





3 1293 00893 7728

This is to certify that the

thesis entitled

A SURVEY OF  
MICHIGAN CHIEFS OF POLICE REGARDING  
DEPLOYMENT OF AUXILIARY POLICE PERSONNEL

presented by

MICHAEL S. MARTIN

has been accepted towards fulfillment  
of the requirements for

MASTERS degree in CRIMINAL JUSTICE

Major professor

Date May 6, 1991

# LIBRARY

## Michigan State University

PLACE IN RETURN BOX to remove this checkout from your record.  
 TO AVOID FINES return on or before date due.

DATE DUE	DATE DUE	DATE DUE
<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>
<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>
<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>
<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>
<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>
<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>	<div style="position: relative;"> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> <div style="position: absolute; top: 0; left: 0; right: 0; border-bottom: 1px solid black;"></div> </div>

**A SURVEY OF  
MICHIGAN CHIEFS OF POLICE REGARDING  
DEPLOYMENT OF AUXILIARY POLICE PERSONNEL**

**By**

**Michael S. Martin**

**A THESIS**

**Submitted to  
Michigan State University  
in partial fulfillment of the Requirements  
for the degree of**

**MASTER OF SCIENCE**

**School of Criminal Justice  
College of Social Science**

**1991**

## **ABSTRACT**

### **A SURVEY OF MICHIGAN CHIEFS OF POLICE REGARDING DEPLOYMENT OF AUXILIARY POLICE PERSONNEL**

**By**

**Michael S. Martin**

The purpose of this study was to explore the extent to which auxiliary police are utilized in Michigan. Data was gathered from self-administered questionnaires sent to police chiefs of every public law enforcement agency in Michigan; of the 641 mailed questionnaires, there were 489 usable responses (76%).

The major findings of this study are as follows...

- \* There is no relationship between use of auxiliaries and presence of a police union or type of police agency.
- \* Police agency size significantly ( $p = .00$ ) affected use of auxiliaries.
- \* There is no relationship between use of auxiliaries and attrition/hiring of full-time officers.

Three types of auxiliary police were identified; part-time police, reserve police, and police support personnel. The study revealed that 85% of the respondents reported using one or more types of auxiliary police. The majority of police auxiliaries perform activities that are directly related to policing, and are not considered "service activities."

## **ACKNOWLEDGEMENTS**

I would like to convey my thanks to the persons who assisted me in completing this research project. My sincere thanks to Dr. Frank Horvath, thesis committee chairman, for the enduring patience and guidance he gave me during the completion of this thesis. A special thanks also goes to Mr. Dennis Payne, and Dr. David Carter, committee members, who gave their time and input. Deep appreciation is extended to the Michigan Chiefs of Police for their responsiveness to the questionnaire which comprised the basis for this thesis.

My deepest thanks to my wife, Tammie, for her constant support, enthusiasm, and encouragement throughout this project. She is a vital asset, and without her this endeavor could not have been completed. I would also like to thank my kids, Michelle and Michael, for being patient while I completed this thesis.

Lastly, I would like to thank selected members of the Lowell Police Department for their helpful comments, suggestions, and support. Input from Chief Emmons on the topic, along with ideas from the Lowell officers regarding the survey questionnaire, greatly assisted me in this study.

## TABLE OF CONTENTS

### LIST OF TABLES

vi

<b>CHAPTER I INTRODUCTION .....</b>	<b>1</b>
Problem.....	1
Complexities of Policing.....	1
Pressures on Police Agencies .....	2
Non Full-time Police .....	3
Purpose of the Study.....	5
Need for the Study .....	5
Definitions.....	6
Organization of Remaining Chapters.....	7
 <b>CHAPTER II LITERATURE REVIEW .....</b>	 <b>8</b>
Historical Overview.....	8
Policing Before There Were Police.....	8
Establishment of Formalized Auxiliary Police.....	9
Previous Research Efforts.....	10
Other Information Sources Which Shed Light on Auxiliary Police .....	17
Problems With Previous Research .....	18
Summary .....	19
 <b>CHAPTER III DESIGN OF THE STUDY.....</b>	 <b>21</b>
Methodology.....	21
Survey Area.....	22
Construction of the Questionnaire.....	24
Survey Mailings .....	25
Response Rates .....	26
Questionnaire Variables.....	27
Independent Variables.....	27
Dependent Variables.....	29
Variables Modified .....	31
Research Questions .....	35
Footnotes.....	36
 <b>CHAPTER IV RESULTS.....</b>	 <b>37</b>
Research Questions Which Apply to All Survey Respondents .....	37
Research Question #1 .....	38
Research Question #2.....	39
Research Question #3.....	39

## **CHAPTER IV, continued**

Research Question #4 .....	40
Research Question #5 .....	41
Research Questions Which Apply to Only Auxiliary Police Users .....	42
Research Question #6 .....	42
Research Question #7 .....	44
Non-Users of Auxiliary Police .....	44
Research Question #8 .....	45
Research Question #9 .....	46
Research Question #10.....	48
General Results of the Survey .....	49
Part-time Police Personnel.....	50
Reserve Police Personnel.....	50
Police Support Personnel.....	52
Summary .....	53
Footnotes .....	55

## **CHAPTER V DISCUSSION.....56**

Restate Purpose of the Study .....	56
Demographics of Auxiliary Police.....	56
Activities Performed by Auxiliary Police.....	59
Rationale for not Utilizing Auxiliary Police.....	62
Conclusions .....	64
Limitations of the Study .....	65
Recommendations for Future Research.....	66

## **APPENDICES.....67**

Appendix A	Survey Questionnaire .....	67
Appendix B	First Letter of Introduction .....	69
Appendix C	Survey Return Address .....	70
Appendix D	Second Letter of Introduction.....	71
Appendix E	Other Reasons why Part-time and Reserve Police Personnel are not Utilized.....	72
Appendix F	Other Activities Performed by Reserve Police and Police Support Personnel.....	73
Appendix G	Related Readings .....	74

## **REFERENCES.....76**



## LIST OF TABLES

TABLE	PAGE
2.1 Activities Reserve Police Personnel Perform.....	12
2.2 Duties and Responsibilities carried out by Reserve and Auxiliary Police.....	14
3.1 Area of the State of Michigan by Type of Police Agency the Respondents Reported Being From .....	32
3.2 Use of Auxiliary Police by Michigan Police Agencies .....	34
4.1 Use of Auxiliary Police by Area of State.....	38
4.2 Use of Auxiliary Police by Type of Police Agency.....	39
4.3 Use of Auxiliary Police by Presence of a Collective Bargaining Unit.....	40
4.4 Use of Auxiliary Police by Police Agency Size .....	41
4.5 Use of Auxiliary Police by Attrition/hiring of Full-time Police in Past Five Years .....	42
4.6 Years Each Type of Auxiliary Police Have Been Used by Police Agency Size .....	43
4.7 A Rank-ordering of the Proportions of Police Agencies With Regard to the Reasons Part-time Police Are Not Used.....	45
4.8 A Rank-ordering of the Proportions of Police Agencies With Regard to the Reasons Reserve Police Personnel Are Not Used.....	47

<b>TABLE</b>	<b>PAGE</b>
4.9 A Rank-ordering of the Proportions of Police Agencies With Regard to the Reasons Police Support Personnel Are Not Used.....	48
4.10 Types of Activities Performed by Reserve Police Personnel.....	51
4.11 Activities Performed By Police Support Personnel.....	52

**LIST OF FIGURES**

<b>FIGURE</b>	<b>PAGE</b>
3.1 The Regions Which Make Up the State of Michigan.....	23

# **INTRODUCTION**

## **PROBLEM**

### **Complexities of Policing**

Since the establishment of public police agencies the nature and scope of policing has become increasingly complicated. Numerous factors described below have contributed to make the job of policing complex. An array of technological advances in the 1980's has enabled police personnel to more quickly, easily, and accurately analyze evidence, thus identifying criminal offenders. Computers and telephones in patrol cars allow police personnel to access a host of information sources quickly to effectively carry out their job. D.N.A. (Deoxyribonucleic Acid) blood-typing, Preliminary Breath Testers (P.B.T's), Automated Fingerprint Identification Systems (A.F.I.S.), and advanced vehicle radar devices each have greatly enhanced the ability of the police to detect and apprehend offenders. These innovations are of little use unless police personnel are aware such tools exist and are trained and educated to utilize them.

