff's Department.

## Municipal Police

### Levels of Service

Municipal police forces are maintained by the towns of Denton, Federalsburg, Goldsboro, Greensboro, Preston, and Ridgely, although only the Denton and Federalsburg forces operate on a 24-hour-per-day basis. In towns that provide only a part-time municipal police force, the Sheriff's Department responds to calls when the local force is not on duty. Officers of municipal departments are authorized to provide services only within their own municipal boundaries. There are no formal mutual aid agreements among municipalities or between municipalities and the Sheriff's Department or MSP. (See Appendix H describing mutual aid agreements generally).

The following are brief descriptions of the municipal police departments in Caroline County. The information was up-to-date as of October 1993:

*Denton:* Employs 11 sworn officers, providing around-the-clock coverage. Prevalent crimes are reported to be alcohol and drug abuse and drug distribution.

*Federalsburg:* Employs seven sworn officers, providing around-the-clock coverage. Has applied for grant money to fund the hiring of two additional officers. Prevalent crimes are reported to be trespassing and disorderly conduct.

*Goldsboro:* Employs one sworn officer. Prevalent crimes are reported to be vandalism and drug abuse.

*Greensboro:* Employs three sworn officers, providing 18 hours of coverage per day. Prevalent crimes are reported to be disorderly persons and drug distribution.

*Preston:* Employs one sworn officer.

*Ridgely:* Employs three sworn officers, providing less than around-the-clock coverage. Prevalent crimes are reported to be drug abuse, disorderly persons, and domestic disputes.

**Financing of Municipal Police Forces**

Municipal governments can tailor services to address the specific needs of their residents and often provide a level of service that is difficult for a county government to match. But localized services can also be costly. Table 8 illustrates this point. The table shows various measures of police expenditures for the six towns that maintain police departments. In small police departments, expenditures can vary widely from year to year, because a varying number of officers is employed at any given time, depending on personnel turnover.

The conclusions that can be drawn from the data in Table 8 are limited by the fact that the table mixes data from three different years: 1990, 1992, and 1993. Nonetheless, Table 8 shows that Caroline County mu-

nicipalities provide on average one police officer per 345 residents, while the county provides roughly one officer per 1,100 residents. These data suggest that municipal residents receive more police attention than areas not served by municipal police departments. This conclusion is further supported by the fact that the county, on average, provides one sworn officer for each 17 square miles; the municipalities on average provide one officer for each one-quarter square mile.<sup>16</sup> The level of service provided by municipalities comes at a price, however. Table 8 shows that in FY 1992 municipal spending on police was almost double the county's cost (\$803,091 versus \$464,065). On average, municipalities spent \$70 more per capita than the county spent on police services (\$95 versus \$25).

**Strengths and Weaknesses of Municipal Police Services**

Individuals interviewed for this study believe that the effectiveness of municipal police lies in their intimate knowledge of the community and where the problems are likely to arise, their quick response time, and their ability to adjust their response to unique local needs. Data reviewed by the study team support the notion that localized police services have an advantage. As noted above, municipal forces in Caroline County generally have had clearance rates for Part I crimes comparable to those of the MSP and higher than the clearance rates for the Caroline County Sheriff's Department. (See Figure 12.) Furthermore, municipal police forces in Caroline County achieved these high clearance rates while handling between one-third and one-half of the Part I crimes in Caroline County. (See Table 2.) It is noteworthy, however, that municipal clearance rates have dropped since 1988. This phenomenon warrants further study.

Although the data suggest that municipal police forces are effective, individuals interviewed for this study generally have a poor impression of municipal forces. These individuals cited poor training, poor su-

**Table 8  
Population and Police Resources in Caroline County**

Jurisdiction	Population 1990	Police FY 1994	Cost FY 1992	Pop'n Per Officer	Cost Per Capita
Denton	2,977	11	323,244	270	108
Federalsburg	2,365	7	234,260	337	99
Greensboro	1,441	3	114,519	480	79
Ridgely	1,034	3	62,018	344	59
Preston	437	1	57,057	437	130
Goldsboro	185	1	11,993	185	64
Total Municipal	8,439	26	803,091	325	95
Total County	* 18,596	17	464,065	1,094	25

Source: Institute for Governmental Service.

\* County population reflects the number of county residents who do not reside in municipal corporations with municipal police departments.

pervision, and a general lack of expertise as chronic problems facing municipal police. Moreover, municipal police do not earn as much as members of the Caroline County Sheriff's Department and the Maryland State Police. These problems together contribute to reported concerns with retaining officers. More prestige and more money await officers that are hired by the Sheriff's Department or MSP. Officers that are able routinely try to obtain employment with other police agencies. On average, the study team was told, a municipal police officer remains a town employee for about three years. This drain of trained officers is a double problem for municipalities. They not only lose an employee but one trained at considerable municipal expense to meet state requirements for peace officers.

### **Municipal Police and Other Agencies**

The Sheriff's Department routinely provides back-up units to the county's municipalities, and deputies patrol within municipal limits and respond to calls from municipal residents in the absence of on-duty municipal police officers. In every municipality except Denton and Federalsburg, sheriff's deputies provide law enforcement services for some portion of each week and/or each day.<sup>17</sup>

For the understaffed Sheriff's Department, this arrangement with municipalities, however, is a drain of scarce resources and has created some tension. The problem is particularly acute when, for whatever reason, only one deputy is patrolling the entire county and must also patrol and respond to calls in municipalities. Some sheriff's deputies, reportedly, are unenthusiastic about municipal work and merely "go through the motions" of serving municipalities or do only what may be minimally required. The fact that municipal service is part of a deputy's work seems also to contribute to the lack of esteem given municipal police departments.

From the perspective of the municipal police, no one single perception dominates the view of the Sheriff's Department. Some municipal officials report better relationships with the Sheriff's Department than others. Some feel they have a close working relationship with the Sheriff's Department, while others feel more isolated. Some see the Sheriff's Department as an effective organization, some see it as trouble-prone. The interviews conducted by the study team suggest

that problems often arise from clashes of different personalities rather than from institutional factors.

Virtually the same views characterize relationships between municipal forces and the MSP. Some municipal officials report rocky relationships with the MSP at the barrack level, but good relationships with the MSP above the barrack level. Others have no problems at any level. All municipal officials interviewed by the study team were concerned about anticipated changes in the mission and duties of the MSP, and all said the MSP was too understaffed to provide reliable assistance (although the MSP was perceived as a highly professional organization). Reportedly, the MSP provides back-up units to municipal corporations less frequently than the Sheriff's Department. State law, in fact, provides strict guidelines on when the MSP can respond in a municipal corporation.<sup>18</sup>

### **The Option of Dissolving Municipal Police Departments**

The 1976 report, *A Program of Action to Strengthen Police Services in the County*, called for the disbandment of Caroline County municipal police departments. Citing the high per capita cost of maintaining these departments and their lack of productivity and efficiency, the report stated that a single countywide police agency would be a better service provider than small separate municipal departments.

Implementation of the recommendation to disband municipal police forces is problematic. The most important obstacle is that the county government has no control over the creation or dissolution of municipal police departments. These matters remain the purview of elected municipal officials. Thus, for the option to be realized, each municipality must decide to dissolve its own police department. That public choice likely will be controversial. Furthermore, the study team believes that the county would be unable to provide municipal residents with police coverage equal to that now received from municipal forces. Finally, if the county were to take over the police function in all municipalities, the cost of providing police services in municipalities would be spread over all county residents. The cost to municipal residents of police services would decline, while the cost to other county residents of police services would increase. (See Appendix I for a more comprehensive discussion of the dissolution issue.)

# 4. The Caroline County Sheriff's Department

## Existing Services

The Sheriff's Department is currently providing three key services to the community: court services (paper serving, court security, and prisoner transport); corrections (operation of the detention center); and police services such as patrol, response to calls, investigation, and traffic control.<sup>19</sup> All of these functions fall under the supervision of the Chief Deputy Sheriff, who reports to the elected Sheriff of the county and serves as the administrator for the department.

## Court Services

The Caroline County Sheriff's Department is required by law to provide services to the Circuit Court. These services include serving court papers and documents, providing courtroom security, and transporting prisoners. Two of the department's sworn officers are assigned to serve court papers on a full-time basis. The deputies that are generally assigned to patrol provide courtroom security for the Circuit and District Courts and prisoner transport on an as-needed basis. Of the 4,318 activity reports filed by Caroline County deputies in 1992, 24 percent involved court services.<sup>20</sup>

Sheriff's departments around the state remain responsible for serving court papers and documents, although there is no consistent way of handling court services across the counties surveyed. Table 9 shows how various sheriff's functions are handled in several rural counties. Some counties use civilian employees or contractual staff to serve court papers, while others use sworn deputies for this function. Sheriffs in all counties but Talbot consistently provide court security to the Circuit Court. Caroline is the only county in which the sheriff routinely provides court security to the District Court. Other counties indicated that service to the District Court is provided only upon request or if a prisoner is involved in a District Court proceeding.

## Corrections

The Sheriff's Department in Caroline County is also responsible for the corrections function, including staffing and running the county's detention center. Corrections staff are completely separate from the

complement of sworn officers that provide court and police services, but the corrections staff report to the Chief Deputy Sheriff.

The majority of the sheriffs in Maryland's rural counties no longer provide detention and corrections services. (See Table 9.) Only Garrett County, of those surveyed, still assigns the corrections function to the sheriff. In those counties where corrections is no longer under the sheriff, deputies are less involved in transportation of prisoners. Some of that responsibility, such as transporting prisoners to medical appointments, has been shifted to the corrections department.

## Police Services

The Sheriff's Department currently has 18 personnel lines for sworn officers, not including the Sheriff and the Chief Deputy. (One of these 18 personnel lines is currently vacant.) As noted previously, two deputies are assigned to serve court papers. Of the remaining 16 deputies, two are assigned to criminal investigations and two others are assigned to the Caroline-Queen Anne's drug task force on a full-time basis. The remaining 12 deputies (counting the vacant position) are generally assigned to perform patrol functions. However, they may be detailed to perform court security or prisoner transport if the need arises. When two patrol deputies are scheduled on a shift, one deputy may be re-assigned to court services, leaving only one deputy on patrol.

There is a clear trend for rural sheriff's departments to be more involved with law enforcement functions such as patrol and investigation. (See Table 9.) With the exception of Somerset County, all of the departments surveyed assign more than 50 percent of their sworn officers to those two functions. Most of the counties indicated, however, that officers are frequently assigned to other duties as the need arises.

Caroline's Sheriff's Department does not operate under a rank system. The Chief Deputy Sheriff is ostensibly the supervisor of all sworn officers. Most other Sheriff's departments surveyed by the study team indicated that they use some rank system, usually of a mili-

**Table 9**  
**Functional Responsibilities of Sheriff's Departments in Selected Maryland Counties**

	Caroline	Dorchester	Garrett	Kent	Queens Anne's	Somerset	Talbot	W'ster
<b>Staff Size:</b>								
Sworn Officers	17	22	16	15	26	12	10	24
Civilian	1	8	14	1.25	2	1 pt.	3	5
<b>Functions:</b>								
Patrol	10	13	9	10	21.5	pt.	7	11
Dispatch/Comm.		5 civ.	1 corr.				2	1
Investigation	2	3	2	3	2	pt.	1	3
Detention/Corrections	X		X					
Transport of prisoners: to court	X	X	X			X		
to/from other destinations	X	X	all officers			X	occasional	
Process Service	X	civilian emp	all officers	X	X	X	as needed	
<b>Court Security:</b>								
Circuit	X	X	X	X	X	X		X
District	X		on request			prisoner involved		
<b>Rank System:</b>								
Yes			X	X	X		X	X
No	X	X				X		

Source: Survey by the Institute for Governmental Service, November 1993

**Table 10**  
**Police Protection Expenditures in Mid-shore Maryland Counties**

County	Total Police Expenditures*	% of Total Budget Expenditures	Per Capita Expenditures
Kent	\$631,824	2.09	\$36.14
Queen Anne's	971,563	1.48	28.61
Dorchester	772,729	1.53	25.56
Caroline	464,065	1.14	17.17
Talbot	219,076	0.49	7.22

\* Excluding corrections and other public safety functions.  
Source: Local Government Finances in Maryland FY 92, Department of Fiscal Services, Annapolis

tary type, with titles such as private, sergeant, and captain.

In 1992, 3,294 or 76 percent of the activity reports filed by Caroline County deputies involved activities commonly performed by police agencies.<sup>21</sup> The following types of activities were submitted on these activity reports:

<u>Activity</u>	<u># of Occurrences</u>	<u>% of Policing Activity Reports</u>
Response to incidents	1,179	36
Property checks	775	24
Assisting at incidents	403	12
Follow-up on Part I offenses	388	5
Follow-up on Part II offenses	375	2
Other	<u>239</u>	<u>22</u>
	3,294	100

Incident response and property checks represented the most frequent of the Department's policing activities in 1992.

During 1992, the following were the most prevalent complaints to which the Caroline County Sheriff's Department responded:

<u>Incident</u>	<u>Number of Responses</u>
Domestic disputes	169
Alarms	161
Malicious destruction of property	154
Theft	153
Breaking or entering plus breaking or entering with theft	116

As shown earlier in Figures 12 and 13, the clearance rate of the Sheriff's Department for Part I crimes has generally been less than the clearance rates for the MSP and the municipal forces in Caroline County and the clearance rates for sheriff's departments in neighboring counties. However, since 1988, the clearance rate for the Caroline County Sheriff's Department has generally improved relative to the rates for municipal departments and neighboring counties.

### Expenditures for Police Services

Looking at the 1992 fiscal year (the last budget year for which comparative data are available), the portion of the budget of the Caroline County Sheriff's Department devoted to policing activities (as opposed to court services or corrections) totaled \$464,065, which repre-

sented a per capita cost of \$17.17. For the 1992 fiscal year that per capita spending level placed Caroline near the mid-point of the counties surveyed. (See Table 10.) The highest per capita spending level in the mid-shore counties was \$36.14 in Kent County and the lowest was \$7.22 in Talbot County. Caroline County allocated 1.14 percent of its budgeted expenditures on police protection for FY 92; this compares to a high of 2.09 percent in Kent County and a low of 0.49 percent in Talbot County.

In Table 11, the fiscal year 1992 per capita costs for Caroline and seven other rural counties are shown in two ways. Per capita costs are shown as unadjusted, directly from a report by the Maryland Department of Fiscal Services,<sup>22</sup> and as adjusted by the study team. The adjusted figure reflects a county population from which the study team subtracted the number of people living in municipalities that have their own police services. In Caroline County, for example, the total population figure was reduced by the number of people living in the six municipalities that reported police expenditures in fiscal year 1992: Denton, Federalsburg, Goldsboro, Greensboro, Preston, and Ridgely. Caroline County's adjusted per capita expenditures in fiscal year 1992 were \$24.96. The range of adjusted expenditures was from \$11.56 in Talbot County to \$53.12 in Kent County.

### Improving the Sheriff's Department

The Sheriff's Department has evolved into the lead police agency in the county, and many individuals interviewed for this study believe that the foundation is there for the department to continue in this role. The study team has concluded that several structural and operational changes should be implemented to increase the department's effectiveness. Furthermore, decisions about types and appropriate levels of service to provide, such as whether to take over response to acci-

**Table 11**  
**Per Capita Expenditure for Police Protection: Caroline and Other Rural Counties**

County	Per Capita Expenditures	
	Unadjusted	Adjusted*
Kent	36.14	53.12
Dorchester	25.56	45.43
Worcester	23.92	39.95
Queen Anne's	28.61	30.49
Caroline	17.17	24.96
Garrett	15.36	17.84
Somerset	12.62	15.66
Talbot	7.22	11.56

\* Adjusted by subtracting the population of municipalities with police expenditures from the total county population.

dents on county roads from the Maryland State Police, should be made as part of an overall service delivery and staffing plan.

The following sections present the rationale for changes recommended by the study team in four areas: administration, staffing, personnel policies, and community relations.

### **Administration**

It is clear that the responsibilities of the Sheriff's Department have grown over the years. With increased responsibilities came additional personnel, and the department grew in a piecemeal fashion. The administrative structure, however, has not kept up with the increased responsibilities and staffing levels; there is no organizational chart or clear chain of command.

There is competition for administrative attention among the department's court, corrections, and police functions. Given this competition, and the fact that police services have evolved with little planning, there does not seem to be consensus among policy makers and service providers as to what the role of the Sheriff's Department should be in providing police services.

Policy makers are unsure where to place emphasis in making budgetary decisions, administrators allocate personnel on an ad hoc, piecemeal basis to provide various services, and supervisors and deputies seem uncertain as to their primary roles and job responsibilities. This lack of clear organizational purpose can lead to inefficient allocation of resources to the various functions of the department. Overall, the lack of a clear definition of the department's primary functions creates difficulty in decision making at all levels and is detrimental to the provision of police services.

The use of sworn deputies for court security, paper serving, and prisoner transport stretches an already thin work force even further. Responsibility for court services was often cited as one reason the department has difficulty keeping two patrol officers on duty at all times. Pulling deputies from patrol for court services is not the best use of sworn officers. Both court security and paper serving can be satisfactorily performed by civilians. Some counties are using civilian and/or contractual employees to process court papers and are successfully using civilian bailiffs for court security. Relieving sworn officers from court services would increase the number of officers who could be assigned to patrol. There was also concern about the inadequacy of courtroom security. Currently, sworn officers are provided for courtroom security only on a case-by-case basis; usually, an unarmed bailiff is the only security in the courthouse.

Supervision of deputies was frequently cited as a

problem by individuals interviewed for this study. This difficulty stems from a lack of a rank system within the department. Currently the department has two levels of deputies, but there is ambiguity as to exactly what their job responsibilities entail. The Chief Deputy is the only designated supervisor. Since the Chief Deputy cannot be on duty twenty-four hours a day, line officers on patrol frequently have little or no supervision.

Policy and operating procedures manuals are vital tools in supervision and administration of police personnel. The Sheriff's Department personnel interviewed by the study team indicated that the current manual is not used to provide guidance for officers nor has it been recently updated. A well-crafted policy and procedures manual has several benefits. The manual helps to defend the department from civil liability by showing that the department has established adequate supervisory control over its officers.<sup>23</sup> The manual can also be used to define the department's chain of command and communicate the department's expectations of its personnel.

Information gathered for this report revealed gaps in communication between the Sheriff's Department and other agencies in Caroline County whose activities affect law enforcement. Agencies such as the Board of Education, the Department of Juvenile Services, the Department of Social Services, and the County Health Department share common interests, and even common clients, with the county's law enforcement agencies. There is an increasing need for these organizations to share information that affects their various programs and to forge cooperative agreements where those are deemed appropriate.

There are instances where decisions or plans of another agency can affect the operations of the local law enforcement units. For example, at a meeting of the Advisory Panel for this study the representative from Juvenile Services told the group that the grant that has been used to fund transportation of juveniles to detention centers will not be renewed. Without this grant, Juvenile Services will need the assistance of sheriff's deputies in the transportation of those juveniles. This additional responsibility will affect staffing and deployment patterns for the Sheriff's Department because a deputy detailed for juvenile transportation is required to stay with that juvenile until the papers are processed at the detention center. The Chief Deputy was unaware of the impending change, however. This is but one instance where improved interagency communication and cooperation could have positive results for the law enforcement agencies.

Another drain on a deputy's time is the instance where a juvenile is detained but not charged. In that

case, an adult attendant must stay with the juvenile until a guardian, parent, or some other custodian arrives to take the youth. Given the amount of time that this duty often entails, when a deputy serves as the attendant, it has the potential to adversely affect the patrol function. Increased coordination and communication among agencies may help to reduce the time allocated by sheriff's deputies to this kind of activity.

In the course of this project, the study team found significant gaps in data that measure the efforts of the department's personnel. These data form the basis for departmental staffing, deployment, and budget decisions both now and in the future. While there is no doubt as to the efforts put forth by Caroline County deputies, they would be hard pressed to document those efforts in a concrete fashion. It is exceedingly important for the Sheriff and the Chief Deputy to be able to provide adequate information such as incident data (e.g., response times, locations, responses by time of day) and personnel activities (e.g., the hours each officer spends on specific duties).

**Recommendation 1: Develop a mission statement.**

The balance among the three functions of the Sheriff's Department should be addressed explicitly. A mission statement should be developed based on input from the sheriff, other elected county officials, representatives of various agencies and organizations whose activities affect the department (e.g., the Department of Juvenile Services), sworn officers and other department employees, and citizens. This mission statement should form the basis of the department's operations.

**Recommendation 2: Reorganize court services.**

The study team recommends that the sheriff create formal divisions within the department for court services and police services. If these two functions are handled as separate budgetary and administrative items, the department can more clearly assess the resources and procedures necessary to carry out both responsibilities. In addition, the study team recommends the department: (1) use nonsworn security guards to provide courtroom security; (2) use civilians to serve most court papers; and (3) redeploy all sworn officers to police activities.

**Recommendation 3: Create a separate department to operate the detention center.**

If the Sheriff's Department is to be the primary provider of police services to the citizens of Caroline County, it would be logical and consistent with other departments around the state for Caroline County to set up a separate corrections department outside the purview of the sheriff. This action, which may require ap-

proval from the General Assembly, could be accomplished by transferring the current complement of the corrections unit to the new department. This reorganization would allow the sheriff to focus more fully on the administration of police services. The transport of prisoners for purposes other than court appearances, such as medical appointments, would routinely fall upon corrections staff unless the presence of a sworn officer is needed. Deputies would continue to be deployed to transport prisoners to and from court appearances. (The study team lacks the data necessary to determine the workload impact of transport duty on the corrections staff.)

**Recommendation 4: Formalize and clarify supervisory responsibilities.**

A precise chain of command and clearly enumerated responsibilities of each level of officer are necessary for adequate supervisory control and communications within the department. At a minimum, a chain of command should be established, and the job descriptions and duties of all personnel should be reviewed, revised if necessary, and disseminated to all staff levels. There should be an adequately trained and experienced officer with defined supervisory responsibilities and duties on all patrol shifts.

**Recommendation 5: Update and use a standard operating procedures manual.**

In order to implement more direct and clear supervisory control over sworn officers, the department should review and revise the existing standard operating procedures manual and make use of the manual as a supervisory tool. There are two key parts to police manuals. One part should cover personnel policies for police officers. This section should include a detailed organizational chart delineating the chain of command and structure of the department. All personnel regulations that apply to officers should be included in this section of the manual. Second, "standard operating procedures" should be clearly denoted in the manual. At a bare minimum such a manual should cover use of force, use of deadly force, high speed car pursuits, and traffic stops.<sup>24</sup>

**Recommendation 6: Establish an interagency coordination committee.**

There is no need for sworn officers to replicate the efforts of their social service colleagues. There is, however, the need for them to be aware of issues that cut across agencies and of problems that affect each other's ability to perform their function. Representatives of the Sheriff's Department, Board of Education, Department of Juvenile Services, Department of Social Services, and the County Health Department should meet regu-

larly to share information and address problems that cut across agencies.

**Recommendation 7: Collect and analyze data regarding police activities and performance.**

The Sheriff's Department needs to improve its data collection and analysis efforts. The department should collect data on the time spent by deputies on various activities rather than just the numbers of activities performed. Data compilation and analysis should be ongoing assignments for designated staff. The department should routinely analyze crime, response, and clearance data.

**Staffing**

The department's intent is to provide two deputies on patrol at all times. In reality, if a deputy is detailed to other duties, such as court services, one deputy becomes responsible for patrol countywide. The seriousness of this deficiency has not been fully addressed, most likely because to this date no grievous consequences have resulted.

There are several severe shortcomings to having only one officer to patrol the entire county. First, backup may not be immediately forthcoming from other law enforcement units, leaving an officer in potentially life-threatening situations. Second, response times from one locale to the next suffer. Third, police presence and interaction with the community is greatly reduced. Many interviewees noted that they seldom see deputies patrolling the county. Caroline County loses the benefit of police visibility when only one officer is on patrol. At no time should only one officer be responsible for providing police coverage for the entire county.

Patrol is an activity for which supervision and coordination of individual officers is particularly important. The problem of unclear supervisory roles in the Sheriff's Department is compounded by the fact that only a lower level deputy may be on duty on a given shift. Furthermore, according to the dispatch supervisor, some 911 calls could be handled without dispatching a patrol officer if an experienced deputy were available at the station to provide information to the caller.

The inadequacy of existing courtroom security was raised by several individuals interviewed by the study team. One unarmed bailiff is available full-time at the Circuit Court. Sworn officers are reassigned from the patrol function when additional security is needed. The use of sworn officers to perform courtroom security and other court services is viewed by some as an inefficient use of highly trained staff.

When two officers are available for patrol, the de-

partment currently divides the county into a northern patrol area and a southern patrol area. Given the limited availability of staff, there is no flexibility to deploy officers on the basis of crime patterns and response times. With increased staffing levels, patrol areas could be restructured.