Legal issues also contribute to the complexities of policing. Decisions police personnel make in a matter of minutes or seconds are often analyzed by legal scholars for months or years before the legality of a police officer's decision is known. Police personnel are bound by Michigan's State Constitution when carrying out their duties, so it is imperative for such personnel to understand the constitution and apply it to their everyday activities. The decision to shoot or not shoot, chase or not chase, could easily have long lasting negative affects on many people if police personnel make the wrong decision. Similarly, criminal laws change over time and new laws are added, which also complicates the policing function.

Another factor which adds to the complex job of policing is public scrutiny of the police. Woods (1971) points out that police personnel "must realize that they are public servants; a sort of people's advocate, on permanent retainer to represent the public interests against private intrusion on their rights" (p. 47). Because police personnel are public employees, there is pressure to ensure that the public's interest is carried out and not the interest of the police. In order to fulfill public needs police are often forced to wear many hats. Police are often called upon to be quasi priests, lawyers, doctors, psychologists, referees, race car drivers, and sharp shooters. Beckman, (1980) states "police personnel are not only supposed to be strong and trustworthy; they are also expected to be intelligent, diplomatic, and charismatic" (p. 88). Trying to be all things to all people makes policing difficult at best.

Because policing is complex and complicated, training mandated for full-time police personnel has steadily increased. The Michigan Law Enforcement Officers Training Council has increased the minimum number of hours of police training for police officers from 296 in 1982 to nearly 500 in 1990.

### **Pressures on Police Agencies**

The criminal justice system is over taxed. Each of the four components which make up the system - law enforcement, prosecution, the courts, and corrections - are lagging behind in carrying out their unique functions. To complicate matters more, there is currently an illicit drug epidemic in the United States which demands the immediate and undivided attention of the police.

Pressures on policing parallel the complexities involved in the policing function. Taylor, (1982) cites "Crime threatens to become our greatest public concern. This concern is coupled with increasing public pressure for lower taxes and improved productivity. Federal budget cuts eliminating programs and resources have complicated the situation even further

by gradually reducing capital resources to law enforcement agencies" (p. 87). Additionally, police are expected to provide public services such as house checks, unlocking vehicles, crime prevention techniques, and assisting citizens with an assortment of non-criminal situations. Police agencies are forced to do more with fewer resources. At the same time police administrators are expected to maintain exceedingly high training and education standards for police personnel in an effort to increase efficiency, decrease waste, and minimize negligence.

### **Non Full-time Police**

As the task of policing continues to become more complicated and complex, police training increases proportionately with the level of job difficulty. At the same time there are persons deployed at police agencies to perform activities who have little or no police training. Often these persons wear a police uniform, and in some instances carry a weapon. These persons are not considered full-time employees but often perform activities which are carried out by full-time, trained police officers. These personnel may perform a variety of police activities, and the names given such personnel vary as much as the police agency which deploys them. Because of the variation in name or job titles, all personnel who are deployed on a non full-time basis shall be collectively referred to as auxiliary police personnel.

The U.S. Department of Justice (1972), in it's study of volunteers in law enforcement suggested that at least three-fourths of a police officer's time is spent performing community service activities. The study recommended that such community service activities could be performed by volunteers. It is not known if auxiliaries are performing policing activities according to the study's recommendations or if they are being used as a different type of police personnel appointed to carry out other types of policing functions.

One of the most common names given to auxiliary police personnel is Reserve Police Officer. Other names employed by police agencies to describe their auxiliaries include, but are not limited to: auxiliaries, specials, sheriff's posse, cadets, community service workers, and part-time police officers. There is no particular method agencies use to choose a name for their auxiliary personnel, and a specific name is not necessarily associated with the activity(s) performed. Basically, the names given to all types of auxiliary police personnel may be as unique as the geographic area where the police agency is located.

Some of these personnel are paid while others receive no compensation for activities performed. Generally, persons deployed on a non full-time basis are employed full-time in jobs not associated with policing. Employment as an auxiliary police officer may be viewed as added income to some, regarded as a non-paying hobby by others, and considered an educational experience by still others.

There are some police agencies who utilize one or more types of auxiliary police personnel. On the other hand there are other police agencies who choose to deploy only full-time police officers to carry out policing functions. The kind of uniform worn, training received, activities performed, and level of compensation given persons who are deployed on a non full-time basis also varies from one police agency to the next. Ultimately, police administrators control how, when, and where, auxiliary police personnel are utilized.

While attention by police officials is being focused on full-time police personnel, the various types of auxiliary police personnel literally go unnoticed. Very little information is available about the various issues regarding auxiliary personnel. For that matter, there is not any general knowledge base from which to draw information concerning auxiliary police.

Little is known about which police agencies utilize auxiliary personnel and which agencies refrain from using such personnel. There is confusion as to the reasons why some police agencies deploy auxiliary personnel while other agencies shun the use of such personnel.

Only four Research endeavors (Bushey, 1976; Cuddington, 1974; Unsinger, 1973; and Survey of Reserve Police, 1969) could be located to form an information base from which conclusions may be drawn about auxiliary police personnel. Due to the number of studies and their dated information, strong conclusions can not be comfortably made. Because of the information void regarding auxiliary police it is difficult to tell if their use is a new innovation in policing or if such personnel have been used effectively over the years.

The division of Michigan state government which oversees all aspects of police training and qualifications is the Michigan Law Enforcement Officer's Training Council. According to the Training Council persons who are not deployed by a police agency on a regular basis (Michigan, Report of the Attorney General, 1973) do not fall under the Training Council's mandates. Therefore, the Training Council is not engaged in training or regulating many types of auxiliary police personnel.

## **PURPOSE OF THE STUDY**

The purpose of this project is to explore the extent to which auxiliary police personnel are utilized within Michigan. It is hoped that this study will shed light on the numbers and types of auxiliaries used, area of state and type of agency they are deployed in, and the activities these persons perform. This research is also intended to expose the rationale some agencies offer for either using or not using auxiliary personnel.

## **NEED FOR THE STUDY**

The results of this endeavor are of importance for a variety of reasons. First, a firm information base regarding auxiliary police personnel is needed before more empirical studies can be performed to discover the benefits/drawbacks of using auxiliary police personnel.



Second, the types of activities performed by auxiliary police are important to know in order to determine if policing in general is encompassing other areas of responsibility not formerly thought of as a policing function. If there are new areas of responsibility for police agencies to contend with, perhaps the overall mission of policing should be altered. New areas of responsibility may also necessitate new or different training standards for police; both full-time and auxiliary designations.

Lastly, the information derived from this project is needed so the policing community can become familiarized with the positive and negative aspects of utilizing auxiliary police. It is hoped that this study will illuminate most facets of auxiliary police personnel, and as a result agency administrators will be more informed of the major issues related to auxiliary police personnel.

Because of the lack of current information regarding auxiliary police personnel, there is a need to gather updated, accurate information about such personnel. This study is intended to fill that need.

## **DEFINITIONS**

**Police Personnel:** Are persons appointed, hired, or employed by a public law enforcement agency to perform activities at the request of the police agency. These persons may or may not receive compensation for activities performed.

Police personnel do not include neighborhood watch groups or citizen vigilante groups, such as the Guardian Angels. Citizen-based groups who patrol in their personally-owned vehicles or walk on foot to detect and report criminal activity are not considered police personnel. Although some of these groups may have implied or expressed approval from a police agency to perform various activities, these groups are not directed by the police agency, nor do they wear any type of uniform or insignia which identifies them as being part of the police agency.

**Full-time Police Personnel:** Are persons who wear a standard police uniform and are employed 32 hours or more per week by a public police agency. They have met M.L.E.O.T.C. training standards and are regularly employed to enforce the general laws of the State of Michigan.

**Regular Police Officers:** Are persons who have met M.L.E.O.T.C. standards, and are employed for any number of hours per week or month by a public law enforcement agency in Michigan. They enforce the general laws of the State of Michigan.

**Auxiliary Police Personnel:** Are persons who are deployed by a police agency less than 32 hours per work week to carry out activities. This person wears a uniform or insignia which identifies him/her as a member of the police department. This person may or may not receive compensation for tasks performed, and at least 1/2 of their time is spent performing police activities.

**Chief Administrator:** Is the chief law enforcement officer of a public law enforcement agency responsible for deploying police personnel.

## **ORGANIZATION OF REMAINING CHAPTERS**

In chapter II there will be a presentation of the historical overview of auxiliary police personnel as they have evolved to the present. Also included within chapter II will be a listing of research efforts which encompassed one or more types of auxiliary police personnel. Chapter III presents the methodology of the study, modification of variables and presentation of the research questions. Presented in Chapter IV will be the results of the study along with a description of the significance of the results. Finally, in Chapter V, conclusions about the findings of the study will be discussed along with recommendations for further research.

## **CHAPTER II**

### **LITERATURE REVIEW**

Chapter II contains an historical overview of Policing as it relates to auxiliary police personnel. Research encompassing auxiliary police personnel is discussed, and problems with that research are addressed.

### **HISTORICAL OVERVIEW**

#### **Policing Before There Were Police**

Historical writings (Greenberg, 1984) relevant to policing indicate that some of the first peace keepers were probably private citizens. If one individual in the community disobeyed a rule or norm, other members took corrective action against the wrong doer.

Greenberg also points out that during the reign of Roman emperor Augustus (63 B.C.-A.D. 14) citizens were organized into a semi-military force known as the Vigiles. "The Vigiles were responsible for fire protection and street patrol" (p. 15). Various citizens took turns keeping the watch during night time hours.

According to Critchley (1972) during the reign of Alfred the Great (870-901) in England, responsibility for peace keeping fell under the domain of each community. King Alfred felt that "the citizens had a social obligation to assist the government in monitoring order. Males were enrolled for police purposes from groups of ten families known as a tithing, and they were headed by a tithing man" (p. 2). It was the tithing man's duty to solicit his neighbor's help to pursue persons suspected of committing criminal acts. If the suspect got away a fine was paid to the government by the tithing.

From 1285 to the era of Sir Robert Peel in the 1800's, many laws in England became more formalized, and specific people were paid exclusively to enforce those laws. Some of these full-time forces, called the Charlie Watch (Beckman, 1980), were associated with wide spread corruption due to low pay and the view that policing was a low esteem occupation.

According to Beckman (1980) the first Sheriff's Office was established in America in the state of Virginia by colonists from England. Although full-time police personnel were now in place in certain cities, service on the night watch was still the duty and responsibility of the citizens on a rotational basis. Eventually enthusiasm for the night watch waned and it became evident that a full-time police force was needed.

### **Establishment of Formalized Auxiliary Police**

It wasn't until 1915 that one of the first of many auxiliary police units was formed. The Citizens Home Defense League was formed by the New York Police Department "to assist in times of emergency" (Greenberg, 1984, p. 50). At the onset of the League's formation, no police training was offered to auxiliary volunteers; the League's dress was different from the regular police, and the League did not carry out the same functions as the regular full-time police.

According to Smith (1960) perhaps the most wide spread use of auxiliary police personnel came during America's involvement in world wars. Not only was there a manpower shortage at home as a result of the conflict, many Americans felt that enemy invasion was imminent. "Citizens in the suburbs and in the cities were encouraged to volunteer their time to the police department in the name of national security" (p. 102).

According to Dow (1978) during World War II and the Korean Conflict, many police agencies lost full-time personnel to the war effort. This depletion of manpower necessitated the emergence of auxiliary police personnel; generally called reserve or auxiliary police.

Since the establishment of these auxiliary police personnel during the war effort there has been expansion in the activities which they perform.

Although global conflict over the years involving the United States contributed to the enlistment of auxiliary personnel into police ranks, special problems within America's borders enlarged their numbers. One such problem was the introduction of the automobile into society. Wales (1916) writes that as a need to improve traffic conditions, the mayor of Berkley, California, deputized a number of citizens to act as auxiliary policemen with the authority to enforce city traffic ordinances. The Outlook (1916) reported that in Chicago, Illinois, a citizen's auxiliary police force was formed and used to make observations of everyday violations and report them to the police.

As auxiliary police personnel continued to be deployed throughout the United States, activities performed by these personnel expanded. In Florida (1962) Highway Patrol auxiliary officers assist in patrolling. California has deployed auxiliary police marine units (Lucas, 1963), and Community Liaison Patrol Officers (Biggs, 1986) to patrol beaches. Washington State utilizes senior citizens to perform house checks (McLean, 1987), while in Arizona, reserve police officers are used to augment regular patrol forces, dependent upon training (Lese, 1985; and Deitch, 1985).

Other types of deployment involving auxiliary police include: neighborhood team policing in Oregon (Brown, 1976); cadets handling non-criminal calls for service in Michigan (Rice, 1977); auxiliaries in New York City perform observer patrol (Cohen, 1984); and seasonal officers who augment regular staff during the summer months in New Jersey due to an influx of tourists (Donahue, 1982).

## **PREVIOUS RESEARCH EFFORTS**

In 1969, the Arlington (Virginia) County Police Department surveyed 57 police agencies whose jurisdictions encompassed populations of 250,000 or more citizens. These police

agencies were selected from across the United States, and sent a mail-in questionnaire. The survey was directed at obtaining information about reserve police personnel. However, the term "reserve" was not specifically defined. Forty-eight police agencies from 23 states responded to the survey (84% response rate), and 34 (71%) of those respondents reported utilizing reserve police personnel.

Of the police agencies who reported deploying reserve police personnel, 22 (64%) granted their reserve personnel full police powers while on duty. The same number of agencies also allowed their reserve personnel to be armed. Although the survey did not specify any numbers regarding the wearing of a police uniform, it was reported that "most of the reserves were uniformed and equipped the same as regular officers except for minor differences such as badges, patches, etc." (Survey of Reserve Police, 1969, p. 3). All 34 agencies who reported utilizing reserve personnel said their reserve personnel are required to attend classroom training. On the average, reserve police personnel numbered 14% of the regular, full-time police force in manpower within each agency utilizing reserve police personnel.

The survey also found that reserve police personnel generally volunteer their time when performing activities at the request of the police agency. At the same time, 27 (79%) of the agencies who reported utilizing reserve police personnel required the reserves to work a minimum number of hours per month for the parenting police agency.

The survey results indicated that reserve police personnel duties ranged "from harbor patrol to investigations in the detective division of the police agency" (Survey of Reserve Police, 1969, p. 3). The types of activities performed by reserve police are listed in Table 2.1.

**Table 2.1****Activities Reserve Police Personnel Perform**

<b>Types of Patrol (N)</b>	<b>Duties While on Patrol (N)</b>	<b>Other Types of Assignments (N)</b>
A. 2nd man in a cruiser 27	A. Operate Radio 28	A. Clerical 13
B. Foot Patrol 14	B. Direct Traffic 33	B. Radio Dispatch 11
C. Two Reserves alone in a cruiser 6	C. Escort Prisoners 21	C. I.D. Bureau 8
		D. Answer Phones 6

NOTE: The data in Table 2.1 are from "Survey of Reserve Police" by Arlington Co., VA. Police Dept., 1969, p. 13.

As indicated in Table 2.1 three types of activities performed by reserve police were profiled. They were: types of patrol, duties while on patrol, and other types of assignments. Most of the police agencies who deploy reserve police use their reserves in routine patrols as a second man in a cruiser with a regular officer (N=27). On the other hand only 13% (N=6) of the responding agencies reported allowing two reserves to patrol alone. The vast majority of respondents who reported using reserve police personnel indicated that operating a radio (N=28), directing traffic (N=33), and escorting prisoners (N=21), were activities their reserve personnel perform regularly. Other activities performed by reserve police personnel included: being utilized as clerks at the police agency (N=13); answering phone calls for service and dispatching patrol cars (N=17); and performing activities in police agency identification bureaus or sections (N=8).

The findings of the survey indicated that the agencies who received more volunteered time from reserve personnel were those agencies which deployed reserves on routine patrol with a regular, full-time police officer. The survey also found that if training and standards for reserve police are similar to those for full-time officers, reserve personnel were apt to volunteer more of their time to the police agency.

In a second study, Peter Unsinger (1971) used two types of surveys in a effort to gain knowledge about reserve police personnel. First, field interviews were conducted at 18 different police agencies in four states. After the interviews were completed, a 13 page mail-in questionnaire was constructed and sent to 498 police agencies in 17 different states. One hundred thirty-one (26%) of the questionnaires were returned. Unsinger obtained the names of police agencies who used reserve/auxiliary police from state law enforcement planning commissions or civil defense organizations in each of the 17 states. If there were reserve/auxiliary police personnel utilized in a police agency, and such personnel numbered more than ten, a questionnaire was mailed to the police agency. All police agencies having less than ten reserve/auxiliary personnel were not included in the survey.