**Recommendation 8: Fill the vacant deputy position, hire two additional deputies and a clerk, and redeploy all sworn officers to police functions.**

The county should attempt to have, at a minimum, two officers scheduled for patrol and one patrol supervisor on duty at all times. A total of 16 sworn officers dedicated to patrol would be needed to ensure this level of coverage 24 hours per day. (See Appendix J for computations.) In order to achieve the recommended staffing level, the department needs to fill the vacant deputy position, hire two new deputies, and redeploy all other sworn officers to police activities. Filling the vacant deputy position would bring the number of officers available for patrol duties to 12. Transferring the two deputies who currently serve court papers to the patrol function would raise the number of deputies available for patrol to 14. Finally, hiring two additional deputies would raise to 16 the number of officers dedicated to patrol.

The 16 sworn officers would include 11 patrol officers and five patrol supervisors. With 11 patrol officers, two officers could be assigned to patrol at all times; three patrol officers would be available on some shifts. On each shift, a patrol supervisor would oversee the work of the patrol officers.

In addition to patrol, the 11 patrol officers would be available on an as-needed basis to transport prisoners to court. On those occasions when only one patrol officer remains on patrol while a patrol officer is transporting a prisoner, the patrol supervisor will be available to back up the lone patrol officer. The department should monitor the time required for deputies to transport prisoners and modify this approach if necessary. If prisoner transport often creates a situation in which only one officer is on patrol with a supervisor for backup, the department should consider hiring additional patrol officers.

The department's existing deputies should compete for promotion to the five supervisory positions. The five officers selected as patrol supervisors should be assigned the rank of sergeant.

The patrol supervisor assigned to each shift will generally remain at the station unless needed to back up an officer in the field. In addition to supervising and providing backup for patrol officers, the patrol supervisor

**Table 12**  
**Existing and Proposed Staffing**  
**Levels for Caroline County**  
**Sheriff's Department**

Existing		Proposed	
Sheriff	1	Sheriff	1
Chief Deputy	1	Chief Deputy	1
Investigation	2	Investigation	2
Drug task force	2	Drug task force	2
Patrol/prisoner transport/ court security	12*	Patrol/prisoner transport	16**
		Court security	2
		civilian	
Court paper	2	Court paper	2
serving sworn		serving civilian	
Clerical support	1	Clerical support	2
Total	21	Total	28

\* Including one vacant position.

\*\* Among the 16 deputies assigned to patrol, 5 would be designated as sergeants.

will be available for the dispatchers to refer calls that may be handled without sending an officer in the field. Patrol supervisors also may be assigned administrative functions such as data analysis and development of training schedules for deputies.

Because of the increase in operating staff and the need for more data collection by the department, the study team also recommends that the Sheriff's Department hire an additional clerk to provide support services.

**Recommendation 9: Hire civilian staff to perform services for the court.**

The Sheriff's Department should hire two civilian employees to replace the two sworn officers as paper servers. (Sworn officers should accompany the civilians when they serve papers to individuals who are considered dangerous.)

In order for the Sheriff's Department to provide full-time, or nearly full-time, security coverage for the Circuit and District Courts, the department would need to hire two security guards for this purpose. Staffing for the Circuit Court would take precedence if one guard was on annual or sick leave because security at the District Court appears to be less of an issue than security at the Circuit Court. In the event that both guards were absent, sheriff's deputies could step in to fill the gap. This situation should not occur frequently.

Beyond courtroom security, courthouse security and security of other county buildings are issues that the Caroline County government should consider regardless of the actions it takes with regard to law enforcement in general. There are various options for providing building security; the duty should not neces-

sarily fall on the police force. This topic may be the subject of another study that compares the methods being used in other jurisdictions.

Under recommendation 8, the total number of new employees for police services would be four: one deputy to fill the current vacancy, two additional deputies, and one additional clerical staff member. Under recommendation 9, the total number of new employees for court services would be four: two civilians to serve papers and two security guards to provide courtroom security. The final complement of staff and their functional areas are shown in Table 12.

The study team recommends that the Sheriff's Department develop an organization chart similar to the one presented in Figure 14. The minimum departmental complement recommended by the study team would be 26, not including the deputies assigned to the Caroline-Queen Anne's drug task force.

**Recommendation 10: Reorganize the patrol function.**

The minimum staffing levels recommended above will provide for at least two patrol officers and one patrol supervisor on all shifts. Some shifts will have three patrol officers assigned to patrol. This increase in staffing will give the department some flexibility in deploying officers.

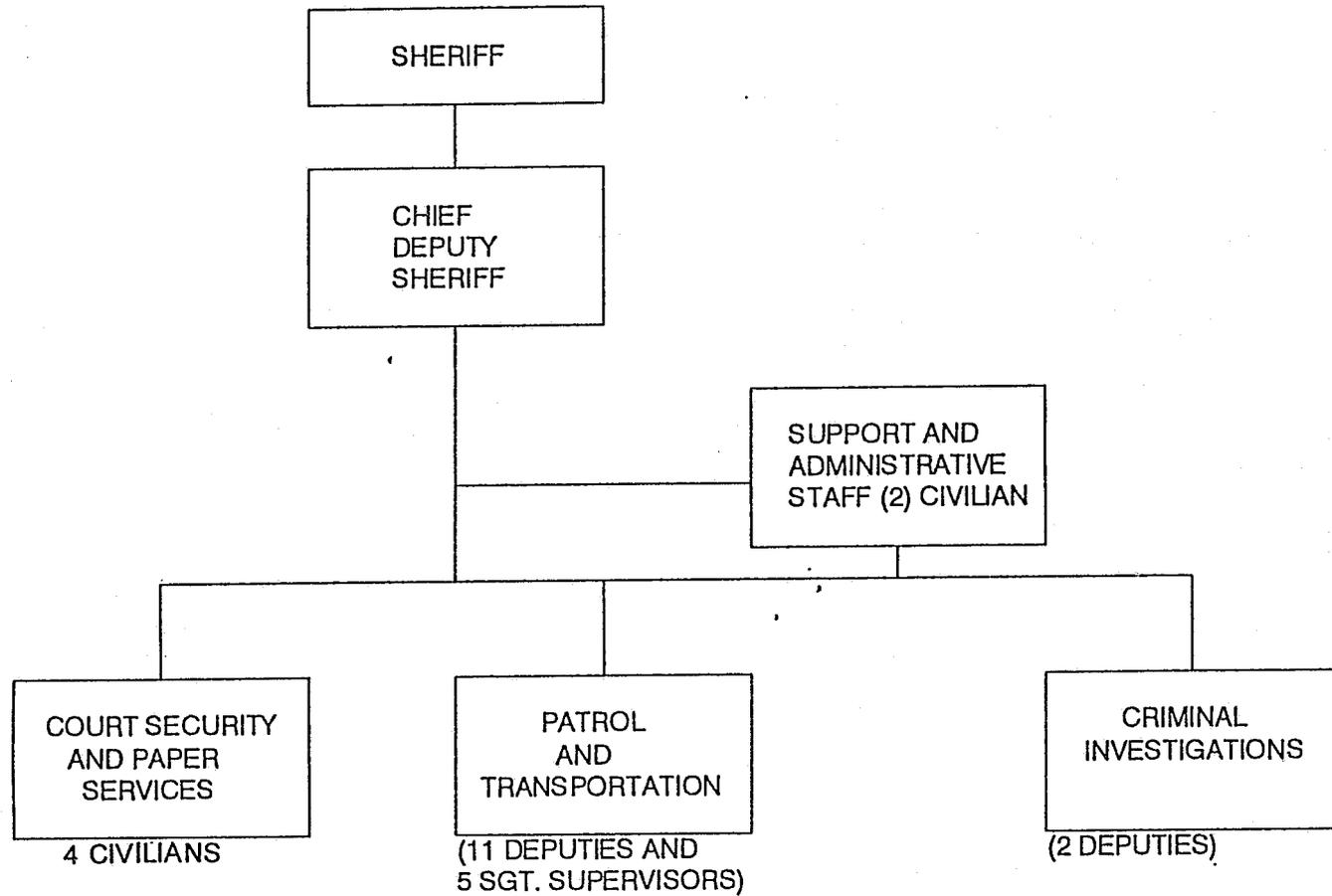
The advantage of revised patrol areas would be an increase in response time to high crime areas, higher police visibility in those areas, and greater supervisory control over officers assigned to more specific locales. Unfortunately, incident response time and location data currently are not available to determine patrol needs by location and time of day. As the size of the patrol force grows, the department needs to collect and analyze this important information to ensure the most effective deployment of sworn officers.

Individuals interviewed for this study, including deputies, identified personnel issues that affect officer performance and morale. These issues included inadequate training, a restrictive retirement system, and the lack of promotional opportunities in the department. All these factors decrease job satisfaction and adversely affect officer morale. On the other hand, deputies' salaries in Caroline County appear to compare favorably with those in other mid-shore counties at this time.

Currently the Sheriff's Department recruits exclusively in Maryland's mid-shore area, using the *Easton Star Democrat* newspaper. This means that only a local labor pool is exposed to the potential job offerings in the department. While having a force made up of local individuals can be a strength, this limited recruiting

Figure 14

PROPOSED ORGANIZATIONAL CHART – CAROLINE COUNTY SHERIFF'S DEPARTMENT



TOTAL COMPLEMENT: SWORN OFFICERS, CHIEF DEPUTY AND SHERIFF = 20  
CIVILIAN = 4 FOR COURT SECURITY AND PAPER SERVICE  
CIVILIAN SUPPORT STAFF = 2  
DEPARTMENTAL  
TOTAL = 26

means the county is not reaching other potential officers who might be interested in relocating to the county.

As sworn officers age, the physical demands placed on them by patrol make it difficult for them to provide optimum service. The aging of the Caroline County Sheriff's Department and the county's restrictive retirement system are of concern to many sheriff's deputies and other individuals in the county. Keeping officers on the street who are no longer capable of providing optimum service threatens public safety as well as officer safety and morale.

The Sheriff's Department currently provides the 18 hours of in-service training required by the Maryland Police Training Commission internally. Even though this standard meets the State requirement, 18 hours of in-service training does not provide individual officers adequate preparation for the wide variety of situations they may face; nor does 18 hours of in-service training per officer provide the department with the expertise it needs to carry out its many functions.<sup>25</sup> Even though continuing training opportunities are available to deputies, staffing problems often prevent the officers from being able to take advantage of them. With patrol stretched so thin, the department simply cannot free a deputy for additional training for any significant period of time. This creates some cyclical problems for the department, with deputies needing some specialized training and the department being unable to release them for that opportunity. As a result, the department may not be able to perform certain law enforcement functions, such as specialized investigation and/or preparation for a court case, as well as they might wish. The result is a negative impact on the department's operations, as well as a negative impact on the professionalism of the deputies and the department.

A variety of sources cited discontent with the ability of the Sheriff's Department to adequately investigate crimes. Often mentioned was the frequent delays in obtaining lab services from the Maryland State Police, inadequate in-house resources necessary to carry out criminal investigations, and inadequate training of deputies on investigation and the handling of crime scenes.

**Recommendation 11: Maintain competitive salaries.**

The county government should conduct salary reviews on a continual basis and maintain salaries that will enable the Sheriff's Department to recruit and retain the most qualified individuals.

**Recommendation 12: Implement recruitment procedures that attract a wide range of quality applicants, and implement adequate employment standards.**

The county needs to consider expansion of recruitment efforts to increase the maximum pool of applicants. There may be candidates from larger police forces and more urban areas who would like to consider law enforcement in a rural area such as Caroline County and who would bring polished skills with them.

Openings for positions for the Caroline County Sheriff's Department should, at minimum, be advertised in major newspapers and trade publications having circulation in Maryland, including: *The Washington Post*, *The Washington Times*, *The Baltimore Sun*, and *The Annapolis Capital*. Such wide advertisement will increase the quantity and perhaps the quality of applicants for vacant positions. Qualification for sworn officers must meet the standards of the Maryland Police Training Commission.<sup>26</sup>

**Recommendation 13: Provide a separate retirement system for sworn deputies that allows for early retirement.**

While many counties and municipalities continue to provide sworn officers the same retirement benefits as other employees, several organizations, including the Maryland State Police and the Charles and Frederick County Sheriff's Departments, have created separate retirement systems tailored to the unique needs and circumstances of law enforcement officers. Providing separate benefits to sworn deputies is not without costs, however. Costs of various retirement systems are contingent on the types and levels of benefits provided to officers. Some systems offer retirement after 25 years of service without respect to age while others use a combination of years of service and age. The State Police have established a retirement system that allows officers to retire after 25 years of service or at age 55. Many of the systems offering early retirement, such as the one offered to Maryland State Police, require officers to contribute a percentage of their salary (usually 7 to 8 percent) into the retirement program. The only way to compute accurately the costs of a separate retirement system would be to have an actuarial evaluation performed by a provider. As a rough estimate, however, the department can expect most systems to cost about 25 percent of the total base salary of those participating in the system.<sup>27</sup>

**Recommendation 14: Increase the time spent by deputies in training.**

Providing for and encouraging additional training will increase the quality, professionalism, and morale of the department. Officers should receive specialized training in areas that are of particular concern to the department. Four such areas have been highlighted by the study teams's interviews: traffic accident investigation (if the county takes over this function); criminal investi-

gation; handling domestic disputes; and dealing with juvenile crime.