Unsinger profiled three different volunteer police classifications which he analyzed:

- A. Reserve Peace Officer** - an individual who cooperates with and assists the legally constituted law enforcement agency... without compensation. This individual has full police powers, and can be considered an adequate replacement to a regularly employed and salaried peace officer.
- B. Auxiliary Peace Officer** - similar to a reserve peace officer except that instead of full police powers to execute the office, the individual renders assistance to a regularly employed and salaried peace officer. The exercise of certain limited powers duties without supervision may be allowed.
- C. Civil Defense Peace Officer** - individuals who are sanctioned to assist local authorities in the maintenance of law and order only in declared emergencies (p. 1).

After analyzing the field interviews and questionnaire results, Unsinger found that the majority of the respondents indicated that reserve/auxiliary peace officers are thought of primarily as "patrol support", "foot patrol", and "second man in the patrol car" (p. 31). Presented in Table 2.2 are the duties and responsibilities which reserve and auxiliary police carry out as reported by the mail-in questionnaire respondents only.



**Table 2.2**

**Duties and Responsibilities Carried Out  
by Reserve and Auxiliary Police**

<b>Duties and Responsibilities</b>	<b>Allowed at Present (N)</b>	<b>Not Allowed (N)</b>
Guard Prisoners	118	5
Search Prisoners	113	10
Detain Prisoners	110	13
Guard Businesses	103	19
Search Businesses	105	16
Collect Evidence	97	25
Write Reports	96	27
Investigate Vehicle Accidents	65	51
Conduct Raids	73	49
Arrest Violators	96	28
Conduct Routine Patrol	104	20

NOTE: The data in Table 2.2 are from "Volunteerism in Law Enforcement: The Development of Quantity and Quality of Personnel in Reserve and Auxiliary Programs" by Peter Unsinger, 1971, p. 29.

Unsinger also reported on a variety of "specialty work areas" which reserve/auxiliary police personnel perform activities in. One hundred six (81%) of the respondents who utilized reserve/auxiliary personnel reported that such personnel were used to perform traffic assignments. Eighty-six (66%) utilized reserve/auxiliary police personnel at one time or another as radio dispatchers, and 66 (50%) who deploy reserve/auxiliary personnel reported that the transportation of prisoners is performed by their personnel. Public relations activities were also performed by 50% of those agencies who utilized reserve/auxiliary police.

The survey also included types of tasks which historically are not associated with auxiliary police personnel. Assignments in detective bureaus were performed by 42% of the agencies utilizing reserve/auxiliary personnel, 44% reported performing detention tasks, 47% carried out training assignments, and 39% were utilized in juvenile bureau tasks and vice investigations. Less than 30% of the respondents who deploy reserve/auxiliary police allowed their personnel to perform the following activities: process criminal records, assist

in identification bureaus, perform property and maintenance functions, assist with personnel functions, assignments in crime or photography laboratories, being involved in planning and research activities, and taking part in agency intelligence gathering assignments and inspections of agency personnel/facilities.

Unsinger concluded that retention of volunteers (reserves and auxiliaries) will be higher when a greater variety of usage occurs. "There are vast personnel resources within the community that law enforcement can draw upon for the many tasks performed by local police agencies at little or no cost to government" (p. 154).

Another study directed at auxiliary police personnel was conducted in Arizona by T.G. Coddington (1974). All seventy-eight public law enforcement agencies in Arizona were surveyed by mail-in questionnaires and asked to report on the use of reserve police officers. Seventy-two agencies (92%) responded and 34 (47%) police agencies reported utilizing reserve police personnel.

Coddington (1974) defined a reserve police officer "as a non-regular sworn member of a police agency who has regular police powers while functioning as the agency's representative" (p. 1). Reserve personnel may or may not be compensated for activities performed, and they participate in performing activities at the police agency on a regular basis. Only reserve personnel who were certified with the state of Arizona were included in the survey. (In Arizona reserve police personnel must receive the same minimum training as full-time police).

The survey found that 8 police agencies (23%) placed restrictions on reserve police officers. All other police agencies who reported utilizing reserve police (77%) indicated that their reserves could perform all the duties performed by regular, full-time police officers. One agency reported that it paid its reserve personnel for all on-duty work performed by the reserves. Sixteen (47%) of the police agencies reported paying reserve personnel for activities performed at special events. Only one agency reported that reserve personnel wear a different uniform than the regular, full-time police personnel. Twelve (35%) agencies

reported using insignia on the uniform worn by reserve personnel which is different from the uniform worn by full-time police. The remaining 21 police agencies who deploy reserve police (64%) indicated that there is no difference in the uniforms worn by reserve and full-time police personnel. Coddington concluded that generally reserve police personnel in Arizona were generally utilized in the same manner as regular, full-time police officers.

In 1976 Keith Bushey reported how reserve police personnel are utilized in police agencies. Information regarding reserve personnel was obtained through interviews at police agencies in California which had reserve police programs. "A considerable portion of this report... is based on the subjective beliefs held by the author" (Bushey, 1976, p. 74). Bushey defined a reserve officer as "a limited and temporary sworn member of a law enforcement agency, having regular police powers while functioning as a representative of the agency, compensated or non-compensated, on a regularly scheduled basis" (p. 4).

Bushey identified two types of reserve police officers: the reserve generalist and the reserve specialist. The reserve generalist is selected for the purpose of performing general policing activities and must meet the same or similar requirements established for regular, full-time police personnel. Once properly trained, the generalist could perform any police-related task. Bushey stressed that unless otherwise indicated, reserve officers given such duties should be accompanied by a regular officer (p. 27). The reserve specialist performs a specific activity as opposed to the wide array of activities encompassed by the reserve generalist. Entrance requirements for the specialist are not as strict, as the level of expertise need only be directed at one specific function or activity. Speciality activities include: community relations officer, search and rescue, canine specialist, marine patrol, photography, clergy, aero-squadron, and computer specialist.

There was no quantitative data in the report. There was also no indication given about the sizes or types of police agencies Bushey collected his information from. The bulk of the report consisted of an exhaustive review of the potential uses of volunteer reserve police personnel

## **OTHER INFORMATION SOURCES WHICH SHED LIGHT ON AUXILIARY POLICE**

Police trade magazines such as Police Chief, Law and Order, and the F.B.I. Law Enforcement Bulletin (see appendix G) provide some insight regarding how, why and where auxiliary police personnel are utilized. As previously cited, an array of auxiliary police personnel are performing varied tasks in California, Arizona, Texas (Buckley, 1966), Florida, New York, Michigan and Kansas, (Lucas, 1963) to name several states.

The Michigan Law Enforcement Officers Training Council (M.L.E.O.T.C., 1987) surveyed all 646 police agencies in Michigan regarding use of part-time police personnel. The term "part-time police officer" was defined as a person meeting minimum training standards for police officers set by the Training Council. No information was obtained about any other type of auxiliary police personnel.

Four hundred ninety-six (77%) of the police agencies returned the mail-in questionnaire. The results revealed that about 260 (52%) of the respondents utilized part-time police personnel. The survey also indicated that the respondents deployed 1,109 part-time police personnel throughout the state of Michigan. According to police agency size, 36% of part-time officers were used in small (0-10 full-time) agencies, 11% were deployed in medium sized agencies (11-40 full-time), and 2% of the part-time personnel in Michigan were found in large (41+ full-time) police agencies.

The Council also broke down use of part-time police personnel into five regions of Michigan. Thirteen percent of the part-time personnel were deployed in Michigan's Upper Peninsula, 7% were utilized in Northern Lower Michigan, 14% were used in Western Lower Michigan, 11% worked in Central Lower Michigan, and 4% were found in Southeastern Lower Michigan police agencies.

## **PROBLEMS WITH PREVIOUS RESEARCH**

The foremost problem with the cited studies is that they are dated. With the exception of the M.L.E.O.T.C. survey of part-time police, nearly fifteen years has passed since other types of auxiliary police personnel have been studied. What might have been true 15 years ago may not be true today. Many variables concerning policing may have changed since these studies were completed. Thus, the studies do not accurately reflect the current status and deployment of all types of auxiliary police personnel.

Another problem with the previous efforts is fragmentation of the research. Each study focused on only one or two types of auxiliary police personnel. A review of the literature has shown that there are numerous types of auxiliary police personnel in different areas of the country. There are no studies which encompassed all forms of auxiliary police personnel.

Previous research also failed to provide reasons police administrators have for not deploying auxiliary police personnel. Perhaps there may have been certain events which occurred during the time of the studies which necessitated the use of auxiliary personnel in some agencies, while negating their use in others. It is not known whether police administrators did not want to utilize auxiliary personnel, or if their use was restricted by sources outside the control of police administrators.

Most of the previous research also failed to specifically define auxiliary police personnel. There were no definitions of what a Reserve was, as opposed to what an Auxiliary was. Clearer, more uniform definitions of auxiliary police personnel would allow for better understanding of such personnel. That is, a Reserve officer in Marquette, Michigan, and a Reserve officer in Detroit, Michigan, should have the same minimum training and perform the same activities to hold the title "Reserve Police Officer". Reserves should carry out the same activities which are unique only to reserve police personnel. Similarly, part-time police, or any other type of auxiliary police personnel should have a

certain level of training and carry out activities unique only to the particular type or classification of auxiliary personnel. Then, when discussing reserve police personnel it would be understood that reserve police in Detroit and Marquette have the same level of training and perform the same activities.

A point should also be made about the legal issues related to auxiliary police personnel. Each of the previous studies was conducted in different states within the United States. Since each state has its own unique regulatory laws, it may be legal to utilize one or more forms of auxiliary police personnel in one state but not in another. Also, new laws may have been enacted in the states where the previous research was conducted, thus possibly changing the makeup of auxiliary police personnel. For example, Florida law allows for full-time, part-time, and auxiliary officer deployment, while Montana law allows for full-time, reserve, and auxiliary police only.

For the above listed reasons, previous research efforts focusing on auxiliary police do not give the interested reader a clear and accurate representation of deployment and use of auxiliary police personnel in Michigan.

It is the intent of this research effort to classify auxiliary police in Michigan and then to obtain information about the deployment of and activities performed by auxiliary police. This research will also attempt to discover the rationale police administrators give for not utilizing auxiliary police.

## **SUMMARY**

Historical writings indicate that our first peace keepers were private citizens who performed order maintenance as an obligation to the community. After the first full-time police departments were formed, auxiliary and reserve police units were formed. These units assisted the agency during times when full-time officers were called to the war effort. Threat of attack from other countries and emergence of the automobile also necessitated the

use of auxiliary police personnel. As more police departments throughout the country were formed, those auxiliary police personnel were used in a variety of tasks including: patrol, investigation, search and rescue, and crime prevention.

Very few research efforts were located which addressed auxiliary police. Most were dated with the most recent being 1987 and none of the efforts were inclusive of all forms of auxiliary police personnel. Trade magazines in policing assisted in illuminating where auxiliary police personnel are deployed and what activities they perform.

## **CHAPTER III**

### **DESIGN OF THE STUDY**

Chapter III contains the methodology, make-up of the survey area, and questionnaire construction. The chapter concludes with a description of the variables employed in the study, modification of certain variables before analysis began, and a listing of the research questions to be addressed.

### **METHODOLOGY**

In order to evaluate the extent to which auxiliary police personnel are utilized in Michigan, the author decided to survey chief law enforcement administrators of public police agencies by use of a mail-in questionnaire. All village police agencies, city police agencies, township police agencies, county sheriffs departments, campus police agencies, park police agencies, harbor police agencies, public school police agencies, and airport police agencies were included in the sample.

Four sources were used to identify the name and address of all police agencies within Michigan, along with a listing of the chief administrator of each agency. They were: 1. Directory of Law Enforcement Agencies in Michigan, 1987; 2. Michigan Police Directory, 1987; 3. Michigan Law Enforcement Information Network Operations Manual, 1987; 4. Michigan Law Enforcement Officers Training Council, 1987. If no chief of police was listed, the questionnaire was addressed to "Chief of Police." Otherwise the questionnaire was addressed to the name of the chief administrator by name as noted in one of the four sources listed above.



## SURVEY AREA

Michigan consists of 83 counties within its borders. For purposes of analyzing the data the five regions established by the Michigan Law Enforcement Officer's Training Council in its survey of part-time police personnel were used. These regions included the following counties:

**Region I. Upper Peninsula:** Gogebic, Ontonagon, Houghton, Keweenaw, Baraga, Iron, Marquette, Dickinson, Menominee, Alger, Delta, Schoolcraft, Luce, Mackinac, Chippewa.

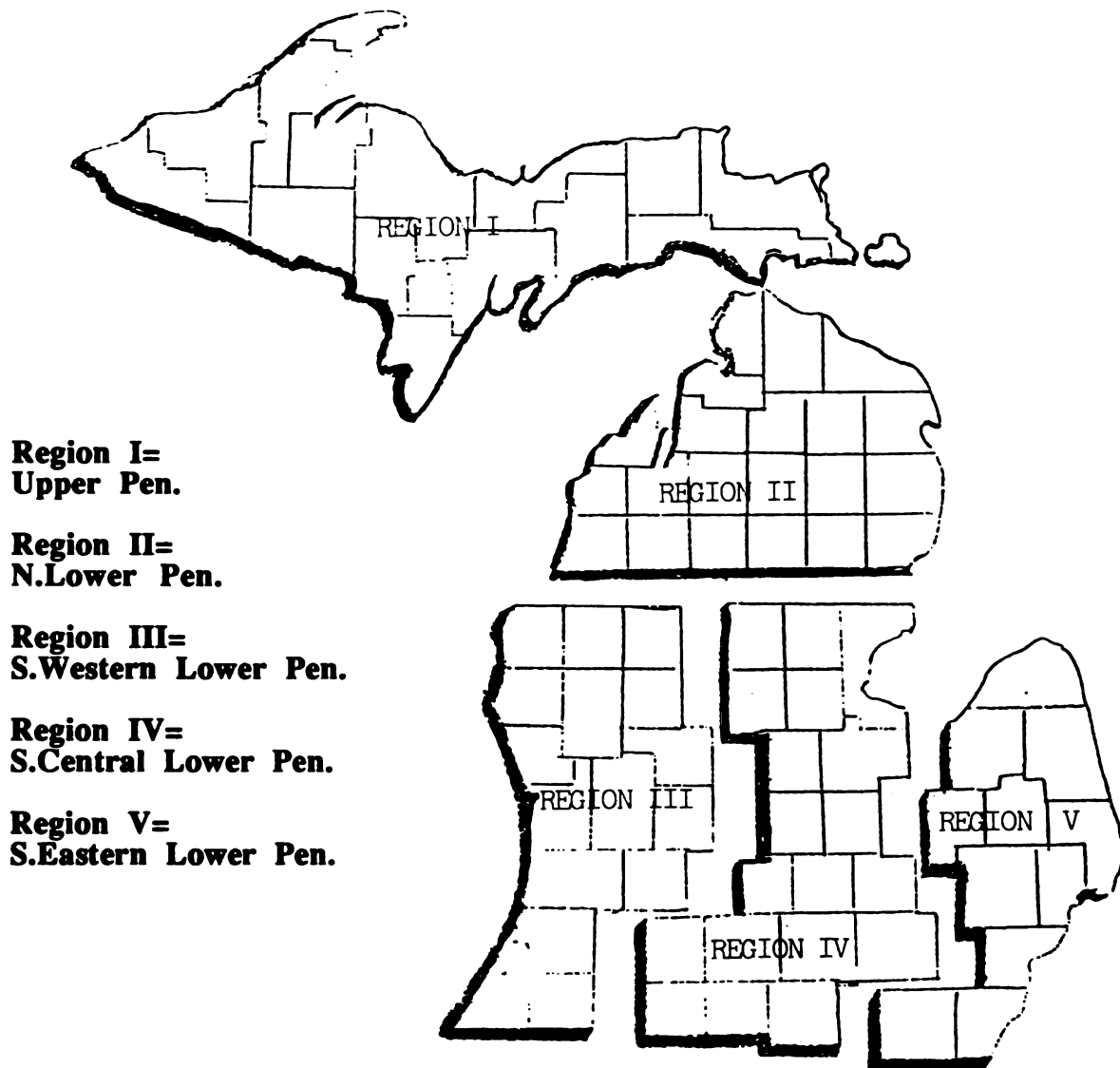
**Region II. Northern Lower Michigan:** Emmet, Cheboygan, Presque Isle, Charlevoix, Otsego, Montmorency, Alpena, Antrim, Leelanau, Benzie, Grand Traverse, Kalkaska, Crawford, Oscoda, Alcona, Manistee, Wexford, Missaukee, Roscommon, Ogemaw, Iosco.