Criminal investigation training is needed for both full-time investigators and patrol officers. Handling domestic disputes requires unique skills, and officers should be trained in effective techniques. Many interviewees cited domestic disputes as being the "most pervasive" crime problem in the county. This perception is supported by the department's activity records, which show that domestic disputes were the top complaint to which Caroline County Sheriff's deputies responded in 1992. Finally, the concern over juvenile crime in the county and the special skills and requirements involved in dealing with juveniles are arguments for greater attention by the department to this area of training.

The following are other areas where it is generally recommended that all officers should receive adequate and frequent training:<sup>28</sup> the use of force and deadly force; drug related crimes and arrests; the operation of vehicles, including chase situations; first aid; and traffic stops and handling intoxicated drivers. Child abuse and sexual crimes are specialized areas in which officers should receive training.

There are several steps that should be taken to provide adequate training for officers above that required by the Maryland Police Training Commission. The department should establish a separate budget item specifically for training officers. This would create an available pool of resources so that some training can be scheduled and other training can be provided on an as-needed basis. In addition, each officer should be given specialized training at least once per year. A "training officer" should be identified who would be responsible

for setting up a training regimen for the entire department and for keeping training records for each individual officer.

**Recommendation 15: Increase the training and resources available to criminal investigators.**

The department needs to provide additional resources to its criminal investigators. To the extent that the MSP cannot meet the department's needs for laboratory or other services, the department must develop its own capabilities or identify other alternatives such as contracting with other jurisdictions. Investigators and patrol officers should be trained in evidence handling, investigation techniques, and court preparation.

**Community Relations**

Community relations was one of the areas frequently mentioned as in need of improvement. Nearly all of the individuals interviewed expressed the desire to see the Sheriff's Department become more active in crime prevention as a way to create ties between the department and the community.

**Recommendation 16: Increase the visibility of deputies in the county.**

The department needs to inform the community of its activities and improve relations with community leaders. The Chief Deputy or some other administrative personnel could act as a community relations coordinator to oversee this effort. Communication with other governmental agencies and police involvement with the community are both important steps in improving the department's public image.

# 5. Evaluation of Policy Options

This chapter discusses the three options available to the county for providing police services:

1. Continue to rely on the Sheriff's Department as the primary agency for providing police services in the county.
2. Create a county police force separate from the Sheriff's Department.
3. Contract with the Maryland State Police to assign resident troopers who would provide police services in the county.

The study team was unable to find any studies of the comparative performance of the three options for providing county police services. Consequently, judgement about the three options for Caroline County must be made by comparing the apparent qualities and likely consequences of the models. In this chapter, the study team describes each option and then provides information on each option regarding costs, accountability, coordination, liability, and quality of service.

## Continue to Rely on the Sheriff's Department for Police Services

Under this option the Sheriff's Department would continue to play a major role in providing police services within the county. In fact, the sheriff's policing function would be emphasized. The study team evaluated this option assuming implementation of the recommendations described in the previous chapter.

### Costs

The study team estimates an additional cost to the county of about \$222,000 per year or \$7.82 per capita to implement the following recommendations:

- Fill one vacant deputy position
- Hire two new deputies
- Redeploy two deputies from court paper serving to patrol
- Assign five deputies as patrol supervisors
- Hire two civilian employees to serve court papers
- Hire two court security guards

- Hire one clerk
- Purchase equipment required for the additional employees

See Appendix K for a description of the study team's computation of costs. The additional annual costs would be allocated as follows:

	<u>Additional Cost</u>	<u>Additional Cost Per Capita</u>
Police services	\$180,000	\$6.34
Court services	42,000	1.48
Total	\$222,000	\$7.82

The FY 1994 budget and per capita budget for police services in Caroline County were \$552,965 and \$19.47, respectively. The additional costs for police services associated with these recommendations would bring the police services budget to about \$733,000 and per capita costs to \$25.81, an increase of 33 percent.

Additional costs would also be required if a separate retirement system were established for sworn officers. Some of the additional costs of a separate retirement plan could be mitigated by requiring deputies to contribute to the plan as is done in the Charles County and Frederick County Sheriff's Departments.

### Accountability

When police services are provided by a sheriff's department, the sheriff is directly accountable to the voters of the county for the performance of the law enforcement officers. The primary means of oversight available to the county governing body is its control over a sheriff's department budget.

Virtually any citizen is free to run for sheriff of their county. There are no requirements that a candidate have any law enforcement expertise, knowledge, or experience, and there would be no prohibition against a law enforcement novice seeking this office. It is up to the voters to decide whether the candidate is qualified for this position.

Most sheriffs in Maryland have law enforcement experience. If a sheriff were elected whose qualifications were deficient, accountability could become a troublesome issue. If the sheriff exercised poor judgement in law enforcement decisions or in making expenditures,

any legal and fiscal consequences would fall on the county government and, ultimately, the taxpayers. The taxpayers' only recourse would be in their ability to unseat an incumbent sheriff at the next election.

### **Liability**

Under Maryland law sheriff's deputies are agents of their respective counties. Therefore, counties are liable for the conduct of sheriff's deputies.

Both the sheriff and the county commissioners need to work together to ensure that as many potential liability issues are addressed and rectified as possible. Deputy training and having a standard operating manual for police operations are areas where officials and staff can work to mitigate the liability risk for the county. Having adequate supervision is also a means of reducing risk.

### **Quality of Service**

An elected sheriff is selected by voters based on the criteria they believe are important. The elected sheriff is, in turn, responsible for appointing qualified subordinates. A sheriff may choose to appoint a subordinate to administer day-to-day operations of the department. The pool of police administrators from which a sheriff can select subordinates is as broad as the pool from which any jurisdiction with a police force can select an administrator. Furthermore, a sheriff's department is able to recruit subordinate personnel whose qualifications are as good as the members of any police force. Because of their autonomy, however, sheriffs are in a position to select subordinates based on factors other than merit, if they choose to do so.

### **Coordination**

Because the sheriff is relatively autonomous from the county government, a sheriff's department must make a special effort to coordinate services with other county departments. Because the sheriff does not have an affiliation with other units of government (municipal, state, and other counties), a sheriff's department must take some initiative in coordinating with these units as well. Such coordination, especially among agencies working within the county, can benefit a sheriff's department and is considered good management practice.

### **Create a County Police Force**

The metropolitan counties in Maryland (Anne Arundel, Baltimore, Howard, Montgomery, and Prince George's) have removed law enforcement services from their sheriff's departments and created county police departments to provide those services. One transi-

tional county (Harford) is presently considering creating a county police department, and one rural county (Kent) has already decided to create a county police force.

If Caroline County were to create a county police force, it should be staffed, at a minimum, at the same level recommended in this report for the police services component of the Sheriff's Department. A basic county police force would operate very much like the police component of the Sheriff's Department except that police officers would not transport prisoners to court.

### **Costs**

It is difficult to compare the costs of full-service sheriff's departments and county police forces in Maryland. Full service sheriff's departments are currently found in the state's rural and transition counties only. Until the recent Kent County decision to create a county police force, county police departments were found in metropolitan (urban) counties only. Because urban populations tend to be associated with higher levels of criminality than do rural populations, cost comparisons among counties reflect the rural/urban differences in service demand. The effect on costs of service demand cannot be distinguished from the effect on costs of the method of providing service.

The study team recognizes that funding a county police force as well as a sheriff's department that serves the court may add to a county's overall costs for the two functions due to the need for an administrator and some similar staff in each of two separate operations. With respect to police services alone, there is no inherent reason that creating a county police department would cost any more or less than using a sheriff's department to provide the same services.

### **Accountability**

An appointed county chief of police is not directly answerable to citizens but is indirectly accountable to them through their elected board or council. An appointed county police chief is much more accountable to the county commissioners than is an elected sheriff.

### **Liability**

The county government would be liable for the conduct of employees of a county police department in the same way that it is liable for the conduct of any other county employee. The advantage to the county of a county police force is that the commissioners would have greater control over the operations for which they are liable.

## Quality of Service

The county commissioners should appoint a chief of police based on candidates' professional qualifications. There is no guarantee that their choice of police chief will be a better administrator than is a sheriff chosen by the voters. However, the county commissioners are able to recruit from a pool of police professionals that extends beyond Caroline County. The appointed chief would be responsible for selection and promotion of qualified subordinates and, given the comparable conditions of employment, would be able to recruit from the same pool of applicants that would be available to a sheriff. Because of the oversight provided by the commissioners, an appointed chief would be less able to make appointments based on factors other than merit.

## Coordination

By creating a county police department, the county commissioners strengthen their ability to direct the coordination of services across departments within the county government and to encourage coordination across county, state, and municipal boundaries. As a component of the county government, a county police force may be in a better position than a sheriff's department to coordinate with other county agencies. A county police force is not at an advantage or disadvantage compared to a sheriff's department when coordinating with municipalities, other counties, or state agencies.

## Contract with Maryland State Police for Resident Troopers

The Caroline County government could meet the law enforcement needs of the county by contracting with the Maryland State Police to provide all police services outside areas served by municipal forces. Currently, Carroll County is the only county in the state that contracts with the MSP to provide local law enforcement services. Carroll County's original agreement with the State Police was signed in 1981. It has never been amended. From time to time, there have been informal proposals for Carroll County to create a county police force, but county officials and citizens seem satisfied with the current arrangement. Several Carroll County municipalities have full-time or part-time police forces that supplement the State Police presence.

## Costs

MSP officials describe this alternative as expensive, but point out that each MSP trooper assigned to the county is backed by all the resources and expertise of the State Police. Carroll County's FY 94 budget pro-

vides \$3,223,310 for State Police services. This includes 100 percent funding of 44 resident troopers and one administrative position; retirement, social security, workers compensation, and health benefits; indirect MSP costs of 23.03 percent; and funds for 17 replacement vehicles. For Carroll County, with a 1994 population of about 132,000, these costs amounted to \$24.42 per capita.

Based on the costs of the Carroll County agreement, the study team estimates that contracting with the MSP for 16 resident troopers in place of a Sheriff's Department or county police force with a like number of patrol officers would cost about \$1,200,000 per year or about \$41.00 per capita.<sup>29</sup> This amount is roughly double the current police funding level in Caroline County and 59 percent higher than the \$25.81 per capita level of police funding estimated by the study team for an upgraded Sheriff's Department.

## Accountability

Generally, when police services are obtained under contract, the contractor maintains control over day-to-day operations and the conduct of the police officers. The contract should make the contractor accountable to the county commissioners for the department's overall performance and may be designed to provide an evaluation at the time of contract renewal.

## Liability

The contract between the MSP and the county will not make the county legally responsible for the actions of the MSP. According to the Legal Affairs Division of the MSP, the MSP remains liable for all matters arising from activities by MSP employees. In contrast, the county can be held legally responsible only for actions committed by county employees.

## Quality of Service

The contract model provides the opportunity for the county to be served by highly qualified Maryland State Troopers. Furthermore, these troopers would have the full resources and expertise of the MSP available to them.

## Coordination

Because the MSP would be working under contract, the county commissioners could mandate coordination of services with county departments and encourage coordination across municipal boundaries. The MSP is in an excellent position to coordinate activities across county and state boundaries. Coordination was an issue of concern among some individuals interviewed by the study team; the contracting approach to police services provides another means to promote coordination.

## **Summary of Options**

There are three basic models for providing police services in Maryland counties: a full-service sheriff's department, a county police force, or contracting for services with the Maryland State Police. Empirical studies comparing the models were not found. Five criteria for deciding among the models—cost, accountability, liability, quality of service, and coordination—provide mixed expectations about the likely consequences of choosing a particular option.

*Cost:* Providing police services through a sheriff's department or a county police force results in essentially equal costs. Hiring MSP resident troopers is much more expensive.

*Accountability:* A county police force is directly accountable to the county commissioners. The MSP is accountable to the county commissioners through a contract and funding. The sheriff is accountable to the county commissioners through the sheriff's department budget and is directly accountable to the voters.

*Liability:* A sheriff's department and a county police

force create essentially the same liability for the county. Contracting with the MSP for resident troopers relieves the county of liability for officers' actions.

*Quality of Service:* A sheriff's department and a county police force theoretically recruit officers and staff from the same applicant pool and, therefore, should be able to provide service of equal quality. The MSP resident trooper program has the advantage of providing the resources of the entire State Police organization, including trooper training and support services. Consequently, the services provided by the MSP may be superior.

*Coordination:* A county police force is in the best position to coordinate services with agencies within the county. A sheriff's department and a county police force are in similar positions with respect to coordination with municipalities, other counties, and state agencies. The MSP is in the best position for intercounty and interstate coordination, but has no advantages with respect to coordination with county agencies and municipalities.

## 6. Summary of Findings and Recommendations

Maryland does not provide a single entity with local law enforcement responsibility. Five entities share in the responsibility: (1) the State's Attorney; (2) the sheriff; (3) the county governing body; (4) the Maryland State Police; and (5) the municipal governing bodies. Unless current laws are amended, only the municipal governing bodies can avoid responsibility for local law enforcement (by a municipal corporation failing to provide for municipal police). The State's Attorney, sheriff, county governing body, and state police will continue to be responsible for law enforcement.

For many years, the MSP was considered to be the backbone of law enforcement services in Caroline County. However, the county Sheriff's Department has taken on a greater role in providing police services over the past two decades. The distribution of responses to reported Part I crimes has shifted from the Maryland State Police to the Sheriff's Department since 1975. In addition, the portion of arrests for Part II offenses made by the Sheriff's Department generally has increased since 1975, while the portion of Part II arrests made by municipal forces and the MSP generally has decreased. This increased involvement by the sheriff in police functions has been largely unplanned.

At the instruction of the Maryland General Assembly, the MSP has been in the process of redefining its statewide role and mission. This process has raised the possibility that a greater burden for providing law enforcement services would fall on Caroline County in upcoming years. According to the MSP, its role in metropolitan and transition counties is changing, but it does not expect to make major changes in the foreseeable future in the services provided in rural counties such as Caroline.

The attempt by the MSP to shift accident response duties to sheriff's departments in rural counties seems contrary to the MSP policy of maintaining current service levels. The study team finds little reason for Caroline County to take on the extra burden of accident response voluntarily. However, if the sheriff agrees to these duties, they should be implemented as part of an overall service delivery and staffing plan and should not be assumed piecemeal or in haste.

Caroline County officials and residents who were interviewed for this study commonly perceived that crime is an increasing problem in the county and that existing law enforcement operations are not adequate to handle the crime problem. Recent data on crime do not confirm the perception that crime is increasing. Moreover, analyses of demographic projections into the next century suggest little reason to expect significant increases in criminal behavior. The limited information available on police effectiveness shows that law enforcement agencies in Caroline County are at least as successful at solving serious crimes as are law enforcement agencies in nearby counties and statewide. The success of law enforcement agencies in Caroline County, particularly municipal police, has declined in recent years. This decline warrants further study.

Three options for providing law enforcement services are available to counties:

1. Continue to rely on the Sheriff's Department as the primary agency for providing police services in the county.
2. Create a county police force separate from the Sheriff's Department.
3. Contract with the Maryland State Police to assign resident troopers who would provide police services in the county.

Crime in Caroline County is expected to remain relatively stable over the next five to ten years. Even at current crime levels, in order to provide effective police services the Sheriff's Department must undertake systematic improvements that address the problems identified in this study. The following improvements recommended by the study team address four areas: administration, staffing, personnel policies, and community relations.

1. Develop a mission statement.
2. Reorganize court services.
3. Create a separate department to operate the detention center.
4. Formalize and clarify supervisory responsibilities.

5. Update and use a standard operating procedures manual.
6. Establish an interagency coordination committee.
7. Collect and analyze data regarding police activities and performance.
8. Fill the vacant deputy position, hire two additional deputies and a clerk, and redeploy all sworn officers to perform police functions.
9. Hire civilian staff to perform services for the court.
10. Reorganize the patrol function.
11. Maintain competitive salaries.
12. Implement recruitment procedures that attract a wide range of quality applicants, and implement adequate employment standards.
13. Provide a separate retirement system for sworn deputies.
14. Increase the time spent by deputies in training.

15. Increase the training and resources available to criminal investigators.

16. Increase the visibility of deputies in the county.

The additional costs for police services associated with these recommendations (not including the costs of a separate retirement system) would bring the total budget for police activities to about \$733,000 and per capita costs to \$25.81, an increase of 33 percent over current costs.

Providing police services through a county police force would entail costs that are approximately equal to the costs of providing police services through a sheriff's department. Hiring MSP resident troopers would be much more expensive, roughly \$41 per capita.

With respect to accountability, liability, quality of service, and coordination, a county police force is more advantageous on some criteria, while the sheriff's department or resident troopers are more advantageous on others. None of the options is clearly superior overall.

# Notes

1. Maryland State Police, *Role and Mission Study*, December 1992.
2. Part II offenses are: other assaults-simple; forgery and counterfeiting; fraud; embezzlement; stolen property buying, receiving, possessing; vandalism; weapons carrying, possessing, etc.; prostitution and commercialized vice; other sex offenses; violation of drug abuse laws; gambling; offenses against the family and children; driving under the influence of liquor or narcotics; violation of liquor laws; drunkenness (not a criminal offense in Maryland); disorderly conduct; vagrancy; all other offenses; suspicion; curfew and loitering laws (juveniles); and runaway juveniles.
3. Meeting between representatives of the study team and representatives of the Maryland State Police, 12/17/93.
4. Green, Herbert L., Jr., and Dorothy Cheek, "Perception versus Reality: Analysis of Crime Statistics," *Nation's City Weekly*, Vol. 17, No. 8, Feb. 21, 1994, p. 5.
5. There are also limitations in using arrest data to measure police effectiveness, because an arrest may not result in a conviction. The state may not be able to prove the arrested individual's guilt or, in some cases, the police may have arrested an innocent individual.
6. State of Maryland, *Uniform Crime Report*, 1992, p. 102.
7. Caroline County Sheriff's Department, "1992 Recap of Monthly Complaints."
8. Maryland State Police, Automated Incident Reporting System, "Barrack Fiscal Summary for the Period of January 1992 thru December 1992, Denton Detachment."
9. State of Maryland, *Crime in Maryland*, 1992 Uniform Crime Report, p. 18.
10. Flowers, R. *Demographics and criminality: The characteristics of crime in America*. New York, N.Y.: Greenwood Press, 1989.
11. Flowers, p. 63.
12. State of Maryland, *Crime in Maryland*, 1992 Uniform Crime Reports.
13. Deavers, K. "1980's: A Decade of Broad Rural Stress," *Rural Development Perspectives*, 7(3), 1991, pp. 2-5.
14. Maryland State Police, Automated Incident Reporting System, "Barrack Fiscal Summary for the period of January 1992 thru December 1992, Denton Detachment."
15. Ibid.
16. The county contains 325 square miles. Subtracting the total number of square miles served by municipal police—6.98—from 325 results in 318.02, the number of miles served continuously by the Sheriff's Department. Dividing the size of the municipal and county police forces—26 and 17, respectively—results in the numbers reported in the main text.
17. A few years ago, when the Denton police force was short-staffed, off-duty sheriff's deputies patrolled Denton under an informal agreement between Denton and the Sheriff's Department. The deputies were paid at an overtime rate for this service. The town compensated the Sheriff's Department for the cost. Similar ongoing agreements between towns and the sheriff in Wicomico County have been termed a "resident deputy" program.
18. The MSP may not act in municipal corporations that maintain a police force except on request by the municipal corporation; or to render assistance to a police officer; or when participating in joint investigations *and when* acting in accordance with regulations that implement this particular provision.
19. Caroline County no longer has the Sheriff's Department handling their own dispatch. This is consistent with other departments around Maryland that rely on a central dispatch system that coordinates public safety calls for several departments and units. While some calls may come into the Sheriff's Office directly, this is no longer the normal mode of operation.
20. Caroline County Sheriff's Department, *1992 Annual Report*, "1992 Recap of Monthly Complaints." Note that activity reports do not reflect the amount

of time that deputies spend on a particular activity. No data are available on the amount of time spent by Caroline County deputies on court services or police activities.

21. Caroline County Sheriff's Department, *1992 Annual Report*, "1992 Recap of Monthly Complaints."
22. Department of Fiscal Services, *Local Government Finances in Maryland for the Fiscal Year Ended June 30, 1992*, Annapolis, Md.
23. *Guidebook for Law Enforcement Manual Development*, 1980, Washington Association of Sheriffs and Police Chiefs.
24. McDonald, Phyllis P., "A New Perspective on Law Enforcement Policy," In *Police Practices in the '90's: Key Management Issues* (Washington, D.C.: International City Management Association, 1989), pp. 101-106.
25. Baker, C. Douglas, *A Study of Selected Police Personnel Policies for the Town of Riverdale, Maryland*, Institute for Governmental Service, November 1990.
26. See COMAR Title 12, Subtitle .04, Chapter .01.
27. The initial costs may be much higher depending on how current officers are integrated into a new system.
28. McDonald, pp. 101-106.
29.  $\$3.223 \text{ million} \times 16 \text{ officers} / 44 \text{ officers} = \$1.172 \text{ million}$  or roughly 1.2 million.

# Appendix A

## Caroline County Police Study Advisory Panel Members

<u>Name</u>	<u>Position/Organization</u>
Charles L. Andrew (Ex-officio member)	Chief Deputy Caroline County Sheriff's Department
Peter Brelia	Chief Greensboro Police Department
Charles O. Davis	Commissioner Caroline County Government
William Davis	Former Chief Denton Police Department
George Fisher	President Caroline County Board of Education
Joe Green	Deputy Caroline County Sheriff's Department
James Harmon	Chief Denton Police Department
H. George Jackson, Jr.	Member Caroline County Taxpayers Association
David Kibler	Deputy Caroline County Sheriff's Department
Berl Lovelace	Employee Representative Caroline County Government
George McManus	President Caroline County Association of Municipalities
E Dee Merriken	Commissioner Caroline County Government
Margaret R. Myers	Commission President Caroline County Government
John Nussear	Director of Pupil Services Caroline County Public Schools

Donald R. Nagel	Chief Federalsburg Police Department
Mary Lou Parsons	Senior Juvenile Counselor Maryland Department of Juvenile Services Caroline County Office
Sidney Pinder	Sergeant, Denton Detachment Maryland State Police
Robert E. Rieck	Representative Caroline County Farm Bureau
Daryl Sensenig	Citizen
Charles Shue (Ex-officio member)	Lieutenant, Easton Barrack Maryland State Police
Robert Thornton	Delegate Maryland General Assembly
Richard Vestrand	Citizen

## Appendix B List of Interviewees

<u>Name</u>	<u>Position\Affiliation</u>
Charles L. Andrew	Chief Deputy Caroline County Sheriff's Department
Curtis Andrew	Former Commissioner Caroline County
Louis Andrew	Sheriff Caroline County
Robert Balderson	Supervisor Caroline County Emergency Communications
Carl Banaszewski	Director of Planning Maryland State Police
Murray A. Bauer	Commission President Town of Ridgely
Joseph H. Bickling	Commissioner Town of Marydel
Tom Blades	Deputy Caroline County Sheriff's Department
Peter Brelia	Police Chief Greensboro Police Dept.
Rich Colburn	Manager Town of Federalsburg
John Cropper	Police Chief Ridgely Police Department
Sandy Cook	Mayor Town of Henderson
Kathleen Coppock	Commissioner Town of Henderson
Charles O. Davis	Commissioner Caroline County
William Davis	Former Chief Denton Police Department

Bryan Ebling	Director Caroline County Emergency Management
Irvin Evans	Police Chief Goldsboro Police Dept.
Stephen C. Fleegle	Commissioner Town of Greensboro
Joe Green	Deputy Caroline County Sheriff's Department
Doris Hays	Commissioner Town of Marydel
H. George Jackson, Jr.	Member Caroline County Taxpayers' Association
Christian Jensen	State's Attorney Caroline County
David Kibler	Deputy Caroline County Sheriff's Department
Ernest Leatherbury	Major, Easton Barrack Maryland State Police
Berl Lovelace	Bailiff Caroline County Circuit Court
Bruce McArtor	Member Caroline County Taxpayers' Association
George McManus	Commissioner Town of Denton
E Dee Merriken	Commissioner Caroline County
Margaret R. Myers	Commission President Caroline County
Donald R. Nagel	Chief Federalsburg Police Department
John Nussear	Director of Pupil Services Caroline County Public Schools
Mary Lou Parsons	Senior Juvenile Counselor Caroline County Office Maryland Department of Juvenile Services

Sidney Pinder	Sergeant, Denton Detachment Maryland State Police
Emily Shockley	Clerk Town of Goldsboro
Charles Shue	Lieutenant, Easton Barrack Maryland State Police
Elwyn Steele	Mayor Town of Goldsboro
Robert C. Thomas	Lieutenant Colonel, Chief Field Operations Maryland State Police
Richard Vestrand	Dispatcher Caroline County Sheriff's Department
L. Douglas Ward	Lieutenant, Planning Department Maryland State Police
Joe Weaver	Planning Commissioner Caroline County
J. Scott Whitney	Captain, Planning Department Maryland State Police
J. Owen Wise	Resident Judge Caroline County Circuit Court

# Appendix C

## Number of Additional Local Police Who Would Be Needed if the Maryland State Police Were To Cease Providing Routine Local Law Enforcement Services (Except Accident Response) in Caroline County

*Estimate time spent by Maryland State Police (MSP) on routine local law enforcement (other than accidents) using data from the MSP Automated Incident Reporting System (AIRS).<sup>1</sup>*

Total obligated time (MSP Denton Detachment) = 7,214 hours, 32 minutes (not including traffic stops)

Assume that routine local law enforcement does not include Part I crimes, certain Part II crimes (drug law violations, DWI), accidents, and traffic stops (i.e., MSP troopers will continue to handle these incidents). Assume that MSP troopers will continue to spend the same amount of time in court and serving papers for the court. All other incidents would be handled by county law enforcement (e.g., sheriff's deputies).