**Region III. Southwestern Lower Michigan:** Mason, Lake, Osceola, Oceana, Newaygo, Mecosta, Muskegon, Kent, Montcalm, Ionia, Ottawa, Allegan, Barry, VanBuren, Cass, Berrien.

**Region IV. South Central Lower Michigan:** Clare, Gladwin, Arenac, Isabella, Midland, Bay, Gratiot, Saginaw, Clinton, Shiawassee, Eaton, Ingham, Livingston, Kalamazoo, Calhoun, Jackson, Washtenaw, St. Joseph, Branch, Hillsdale.

**Region V. Southeastern Lower Michigan:** Huron, Tuscola, Sanilac, St. Clair, Lapeer, Macomb, Oakland, Wayne, Monroe, Lenawee, Genesee.

Figure 3.1 represents a pictorial description of the five regions which comprise the state of Michigan. Region I encompasses all counties in Michigan's Upper Peninsula. Region II is comprised of all counties in North Lower Michigan. Region III includes 16 counties in Southwestern Lower Michigan. Region IV includes 20 counties in Southcentral Lower Michigan. Finally, 11 counties make up Southeastern Lower Michigan.

**FIGURE 3.1****Regions Which Make Up  
the State of Michigan**

## CONSTRUCTION OF THE QUESTIONNAIRE

A questionnaire was developed based on interviews with police officials, police officers, and a review of known survey research in the area of auxiliary police personnel. After numerous drafts of the survey instrument were completed, a pretest of the questionnaire was conducted on full-time and auxiliary police personnel in order to highlight any ambiguous words or phrases. The pretest was also intended to identify any other problems regarding the variables used in the questionnaire. The pretest sample was comprised of 13 people (including one former chief of police, and two sergeants) whose police experience ranged from six months to 28 years and education from twelve to sixteen years. Based on comments, suggestions, and constructive criticism of the pretest sample changes in the questionnaire were implemented. Once the changes were completed and it was clear that the sample group could offer no other critical comments, the questionnaire was drafted into its final form (See Appendix A).

To insure that there was uniform understanding among survey respondents the term "police personnel" needed to be more narrowly defined. As a result of the questionnaire pretest, three primary traits separated police personnel; level of police training, type of uniform worn, and amount of time spent at the agency. The three traits divided all police personnel into four types. They are:

- 1. Police Support Personnel** - These types of personnel are not M.L.E.O.T.C. certified and wear uniforms or insignia unlike a standard police uniform. These personnel are not considered full-time employees, although more than one-half of their time is spent performing police activities. Examples of names given to police support personnel may include, but are not limited to: Community Service workers, clerical workers and jail workers.
- 2. Reserve Police Personnel** - Reserve personnel are not M.L.E.O.T.C. certified; however they do wear a standard police uniform. Reserve police are not considered full-time employees. Examples of names given to these types of police personnel may include, but are not limited to: Auxiliaries, Reserves, Cadets, Specials, and Sheriff's Posse.
- 3. Part-Time Police Personnel** - These personnel are M.L.E.O.T.C. certified, they wear a standard police uniform, are not considered full-time employees, and carry

out their function less than 32 hours per week. This designation of police personnel also includes those personnel who are deployed on a seasonal basis such as summer or winter tourist areas with a temporary influx of people.

4. **Full-Time Police Personnel** - These personnel are considered full-time, year-round employees (32 hours per work week) who wear a standard police uniform and are M.L.E.O.T.C. certified.

When defining auxiliary police personnel, the amount of compensation given to part-time police, reserve police, or police support personnel was not a factor considered.

## **Survey Mailings**

Two mailings of the questionnaire were utilized for this study. The first mailing was comprised of a letter of introduction and explanation from the author (see Appendix B), a questionnaire, and a self-addressed postage-paid return envelope. In the letter of introduction and explanation respondents were told that only aggregate information about the survey results would be reported, and that all individual respondents would be anonymous. However, all questionnaires had printed on them individual identification numbers which corresponded with the name of the police agency to which it was sent. The purpose of the I.D. number, as stated in the introduction letter, was to monitor the returned questionnaires and identify those non-respondents for a second mailing of the questionnaire. The questionnaire included a return address with a post office box number at Michigan State University, East Lansing, Michigan, (see appendix C); this was clearly printed on all questionnaires and envelopes.

Also, to encourage the return of the questionnaires, respondents were requested to write their Originating Agency Identifier (O.R.I.) number at the bottom of their questionnaire if they desired to know overall survey results. O.R.I. numbers are assigned to all public law enforcement agencies in Michigan by the Michigan Department of State Police, Law Enforcement Information Network Policy Council, and are unique to each police agency.

In May of 1988 the first mailing of the questionnaires were sent via first class mail to all police agencies in Michigan. Three weeks after the first mailing a second mailing of the questionnaire was sent to those agencies who had not returned the first questionnaires. The second mailing consisted of a letter soliciting prompt return of the questionnaire (see Appendix D), another questionnaire, and another self-addressed, postage-paid return envelope. After another three weeks elapsed questionnaires returned from the first and second mailings were combined. At that point the survey was completed and the data analysis began.

### **Response Rates**

The first mailing of the questionnaire resulted in the return of 361 usable questionnaires out of 641 potential respondents; a response rate of 56%. In addition, two questionnaires were returned not filled out, one questionnaire was returned but was not usable while two were returned marked "unable to deliver" by the post office. And finally, two questionnaires were returned not filled out but each had a note attached to it saying that the police agency no longer existed.

In the second mailing 271 questionnaires were sent to those police administrators who did not respond to the first mailing; in the second wave of mailings 128 (47%) usable questionnaires were returned. Three more questionnaires were returned but were not usable.

Therefore, 500 out of a possible 641 questionnaires were returned, which represents an overall response rate of 78%. Of those 500 questionnaires returned, 489 were usable; a response rate of 76%.

## QUESTIONNAIRE VARIABLES

### Independent Variables

"Type of police agency" was included as an independent variable in the analysis. Police agencies in Michigan were broken down into 5 types of agencies. They were: municipal police agencies, township police agencies, county police agencies, campus police agencies, and non-traditional police agencies. Municipal agencies included all police agencies in city, municipal, and village governments which had direct control over their respective police departments. Similarly, township and county agencies included all police agencies which the township or county government had direct control. Campus police agencies included all college campus police agencies who were responsible for public law enforcement on their respective campus. Police agencies who's sole responsibility is public law enforcement in parks, airports, schools, and harbors or beaches were categorized as non-traditional police agencies.

The 5 categories which comprised "Type of police agency" were used to see if the type of police agency was related to the use or non-use of part-time police, reserve police, and police support personnel.

"Police agency size" was also used as an independent variable in the study. The size of police agencies was determined from responses to the question "What is the number of full-time police officers used at your agency?" The raw numbers of the responses were totaled, and it was found that the median number of full-time police officers in the responding agencies was seven while the mean number was 32. After viewing the data it was felt that the number which more accurately reflected the average size<sup>1</sup> of the respondent police agencies was seven full-time officers.

The variable "Police agency size" was dichotomized into small police agencies (0 to 7 full-time police) and larger police agencies (8 or more full-time police) for several reasons.

Dichotomization was necessary to see if police agency size effects the deployment of or activities performed by auxiliary police personnel. Other important factor considered was the effect police agency size would have on the reasons police administrators offer for not deploying part-time police, reserve police, and police support personnel. And finally, the two levels of the variable "Police agency size" were essential in discovering if the numbers of full-time police officers deployed in the five years previous to 1988 was related to the deployment of auxiliary police personnel.

The variable "Area of state" was also utilized as an independent variable in the analysis. As outlined earlier in Chapter III, the state of Michigan was divided into five regions. The entire Upper Peninsula was named Region I. Region II encompassed the northern half of the Lower Peninsula while Region III included areas of Western Lower Michigan beneath Region II. Region IV included areas in South-central Lower Michigan beneath Region II and to the right of Region III. And finally, Region V consisted of all areas in southeastern lower Michigan beneath Region II and to the right of Region IV. All the regions comprised the variable "Area of state."