In order to compute the time required by the incidents that would be handled by the Sheriff's Department, first calculate the time spent by the MSP on Part I crimes, certain Part II crimes, and accidents; then subtract that amount of time from MSP total obligated time to obtain the time spent by MSP troopers on the routine local law enforcement incidents that would be transferred to the Sheriff's Department.<sup>2</sup>

1992 time obligated to handling Part I crimes:

<u>Code</u>	<u>Incident</u>	<u>Time</u>	
03	Murder	2 hours	50 minutes
04	Rape	35	11
06	Assault	20	22
08	B/E	155	22
09	Larceny	194	7
10	MV Theft	27	23
15	Follow-up	579	1
		<u>1,014 hours</u>	<u>6 minutes</u>

1992 time obligated to certain Part II crimes:

<u>Code</u>	<u>Incident</u>	<u>Time</u>	
26	Drug abuse	108 hours	50 minutes
50	Follow-up	334	40
85	DWI	429	56
		<u>873 hours</u>	<u>26 minutes</u>

1992 time obligated to accidents:

<u>Code</u>	<u>Incident</u>	<u>Time</u>	
52	MD report	835 hours	24 minutes
89	No MD report	89	30
		<u>924 hours</u>	<u>54 minutes</u>

1992 time obligated to court appearances and court service:

<u>Code</u>	<u>Incident</u>	<u>Time</u>	
57	Traffic court	648 hours	54 minutes
86	Criminal court	259	9
87	Warrants	110	42
		1,018 hours	45 minutes

Total time obligated to Part I crimes, certain Part II crimes, accidents, court appearances, and court service = 3,831 hrs 11 min

Total time obligated to routine local law enforcement = (7,214 hrs 32 min) - (3,831 hrs 11 min) = 3,383 hrs 21 min  
say 3,383 hours

Use the MSP "Total Obligated Time Index" (TOTI) to estimate how many additional county officers would be required to handle an additional workload of 3,383 hours.

TOTI is a ratio developed by the MSP that represents the portion of an officer's time spent responding to calls for service and performing administrative and support duties. The equation is:<sup>3</sup>

$$TOTI = \frac{\frac{\text{Obligated Time}}{\text{No. of Officers}} + \text{Support Time per Officer}}{\text{Available Time per Officer}}$$

Solving for the number of officers by manipulating this equation algebraically yields:

$$\text{No. of Officers} = \frac{\text{Obligated Time}}{(\text{TOTI} \times \text{Available Time per Officer}) - \text{Support Time per Officer}}$$

Thus, the number of officers required to perform any set of tasks can be computed given the obligated time required for those tasks, TOTI, available time per officer and support time per officer.

As computed above, obligated time for the tasks at issue = 3,383 hrs.

According to MSP, for a rural county, TOTI = 0.66<sup>4</sup>

The meaning of this TOTI value is that 66 percent of an officer's time is spent responding to calls for service and performing administrative and support duties, while 34 percent of an officer's time is "uncommitted" patrol time. This apportionment of time is consistent with recommendations of the International City/County Management Association (ICMA) regarding how to determine staffing requirements. According to ICMA, as a general rule, "uncommitted" patrol time should range between 25 and 35 percent of the total time of the patrol force. The remaining 65 to 75 percent of time can be apportioned between response and support activities.<sup>5</sup>

Available time per officer = Total available hours - Leave time<sup>6</sup>

Total available hours = 365 days/yr x 8 hours per day = 2,920 hrs.

Leave time =	104 days/yr. (weekend equivalents)
+	14 days/yr. (holidays)
+	3 days/yr. (personal leave)
+	10 days/yr. (annual leave)
+	12 days/yr. (sick leave)
=	143 days/yr. x 8 hrs./day
=	1,804 hrs.

Available time per officer = 2,920 hrs. - 1,804 hrs. = 1,776 hrs.

Support time per officer =	28 hrs./yr. (inspections)
+	8 hrs./yr. (promotional exams)
+	12 hrs./yr. (firearms training)
+	57 hrs./yr. (vehicle maintenance)
+	75 hrs./yr. (station duty)
+	117 hrs./yr. (miscellaneous paperwork)
+	113 hrs./yr. (meals during shift)
+	100 hrs./yr. (non-firearms training)
	= 510 hrs.

Note: All values used in the above computations were provided by MSP except annual leave, sick leave, and non-firearms training, which were estimated by the study team.<sup>7</sup>

Using the values derived above,

$$\text{No. of Officers} = \frac{3,383 \text{ hrs.}}{(0.66 \times 1,776 \text{ hrs.}) - 510 \text{ hrs.}} = 5.11$$

According to the above computations, a little more than five local officers (e.g., sheriff's deputies) would be required if MSP troopers were to cease providing routine local law enforcement services (except accident response) in Caroline County.

#### Notes

1. Data are taken from the Maryland State Police, "Barrack Fiscal Summary for the Period of January 1992 thru December 1992, Denton Detachment."
2. The MSP does not keep track of time spent on traffic stops. Consequently, this time is not included in the total obligated time and does not need to be subtracted from it.
3. Maryland State Police, Total Obligated Time Index (T.O.T.I.) Manpower Allocation Update, June 1989.
4. Maryland State Police, attachment to "Memorandum No. 01-9310," August 24, 1993.
5. *Local Government Police Management*, Second Edition, Ed. Bernard L. Garmire, International City Management Association, 1982, p.128.
6. Maryland State Police, Total Obligated Time Index (T.O.T.I) Manpower Allocation Update, June 1989, p.3.
7. *Ibid.*, pp. 3-6.

## Appendix D

# Number of Additional Local Police Who Would Be Needed if the Maryland State Police Were To Cease Responding to Accidents on County and Municipal Roads in Caroline County

*Estimate time spent by Maryland State Police (MSP) responding to vehicle accidents on county and municipal roads using data from the Maryland Automated Accident Reporting System (MAARS)<sup>1</sup> and the MSP Automated Incident Reporting System (AIRS).<sup>2</sup>*

Determine the total number of occurrences and the obligated time spent by MSP troopers on all motor vehicle accidents in Caroline County.

From AIRS, for the Denton Detachment in 1992:

<u>Incident Code</u>	<u>Incident</u>	<u>Number of Occurrences</u>	<u>Obligated Time (Hours/Minutes)</u>	<u>Mean Time</u>
52	Vehicle accidents requiring Maryland report (MR)	339	835/24	2/27
89	Vehicle accidents requiring no Maryland report (NMR)	144	89/30	/37

From MAARS for Caroline County in 1992 (only accidents requiring a Maryland report are captured):

Total reported accidents = 345

Note that the number of vehicle accidents requiring a Maryland report as recorded by AIRS for the Denton Detachment (339) differs slightly from the number of reported accidents recorded by MAARS for Caroline County (345). The difference arises because some accidents to which troopers from the Denton Detachment responded were outside Caroline County, while troopers from other locations responded to some of the accidents within Caroline County. The fact that these numbers are very close suggests that response by Denton Detachment troopers outside Caroline County is balanced out with response by troopers from other locations within Caroline County. There is no significant effect on the computations when the AIRS and MAARS values are used interchangeably.

Estimate the number of reported (MR) and nonreported (NMR) accidents handled by the MSP on county and municipal roads.

From the MAARS data:

Of the 345 total reported accidents, 175 occurred on 13 state highways.<sup>3</sup> Assume, conservatively, that the remaining 170 reported accidents occurred on county and municipal roads.<sup>4</sup>

From the AIRS data:

The Denton Detachment responded to 144 NMR accidents in 1992. Assume, conservatively, that all were on county and municipal roads.

Estimate the time obligated by MSP troopers to MR and NMR accidents on county and municipal roads.

170 MR x 2.45 hours per MR = 416.5 hours  
144 NMR x 0.62 hours per NMR = 89.3 hours

505.8 hours

say 506 hours

Use the MSP "Total Obligated Time Index" (TOTI) to estimate how many additional county officers would be required to handle an additional workload of 506 hours. (See Appendix C for discussion of TOTI and derivation of the following equation.)

$$\text{No. of Officers} = \frac{\text{Obligated Time}}{(\text{TOTI} \times \text{Available Time per Officer}) - \text{Support Time per Officer}}$$

As computed above, obligated time for the tasks at issue = 506 hrs.

According to MSP, for a rural county, TOTI = 0.66<sup>5</sup>

Available time per officer = 1,776 hrs. (See Appendix C.)

Support time per officer = 510 hrs. (See Appendix C.)

Using these values,

$$\text{No. of Officers} = \frac{506 \text{ hrs.}}{(0.66 \times 1,776 \text{ hrs.}) - 510 \text{ hrs.}} = 0.76$$

According to the above computations, less than the equivalent of one officer's time would be required if MSP troopers were to cease responding to vehicle accidents on county and municipal roads in Caroline County.

#### Notes

1. Maryland State Police, "State of Maryland Motor Vehicle Traffic Accidents, Administrative Summary for the Period 01/01/92 to 12/31/92, Area = Caroline County"
2. Data are taken from the Maryland State Police, "Barrack Fiscal Summary for the Period of January 1992 thru December 1992, Denton Detachment."
3. Maryland Route Number (number of accidents during 1992): Rt. 404 (41), Rt. 313 (36), Rt. 331 (18), Rt. 16 (15), Rt. 480 (14), Rt. 312 (13), Rt. 311 (12), Rt. 328 (8), Rt. 315 (4), Rt. 318 (4), Rt. 287 (4), Rt. 454 (3), Rt. 577 (3).
4. It is possible that some of the other accidents reported in 1992 occurred on Maryland routes 306, 314, 317, 578, or 621. However, assuming that no accidents occurred on these other state highways will produce the highest estimate of the workload that would be transferred from the MSP to the county.
5. Maryland State Police, attachment to "Memorandum No. 01-9310," August 24, 1993.

APPENDIX E  
PART I CRIME RATES

TOTAL PART I OFFENSES

	1975	1980	1985	1988	1989	1990	1991	1992	1993
Maryland	241,894	277,828	236,388	264,764	260,903	278,779	301,761	305,454	303,367
Region I	11,827	14,522	13,092	14,720	14,700	15,336	16,204	16,342	16,157
Caroline County	527	627	567	621	539	574	708	680	615
Dorchester County	1,369	1,411	1,241	1,411	1,524	1,232	1,320	1,419	1,550
Cambridge	928	865	976	931	1,032	820	858	992	N.A.
Dorchester w/o Cambridge	441	546	265	480	492	412	462	427	N.A.
Kent County	610	609	537	384	414	538	478	533	540
Queen Anne's County	731	828	829	882	834	977	994	1,026	1,074
Talbot County	879	975	922	988	1,202	1,076	1,151	1,156	1,143
Easton	443	546	535	591	793	671	710	717	N.A.
Talbot w/o Easton	436	429	387	397	409	405	441	439	N.A.

PART I CRIME RATES

	1975	1980	1985	1988	1989	1990	1991	1992	1993
Maryland	5,902.7	6,627.6	5,382.2	5,701.2	5,558.2	5,830.4	6,209.1	6,223.6	6,139.8
Region I	4,429.6	4,909.4	4,205.6	4,400.9	4,349.1	4,461.1	4,637.7	4,631.6	4,522.0
Caroline County	2,635.0	2,714.3	2,382.4	2,455.0	2,097.6	2,123.1	2,576.9	2,451.1	2,196.4
Dorchester County	4,720.7	4,626.2	4,109.3	4,607.9	4,936.0	4,074.6	4,295.2	4,572.4	5,065.4
Cambridge	N.A.	7,393.2	8,341.9	8,238.9	9,052.6	7,121.8	7,331.5	8,394.0	N.A.
Dorchester w/o Cambridge	N.A.	2,904.2	1,432.4	2,484.3	2,526.3	2,200.6	2,427.9	2,222.1	N.A.
Kent County	3,588.2	3,646.7	3,177.5	2,205.6	2,397.7	3,015.3	2,635.9	2,910.7	2,983.4
Queen Anne's County	3,481.0	3,247.1	2,960.7	2,778.2	2,566.1	2,877.5	2,880.3	2,944.0	2,934.4
Talbot County	3,516.0	3,823.5	3,414.8	3,470.3	4,226.8	3,522.2	3,707.2	3,686.9	3,628.6
Easton	N.A.	6,911.4	6,687.5	6,640.4	8,811.1	7,159.6	7,454.1	7,454.0	N.A.
Talbot w/o Easton	N.A.	2,437.5	2,036.8	2,028.6	2,104.2	1,912.4	2,049.0	2,019.8	N.A.

APPENDIX F  
ARREST RATES FOR PART II CRIMES

PART II ARRESTS

	1975	1980	1985	1988	1989	1990	1991	1992
Maryland	111,852	125,603	157,505	190,629	208,221	204,095	209,543	205,277
Region I	7,118	9,079	14,112	16,406	19,188	20,277	21,980	22,234
Caroline County	310	418	956	791	1,031	1,088	1,037	998
Dorchester County	969	990	1,308	1,810	2,102	2,304	2,118	2,211
Cambridge	524	444	694	827	1,142	1,160	1,103	1,169
Dorchester w/o Cambridge	445	546	614	983	960	1,144	1,015	1,042
Kent County	368	336	670	1,055	864	763	831	898
Queen Anne's County	176	457	691	753	1,023	1,017	1,154	1,085
Talbot County	492	751	744	687	1,049	1,308	1,391	1,321
Easton	227	221	209	241	491	563	480	461
Talbot w/o Easton	265	530	535	446	558	745	911	860

PART II ARREST RATES

	1975	1980	1985	1988	1989	1990	1991	1992
Maryland	2,729.4	2,978.5	3,586.2	4,104.8	4,435.9	4,268.5	4,311.6	4,182.5
Region I	2,668.6	3,069.1	4,532.8	4,905.0	5,676.9	5,898.4	6,290.8	6,301.6
Caroline County	1,547.1	1,805.8	4,011.4	3,127.1	4,012.3	4,024.4	3,774.4	3,597.3
Dorchester County	3,352.9	3,240.7	4,332.0	5,910.9	6,808.1	7,620.0	6,891.8	7,124.4
Cambridge	N.A.	3,794.9	5,931.6	7,318.6	10,017.5	10,074.7	9,425.0	9,891.7
Dorchester w/o Cambridge	N.A.	2,896.7	3,320.0	5,087.7	4,929.4	6,110.4	5,333.9	5,422.5
Kent County	2,211.5	2,014.4	3,973.0	6,059.7	5,003.9	4,276.3	4,582.5	4,904.0
Queen Anne's County	858.5	1,790.8	2,470.3	2,371.9	3,147.6	2,995.3	3,343.9	3,113.3
Talbot County	1,972.1	2,945.6	2,749.1	2,413.1	3,688.8	4,281.6	4,480.2	4,213.1
Easton	N.A.	2,797.5	2,612.5	2,707.8	5,455.5	6,007.2	5,039.4	4,792.6
Talbot w/o Easton	N.A.	3,012.0	2,806.5	2,279.0	2,870.7	3,518.0	4,232.7	3,956.7

APPENDIX G  
ARREST RATES FOR NARCOTICS OFFENSES

NARCOTICS ARRESTS

	1975	1980	1985	1988	1989	1990	1991	1992
Maryland	13,779	14,162	19,550	30,263	36,170	28,932	29,902	31,835
Region I	1,158	1,203	1,647	1,780	2,778	2,274	2,130	2,541
Caroline County*	29	26	58	67	89	73	71	74
Dorchester County	69	56	67	170	282	276	281	271
Cambridge	43	25	36	72	135	192	225	179
Dorchester w/o Cambridge	26	31	31	98	147	84	56	92
Kent County	54	14	30	101	89	61	37	36
Queen Anne's County	25	21	44	58	141	112	98	93
Talbot County	62	63	39	106	135	153	115	100
Easton	14	27	4	50	57	90	59	48
Talbot w/o Easton	48	36	35	56	78	63	56	52
MSP Narcotics(excl.Caroline)	0	0	0	0	318	817	1,009	807

\*Includes MSP Task Force (1990, 1991, 1992)

NARCOTICS ARREST RATES

	1975	1980	1985	1988	1989	1990	1991	1992
Maryland	336.2	335.8	445.1	651.7	770.6	605.1	615.3	648.6
Region I	434.2	406.7	529.0	532.2	821.9	661.5	609.6	720.2
Caroline County	144.7	112.3	243.4	264.9	346.4	270.0	258.4	266.7
Dorchester County	238.8	183.3	221.9	555.2	913.4	912.8	914.4	873.2
Cambridge	N.A.	213.7	307.7	637.2	1,184.2	1,667.5	1,922.6	1,514.6
Dorchester w/o Cambridge	N.A.	164.5	167.6	507.2	754.8	448.7	294.3	478.8
Kent County	324.5	83.9	177.9	580.1	515.4	341.9	204.0	196.6
Queen Anne's County	122.0	82.3	157.3	182.7	433.8	329.9	284.0	266.9
Talbot County	248.5	247.1	144.1	372.3	474.7	500.8	370.4	318.9
Easton	N.A.	341.8	50.0	561.8	633.3	960.3	619.4	499.0
Talbot w/o Easton	N.A.	204.6	183.6	286.2	401.3	297.5	260.2	239.2

# Appendix H

## Mutual Aid Agreements

State law permits municipal governing bodies and county governing bodies to determine legislatively (or by other official act) the circumstances under which police officers and equipment may be sent beyond the territorial limits. In the event those circumstances have been determined, then the acts performed for these purposes are deemed to be for public and governmental purposes. Moreover, in these circumstances when acting outside the territorial limits, the local government and its police officers, agents, and employees enjoy all the immunity from liability that they enjoy when acting inside the territorial limits.<sup>1</sup>

State law also permits governing bodies to enter into reciprocal agreements that carry out a plan to provide mutual police aid in the event of an emergency. By law the agreements must: (1) waive any and all claims against all other parties to the agreement that may arise out of related activities; and, under certain circumstances, (2) indemnify and save harmless the other parties to the agreement from all claims by third parties for property damage or personal injury.<sup>2</sup> Such agreements also require defining the circumstances that rise to the status of an emergency that triggers action under the mutual aid agreement.

### Agreements between the County and Municipal Corporations

Mutual aid agreements in Caroline County are virtually nonexistent. This is not to say that the Sheriff's Department does not cooperate with municipal police forces or provide them assistance. In fact, the Sheriff's Department routinely aids municipal police departments by backing up their units in emergencies and patrolling their streets if no municipal police officers are on duty. The aid is provided without benefit of formal written agreement; it simply is performed because municipal residents are county residents, and the Sheriff's Department—with responsibility for law enforcement county-wide—shares joint responsibility with municipal police for maintaining law and order in municipal corporations.

In contrast, municipal police departments do not routinely assist or otherwise aid the Sheriff's Department.

Unlike sheriff's deputies whose responsibilities are countywide, the responsibilities of municipal police are confined to their corporate limits and do not extend beyond those boundaries. This means that in order for municipal police units to act outside their respective corporate limits, the requirements of the law must be met: their governing body must (1) define the circumstances under which they may act extraterritorially and (2) encapsulate those circumstances in an ordinance or other official act. Moreover, in order to actually provide police aid to another jurisdiction under a mutual aid agreement requires, in addition to the two elements noted above, (3) an emergency defined as such in an official act of the municipal governing body, and (4) a written agreement that provides for such mutual aid and includes the waivers and indemnity clauses outlined above.

In its search for information, the study team found no mutual aid agreements of any kind, either formally or informally stated, let alone ones that met all these criteria. It appears prudent, however, that mutual aid agreements should exist between towns in Caroline County and the Sheriff's Department. They are needed not for the benefit of any given town—the Sheriff's Department already appears authorized to enter a town to provide aid—but for the understaffed Caroline County Sheriff's Department. Currently, only one or two sheriff's deputies patrol the county and respond to calls at any one time. In an emergency, municipal assistance can provide welcome relief when an on-duty officer needs assistance and help from the county is delayed because of staff shortages or because of the distances involved in responding to a call. For these reasons mutual aid agreements between the Sheriff's Department and municipalities would seem most suited to municipalities with police departments located furthest away from the county seat, i.e., in the extreme north and south ends of the county, which by their distance may delay a response to a call for assistance.

Although the Sheriff's Department, with its scarce staff, could use assistance in patrolling the county, mutual aid agreements are not well-suited to this task. The law appears to permit mutual aid agreements only for defined emergencies. Routine patrol operations or other

routine tasks unrelated to emergencies do not appear to be proper subjects of mutual aid agreements. A municipal police department would be unable to respond to calls for assistance made just beyond its borders unless the calls fit the definition of an emergency as defined in the authorizing legislation or official act.

### **Mutual Aid Agreements Between Towns**

Prudence also suggests that towns enter into mutual aid agreements among themselves. In an emergency, support from the Sheriff's Department may be unavailable or not timely because of the scarcity of sworn sheriff's deputies. A municipal police department may then be forced to rely on its own scarce resources to handle an emergency. A mutual aid agreement with one or more towns resolves this potential problem.

### **Mutual Aid Agreements with the MSP**

Local governments are not permitted to enter into mutual aid agreements with the MSP.<sup>3</sup> The MSP under certain circumstances, however, may enter a municipality: (1) when requested by the chief executive officer, the chief of police of the municipality, or a police offi-

cer; (2) to render assistance to a police officer; (3) or in an emergency.<sup>4</sup> Thus, the MSP are available to municipalities in case of emergencies. Furthermore, the MSP are available to the Sheriff's Department, virtually at all times, because the MSP shares joint responsibility with the Sheriff's Department for keeping the county peace. Finally, municipalities can contract with the MSP for "resident troopers" who provide police services to the town. Until recently, part of the cost of resident troopers was borne by the state. Now, however, a municipality must pay the full cost, including overhead, of any resident troopers for which it contracts.

### **Notes**

1. MD. ANN. CODE art. 27, § 602B(a) & (b) (1992).
2. MD. ANN. CODE art. 27, § 602B (d).
3. The enabling statute provides only for agreements between local governments and the Maryland-National Capital Park and Planning Commission. See MD. ANN. CODE art. 27, 602B.
4. MD. ANN. CODE art. 88B, § 4 (1991).

# Appendix I

## The Dissolution of Municipal Police Forces

### The Effectiveness Issue

In the absence of a municipal police force, the county is obligated to provide municipal residents the same level of service it provides to all other taxpayers in the county. The section of this report describing municipal police operations noted that the county's service is markedly different from the police services currently enjoyed by municipal corporations. Specifically, the Sheriff's Department provides, on average, one sworn officer for each 1,094 residents (excluding land in municipalities that are served by municipal police) and one officer for each 17 square miles (excluding county residents served by municipal police). Municipalities in the county provide, on average, one sworn officer for each 325 municipal residents and one officer for each one-quarter square mile of municipal territory.

Given this contrast in levels of service, municipal residents might be reluctant to dissolve their municipal police departments; they could be trading away higher levels of police attention for less attentive services offered currently by the Sheriff's Department. For some municipal residents this fact might be disincentive enough to shelve such a proposal. But if assurances were given that the county would provide a service comparable to the police service a town currently receives, then these objections might be overcome. But such assurances may be elusive.