The rationale used when forming the various regions of "Area of state" was to see if different areas of the state were impacted differently regarding the deployment of part-time police, reserve police, and police support personnel.

Another independent variable used in the analysis was "Collective bargaining unit". Respondents were asked on the questionnaire, "Are the full-time police officers at your agency organized by a police union?" The answer was categorized by the response of: "yes", or "no". Hence, the two responses (yes and no) comprised the variable "Collective bargaining unit". The dichotomization of "Collective bargaining unit" was necessary in order to discover if unions were associated with deployment of part-time police, reserve police, and police support personnel.

## **Dependent Variables**

"Auxiliary police personnel" was one of the primary dependent variables used in the analysis, and consisted of three different categories. They were: part-time police personnel, reserve police personnel, and police support personnel. On the questionnaire respondents were asked, "What is the number of part-time police, reserve police, and police support personnel used at your agency?" The responses to the question for each of the three categories was dichotomized into "use" (a response of 1 or more) and "non-use" (a response of 0). Since the basis of this study is to locate where part-time police, reserve police, and police support personnel are used and the number deployed, the use of such personnel needed to be addressed.

Another dependent variable used in the analysis was "Non deployment issues". If respondents did not use one or more categories of auxiliary personnel, they were asked, "If your agency does not use part-time police, reserve police, or police support personnel choose the three most important reasons why they are not used." The answer choices were: "Not a need for them," "Police union won't allow their use", "Not enough money in police budget", "Liability reasons", "Not adequately trained personnel", "A deterrent to professionalism", "Lack of interested persons", and "Incompatible with regular officers." There was also a space for respondents to list other reasons for not using the particular personnel. Respondents were asked to rank-order their responses from one to three with one being the most important reason for not using the personnel.

The purpose of rank-ordering is to expose those reasons which most directly affect the decision not to deploy part-time police, reserve police, and police support personnel. Once the reasons are exposed they can be evaluated for their legitimacy. The analysis will also attempt to see if non-use of part-time police, reserve police, and police support personnel is related to a particular reason or group of reasons.



The dependent variable of "Activities performed" was also used in the research to identify the activities performed by reserve police and/or police support personnel. If reserve police and/or police support personnel were reported as being deployed, the respondent was asked to check the space provided next to the activity if it was performed by their reserve and/or police support personnel. The following thirteen activities were listed on the questionnaire:

- a. Patrol alone in a patrol car.
- b. Ride along in a patrol car with a regular officer.
- c. Walk a foot beat alone or with another officer.
- d. Complete traffic accident reports.
- e. Answer phone calls while at the police agency.
- f. Enforce selected criminal ordinances.
- g. Enforce selected non-criminal ordinances.
- h. Transport criminal offenders.
- i. Paid to perform all or selected activities.
- j. Never paid for performing activities.
- k. Assist with booking and /or jailing of offenders.
- l. Provide security at selected public/private events.
- m. Required to work a minimum number of hours per month at the agency.

There was also a space provided for the respondents to list any other activities performed by their reserve and/or police support personnel (See Appendix F). The responses to this variable were intended to shed light on any differences or similarities in activities performed by reserve police and police support personnel.

Other dependent variables include: "Years auxiliary used" and "Attrition/hiring of full-time police in the past five years". The variable "Years auxiliary used" was initially collected as interval level data but, for analysis purposes was dichotomized into "a recent innovation", (0 to five years) and "long standing practice" (over 5 years). Respondents were asked, "what is the number of years part-time police, reserve police, and police support personnel have been used at your agency?" It was necessary to compare the number of years part-time police, reserve police, and police support personnel have been used with police agency size and area of state to see if agency size and/or area of state are related to the length of time auxiliary police personnel have been used.

"Attrition/hiring of full-time police in the past five years" was comprised of the following categories. They were: more full-time police officers than five years ago, fewer full-time police officers than five years ago, and exactly the same number of full-time police officers as five years ago. The categories were necessary so they could be compared with the use of part-time police, reserve police, and police support personnel to see if the number of full-time police personnel changed from 1982 to 1987. Any change in the number of full-time police personnel may be linked to the use or non-use of one or more categories of auxiliary police personnel.

### **VARIABLES MODIFIED**

Once the data was received it was apparent that several variables would have to be modified, and a new variable added. The survey reported low numbers in some variables, making analysis less meaningful if left unchanged. At the same time these variables had many categories or levels, which would make analysis too complicated and less meaningful. For these reasons the variables "Area of state", "Type of police agency", and "Attrition/hiring of full-time police in the past five years", were modified before analysis began. A new variable "Categories of auxiliary police use" was also added.

The frequencies for the variables "Area of state" and "Type of police agency" are presented in Table 3.1.

**Table 3.1**

**Area of the State of Michigan by Type of  
Police Agency the Respondents Reported Being From**

	Type of Agency				Non Trad.
	Mun.	Twsp.	Co.	Campus	
<hr/>					
Area of State					
Region I Upper Peninsula	31	3	9	1	1
Region II Northern Lower Peninsula	27	2	14	10	
Region III Southwestern Lower Peninsula	89	12	15	2	1
Region IV Southcentral Lower Peninsula	72	30	16	7	3
Region V Southeastern Lower Peninsula	112	24	10	4	3
<hr/>					
TOTAL RESPONDENTS	331	71	64	15	8
	(68%)	(15%)	(13%)	(.03%)	(.02%)

As indicated in Table 3.1, several categories which represent the type of police agency cannot be included alone in the analysis due to their small numbers. For the purposes of this study, "Township", "County", "College Campus", and "Non-Traditional" police agencies were all grouped together to provide the greatest frequency throughout the entire

analysis. Hence, the variable "Type of police agency" was collapsed into two categories. They were: municipal police agencies, and other police agencies.

Similarly, the categories of the variable "Area of state" were collapsed to provide for the greatest frequency throughout the analysis. Regions I and II were combined to form a category called "Northern Michigan" while Regions III, IV, and V were joined to form a category called "Southern Michigan". The collapsing of the variable in this manner was done to increase the frequencies in Northern Lower Michigan and in the Upper Peninsula. This form of the variable "Area of State" allows for more meaningful analysis between populated Southern, Lower Michigan and sparsely populated Northern Lower Michigan combined with the Upper Peninsula.

As outlined earlier in Chapter III, "Attrition/hiring of full-time police in the past five years" was originally comprised of three categories: more full-time police officers than five years ago, fewer full-time police officers than five years ago, and exactly the same number of full-time police as five years ago. The original intent of this variable was to see if the deployment of auxiliary police personnel impacted upon the expansion of full-time police personnel deployed at present as opposed to five years ago. It is more meaningful to dichotomize the variable into two categories: "The same or fewer full-time police officers as five years ago" and "More full-time police officers as five years ago". The same number of full-time police officers as five years ago and fewer full-time police officers as five years ago equate the same thing - no expansion of the deployment of full-time police personnel. Since the objective of "Attrition/hiring of full-time police in the past five years" was to compare those agencies who expanded use of full-time police and those who didn't with deployment of auxiliary police, it makes more sense to combine the three categories into two.

Lastly, after the data was received it was apparent that many police agencies deployed more than one type of auxiliary police. In order to deal with this unforeseen widespread multiple use of auxiliary police personnel, it was necessary to create a variable "Categories

of auxiliary police use". The frequencies for "Category of auxiliary police used" are presented in Table 3.2.

**TABLE 3.2**  
**Use of Auxiliary Police by**  
**Michigan Police Agencies**

<b>Category of Auxiliary Used</b>	<b>Number of Police Agencies</b>	
	<b>N</b>	<b>(%)</b>
1. Use Part-time Police Only	80	( 17.3 )
2. Use no Auxiliary Police	69	( 14.9 )
3. Use Part-time and Reserve	65	( 14.0 )
4. Use Reserve and Police Support	62	( 13.4 )
5. Use Police Support Only	57	( 12.3 )
6. Use Part-time, Reserve and Police Support	54	( 11.7 )
7. Use Reserve Only	44	( 9.5 )
8. Use Part-time and Police Support Personnel	32	( 6.9 )

As indicated in Table 3.2, there are eight different use categories listed. Categories 1, 5, and 7 are those police agencies that deploy only one type of auxiliary police personnel. Category 2 signifies those agencies who do not deploy any type of auxiliary police, while category 6 lists the number of police agencies who use all of the auxiliary police personnel listed in the survey. And finally, category 3, 4, and 8 consist of those police agencies who utilize a combination of any two types of auxiliary police.