A true duplication of the service would require the county to hire the same number of officers now employed by municipalities—26 officers—and deploy those officers as they are now deployed—within the municipal limits. This would be an expensive proposition, doubling the size of the county's present force (from 17 officers to 43 officers). It would result in adding another \$702,000 (plus overhead costs) to the county budget<sup>1</sup> and increasing the county tax rate by as much as \$0.19 per \$100 of assessed valuation.<sup>2</sup>

Because of economies of scale, the Sheriff's Department may be able to provide a service as effective as that which municipalities now enjoy while hiring fewer than 26 new officers. Data show that in 1992, 48 per-

cent of all Part I crime in the county was handled by municipal police. This statistic suggests that the county may need to hire substantial numbers of officers—if not actually 26 officers—to handle the municipal workload.

In either event, the cost burden on the county may be prohibitively heavy and quash further discussion of the issue at the county level. But even if the cost problems can be resolved, another problem arises; namely, the county may be unable to guarantee that the deployment of 26 (or fewer) new officers would duplicate or approximate the current deployment of municipal police officers.

The problem with deployment arises from constitutional guarantees. As a general rule, the county cannot play favorites in providing services to residents. Any one taxpayer must receive the same basic service provided any other county taxpayer. The rule allows the police to concentrate their forces in high crime areas if, in so doing, the high crime areas end up receiving the same general level of police protection received in other areas where crime is less a threat. Using crime data and other operational data, the county may be able to defend a deployment that favors municipal corporations; but it is likely that at least some of the new officers would be required for use throughout the county.

One way to resolve the deployment problem is for a municipality to pay the county a supplement to receive specialized (i.e., more geographically focused) services. The State of Maryland, via the MSP's Resident Trooper Program, uses a similar device that allows the services of a specified number of state troopers to be purchased by a local government. These officers in turn devote their attention to crime and crime prevention within the particular jurisdiction that contracted for their services. The Sheriff's Department could develop a similar program, a Resident Deputy Program, for all interested municipalities.<sup>3</sup> Under the program a town could contract for as many full-time or part-time deputies as town officials believe are necessary and pay all operating costs associated with those personnel. The

**Table 13**  
**Municipal and County Police Spending, FY 1992**

Jurisdiction	FY 1992 Assessable Base	FY 1992 Police Spending	FY 1992 Tax Rate	Tax Rate Police Spending
Denton	39,195,651	323,244	1.25	.82
Federalburg	(unknown)	234,260	1.40	(unknown)
Goldsboro	1,661,000	11,993	1.00	.72
Greensboro	12,520,161	114,519	1.24	.91
Preston	11,776,070	57,057	.90	.48
Ridgely	13,102,571	62,018	1.40	.47
Caroline County	364,649,426	464,065	2.49	.13

Source: Institute for Governmental Service.

Sheriff's Department could then use the money received under the contract to hire the deputies needed for the program.

A Resident Deputy Program would resolve several problems. First, it would resolve problems associated with specialized deployment. Second, it would resolve cost problems for the county; in effect, the county would avoid having to tax county residents to pay for police services in towns formerly served by municipal police. Third, the municipality still would control the levels of police services it receives by negotiating the terms of the contract under which the Resident Deputies would act. Fourth, the police officers could function substantially (although not totally) under the direction of the local governing body and thus satisfy demands for police to be "locally controlled."

The major problem of this type of contractual arrangement, at least from the municipal perspective, is that the cost of contracts may be nearly as much as the cost of operating a municipal police department. A town may need to contract for as many deputies as it employs police officers. The cost of salaries plus operating expenses could very well equal—or nearly equal—the current cost of a municipal police force (although administrative costs might decrease).

### Tax Savings Due to Dissolution

There are several problems with the county duplicating or even approximating the police service levels that municipalities now receive. These problems suggest that municipal residents may reasonably anticipate that dissolving their municipal police departments may adversely affect their personal security. But while some uncertainty exists around the effectiveness of any replacement service, the dissolution of municipal forces certainly would affect municipal pocketbooks. Dissolving municipal police forces will substantially reduce the municipal tax rate in each of the towns currently supporting police departments. Table 13 suggests the magnitude of the cost impact for five towns.

The significant feature in Table 13 is the column "Tax Rate, Police Spending." The data in this column reflect the tax rate needed to support the amount of municipal police expenditure in FY 1992. This statistic is a simplification of reality since other revenues besides property tax revenue—principally grant monies—also fund police services. Nonetheless, these "other revenues" often are not extensive. This suggests that the data in Table 13, while not precise measures, are fairly good indicators of the actual tax burden in a particular town.

It is apparent from Table 13 that municipal police operations impose a very heavy tax burden. Some municipal residents pay an amount equivalent to 70 percent or more of their tax rates toward these departments. In contrast, the average county taxpayer outside these municipalities pays a little over five percent of their tax rate toward supporting the Sheriff's Department.

Note, however, that the dissolution of a municipal police force has two effects. After dissolution, the municipal tax rate would decrease but the county tax rate would increase to cover the extra county cost associated with serving that area formerly served by municipal police. What would be the net effect on municipal taxpayers?

A previous discussion suggested that the county tax rate would rise by as much as \$0.19 per \$100 of assessed valuation if the county were to fully duplicate all municipal police services in Caroline County. This amount would be offset by any drop in the municipal tax rate. In Denton, for example, municipal taxpayers would realize a savings of \$0.82 per \$100 of assessed valuation by the disbandment of municipal police. The net effect of the proposal on a Denton taxpayer would be to decrease the total tax burden (county tax rate plus municipal tax rate) by \$0.63 per \$100 of assessed valuation (\$0.82 - \$0.19). Using the same analysis, it is apparent that the taxpayers in each town listed in Table

13 might be better off financially if their police departments dissolved.

### The County's Concern

The option of dissolving town police forces provides mixed signals to municipal taxpayers. Municipal residents may be better off financially under the proposal, but their present level of security may be affected negatively, especially if the county cannot maintain at least the same level of police service these residents now receive. Moreover, nothing prevents the county from providing a lower service level than municipal residents now receive.

If the municipalities choose to dissolve their police departments, the county has no recourse but to provide police services in places formerly served by municipal police. Without additional resources, the service provided by the Sheriff's Department, on average, would decrease from its present levels; that is, the extra responsibility imposed by the absence of municipal police would spread thin existing department resources. The potential problem is made even more apparent by remembering that nearly half of all Part I crimes in Caroline County are handled by municipal police. That statistic alone suggests that the county, in the face of disbanding municipal police forces, would need to in-

crease law enforcement personnel and equipment, perhaps significantly, simply to maintain the county's present levels of service.

Thus county costs likely will rise if municipal police disband. The ceiling for the extra cost involved probably is, as discussed, near \$700,000, based on FY 1992 finances. The floor—the minimum—for such spending is unknown. In any event, these costs suggest the county would wish to avoid any proposal to disband the municipal police. These county concerns plus the municipal concerns about the effectiveness of any replacement service may be strong enough to dissuade anyone from seriously considering the option of disbanding the municipal police.

### Notes

1. This figure assumes the county would fund these new positions in the same proportion it funded Sheriff's Deputies in FY 1992, i.e., \$27,000 per officer.
2. Tax rate based on the FY 1992 county assessable base of \$364,649,426.
3. In the past, the Town of Denton has arranged with the Sheriff's Department for deputies to patrol the town when they are off duty; that is, the patrols were considered overtime duty for county personnel.

## Appendix J Staffing Levels for Patrol Coverage

Full-time patrol requires 24-hour-per-day coverage, 365 days per year:

$$365 \text{ days/year} \times 24 \text{ hours/day} = 8,760 \text{ hours per year}$$

Coverage by two patrol officers on a full-time basis requires:

$$2 \times 8,760 \text{ hours} = 17,520 \text{ hours per year}$$

When leave and holidays are subtracted, each patrol officer has 1,776 hours available each year. (See Appendix C.)

Assume that each patrol officer will be unavailable for assignment to patrol for an additional 40 hours per year during which time the officer is in training.

$$\text{Hours available for assignment to patrol per officer} = 1,776 - 40 = 1,736 \text{ hours per officer per year}$$

The number of officers required so that two officers can be assigned to patrol at all times is:

$$\frac{17,520 \text{ hours/year}}{1,736 \text{ hours/officer/year}} = 10.1 \text{ officers}$$

Because more than 10 officers are needed, 11 must be assigned.

Full-time supervision of patrol requires 24-hour-per-day coverage, 365 days per year, or 8,760 hours per year.

When leave and holidays are subtracted, each supervisor has 1,776 hours available each year.

Assume that each supervisor will be unavailable for supervising patrol for an additional 40 hours per year during which time the supervisor is in training. Then the hours available for assignment as patrol supervisor are 1,736 hours per supervisor per year.

The number of officers required so that one officer can be assigned to patrol supervision at all times is:

$$\frac{8,760 \text{ hours/year}}{1,736 \text{ hours/officer/year}} = 5.0 \text{ officers}$$

Five officers are needed to provide full-time supervision of patrol.

A total of 16 officers are needed for the patrol function.

## Appendix K Costs Associated with Recommended Changes

*Compute the additional costs for police services:*

Fill one vacant deputy's position and hire two additional deputies. Assume deputies are hired at Grade 7, Step 1: \$17,968 + benefits.

Redeploy two sworn officers from court paper serving to patrol. Assume that the average salary of these deputies is halfway between Grade 7, Step 1 (\$17,968) and Grade 8, Step 22 (\$28,167) or: \$23,068 + benefits.

Designate five deputies as sergeants. Classify sergeants at Grade 8. To be conservative from a cost standpoint, assume that all the deputies who are classified as sergeants are currently at Grade 7 (Deputy I).<sup>1</sup> At most, salary increases will be 10 percent, or about \$2,250. Benefits will increase accordingly.

Hire an additional clerk. Assume clerk is hired at Grade 5, Step 1: \$12,254 + benefits.

Total additional salary costs:

$$\begin{array}{r}
 3 \times \$17,968 = \$ 17,968 \\
 2 \times \$23,068 = \quad 46,136 \\
 2 \times \$ 2,250 = \quad 4,500 \\
 \hline
 \quad \quad \quad 12,254 \\
 \hline
 \$116,794
 \end{array}$$

Assume that benefit costs are 33 percent of salary costs.

$$\text{Benefit costs} = 0.33 \times \$116,794 = \$38,931$$

Assume that equipment costs are 20 percent of salary costs.

$$\text{Equipment costs} = 0.20 \times \$116,794 = \$23,359$$

Total additional costs for police service =

$$\$116,794 + \$38,931 + \$23,359 = \$179,084 \text{ or roughly } \$180,000$$

*Compute the additional costs for court services:*

Hire two civilians for court paper serving. Classify these positions as Grade 6. Assume that civilians are hired at Grade 6, Step 1: \$16,330 + benefits.

Hire two security guards for courtroom security. Classify these positions as Grade 6. Assume that new employees are hired at Grade 6, Step 1: \$16,330 + benefits.

Redeploy two sworn officers to patrol. To be conservative from a cost standpoint, assume that the two sworn officers are currently at Grade 7, Step 1: \$17,968 + benefits.

Total additional salary costs:

$$\begin{array}{r}
 2 \times \$16,330 = \$32,660 \\
 + 2 \times \$16,330 = \quad 32,660 \\
 - 2 \times \$17,968 = \underline{(35,936)} \\
 \hline
 \quad \quad \quad \$29,384
 \end{array}$$

Assume that benefit costs are 33 percent of salary costs.

$$\text{Benefit costs} = 0.33 \times \$29,384 = \$9,795$$

Assume that equipment costs are 10 percent of salary costs.

$$\text{Equipment costs} = 0.10 \times \$29,384 = \$2,938$$

Total additional court costs =  $\$29,384 + \$9,795 + \$2,938 = \$42,117$  or roughly \$42,000

*Compute total additional cost to county:*

$$\begin{aligned} \text{Total additional cost to county} &= \text{additional police costs} + \text{additional court costs} = \\ & \$180,000 + \$42,000 = \$222,000 \end{aligned}$$

*Compute additional per capita costs:*

1994 population of Caroline County is approximately 28,400.

$$\text{Additional per capita police costs} = \$180,000/28,400 = \$6.34$$

$$\text{Additional per capita court costs} = \$42,000/28,400 = \$1.48$$

$$\text{Additional per capita costs} = \$222,000/28,400 = \$7.82$$

#### **Note**

1. Most of the deputies who are designated as sergeant probably will be among the department's current Deputy IIs. They will remain in salary Grade 8, but the county may want to grant them an extra step increase. (The study team recommends that any Deputy II who is not designated as a sergeant and, therefore, is assigned to patrol retain their Grade 8 salary. However, hiring of all future patrol officers should be at the Grade 7 level.)