In order to make the variable "Category of auxiliary police used" less complicated and more meaningful the 8 categories were collapsed into 4 categories. All agencies who used only one type of auxiliary police personnel formed the category "Single users". Agencies who used combinations of two types of auxiliary police were collapsed into "Multiple users". Agencies deploying all types of auxiliary police remained the same, as did agencies

who deploy no auxiliary police. The method used to collapse the categories was chosen in order to analyze any differences between the use categories and the number of full-time police officers used.

## **RESEARCH QUESTIONS**

The study is based on the following research questions:

1. Is area of state (Southern Michigan, Northern Michigan) related to the use of auxiliary police (used, not used)?
2. Is the type of police agency (Municipal, other agencies) related to the use of auxiliary police (used, not used)?
3. Is there an association between the presence of a collection bargaining unit (have union, no union) in a police agency and the use of auxiliary police personnel (use, don't use)?
4. Is the size of a police agency (small, larger) associated with deployment of auxiliary police (use, do not use)?
5. Is there a relationship between use of auxiliary police (use, don't use) and the number of full-time police officers (same or fewer full-time police than 5 years ago, more full-time police than 5 years ago) currently deployed as opposed to five years ago?
6. Is police agency size (small or larger) related to the number of years (0-5, 6 or more) the type of auxiliary police (part-time, reserve, police support) have been used?
7. Do the categories of auxiliary police use (use only one type, combination of any two, use all types) vary with regard to the number of full-time police deployed at the police agency?
8. Are the reasons for not using part-time police personnel different for those agencies that use no auxiliary police versus those agencies that do use auxiliary police but not part-time police?
9. Are the reasons for not using reserve police different for those agencies that use no auxiliary police versus those agencies that do use auxiliaries but not reserve police?
10. Are the reasons for not using police support personnel different for those agencies that use no auxiliary police versus those agencies that do use auxiliary police but do not use police support personnel?

**FOOTNOTES--CHAPTER III**

<sup>1</sup>Of the reporting police agencies, 50% employed seven or fewer full-time police officers. Because of the large gaps in numbers of full-time police officers in those agencies using more than seven, coupled with Detroit's disproportionately high number of full-time officers (4,944), the author chose the median number of full-time police officers (7) to describe the average police agency size.

## **CHAPTER IV**

### **RESULTS**

In this chapter, the results are presented as they apply to the auxiliary police personnel outlined in Chapter III. The information is presented in four sections--research questions which apply to all survey respondents, research questions directed at only users of auxiliary police, research questions involving non-users of auxiliary police, and a general description of auxiliary police personnel in Michigan.

#### **RESEARCH QUESTIONS WHICH APPLY TO ALL SURVEY RESPONDENTS**

In this section of Chapter IV research questions one through five as outlined in Chapter III will be addressed, and by use of bivariate statistical methods (Chi Square<sup>1</sup> for statistical significance, and Phi<sup>2</sup> for a measure of association) answers to the research questions are presented. Because only two variables are compared in each question, Phi was chosen as a measure of association. For purposes of this research, a relationship is considered significant if it achieves a probability level of .05 or less.

As a review, auxiliaries are police personnel who are deployed on a non full-time basis to carry out activities at the direction of the police agency. Three types of auxiliaries have been identified for use in this study. They are: part-time police, reserve police, and police support personnel. Part-time police wear a standard police uniform, and have minimum police training as required by M.L.E.O.T.C. Reserve police also wear a standard police uniform but do not have minimum police training as required by M.L.E.O.T.C. Finally, police support personnel have no minimum police training as required by M.L.E.O.T.C. and wear uniforms or insignia unlike a standard police uniform.



**Research Question #1:**

Is area of state (Southern Michigan, Northern Michigan) related to the use of auxiliary police (used, not used)?

The bivariate relationship between area of state and use of auxiliary police is presented in Table 4.1.

**TABLE 4.1<sup>3</sup>**  
**Use of Auxiliary Police**  
**by Area of State**

<b>Auxiliary Police Use</b>	<b>Area of State</b>			
	<b>Northern Michigan</b>		<b>Southern Michigan</b>	
	<b>(N)</b>	<b>(%)</b>	<b>(N)</b>	<b>(%)</b>
<b>Auxiliaries Not Used</b>	23	(33)	46	(67)
<b>Auxiliaries Used</b>	62	(16)	332	(84)

$\chi^2(1)=12$ ;  $p=.00$ ;  $\Phi=.16$

Table 4.1 indicates that there is a statistically significant relationship between use of auxiliary police and area of state ( $p=.00$ ) but the relationship is weak ( $\Phi=.16$ ).<sup>4</sup> It appears that more police agencies in densely populated Southern Michigan are using auxiliaries while fewer police agencies in sparsely populated Northern Michigan utilize auxiliaries.

### Research Question #2

Is the type of police agency (municipal, other agencies) related to the use of auxiliary police (used, not used)?

The bivariate relationship between use of auxiliary police and type of police agency is presented in Table 4.2.

**TABLE 4.2**

**Use of Auxiliary Police by  
Type of Police Agency**

Auxiliary Police Use	Type of Police Agency			
	Municipal		Other Agencies	
	N	(%)	N	(%)
Auxiliaries Not Used	50	(72)	19	(28)
Auxiliaries Used	265	(67)	129	(33)

$\chi^2(1)=.73$ ;  $p=.39$

As observed from viewing Table 4.2, there is no statistically significant relationship between use of auxiliaries and type of police agency ( $p=.39$ ).

### Research Question #3

Is there an association between the presence of a collective bargaining unit (have union, no union) in a police agency and the use of auxiliary police personnel (use, don't use)?

The bivariate relationship between presence of collective bargaining union and use of auxiliary police is presented in Table 4.3.

**TABLE 4.3**

**Use of Auxiliary Police by  
Presence of a Collective Bargaining Unit**

<b>Auxiliary Police Use</b>	<b>Presence of a Collective Bargaining Unit</b>			
	<b>Have Union N</b>	<b>Union (%)</b>	<b>No Union N</b>	<b>Union (%)</b>
Auxiliaries Not Used	53	(78)	15	(22)
Auxiliaries Used	268	(70)	114	(30)

$\chi^2(1)=1.7; p=.19$

The results in Table 4.3 indicate that there is no statistically significant association between the presence of a collective bargaining unit and the deployment of auxiliary police personnel ( $p=.19$ ).

#### **Research Question #4**

**Is the size of a police agency (small, larger) associated with deployment of auxiliary police (use, do not use)?**

The results of the bivariate relationship between police agency size and use of auxiliary police is presented in Table 4.4.

**TABLE 4.4**  
**Use of Auxiliary Police**  
**by Police Agency Size**

<b>Auxiliary Police Use</b>	<b>Police Agency Size</b>			
	<b>Small</b>		<b>Larger</b>	
	<b>N</b>	<b>(%)</b>	<b>N</b>	<b>(%)</b>
Auxiliaries Not Used	23	(33)	46	(67)
Auxiliaries Used	209	(53)	185	(47)

$\chi^2(1)=9.1$ ;  $p=.00$ ;  $\Phi=.14$

Table 4.4 shows that there is a statistical association between use of auxiliaries and the size of a police agency ( $p=.00$ ), however, the relationship is weak ( $\Phi=.14$ ). The analysis indicates that larger police agencies (8 or more full-time police officers) tend not to deploy auxiliary police while smaller agencies (7 or fewer full-time police officers) are more apt to utilize auxiliary police personnel.

#### **Research Question #5**

Is there a relationship between use of auxiliary police (use, don't use) and the number of full-time police officers (same or fewer full-time police than 5 years ago, more full-time police than 5 years ago) currently deployed as opposed to 5 years ago?

The bivariate relationship between use of auxiliary police and attrition/hiring of full-time police in the past five years is presented in Table 4.5.

**TABLE 4.5**

**Use of Auxiliary Police by Attrition/Hiring  
of Full-time Police in Past Five Years**

<b>Auxiliary Police Use</b>	<b>Attrition/Hiring of Full-time Police in Past Five Years</b>			
	<b>More Full-time N (%)</b>		<b>Same/Fewer Full-time N (%)</b>	
Auxiliary Not Used	20	(29)	48	(71)
Auxiliary Used	102	(27)	276	(73)

$\chi^2(1)=.17; p=.67$

Table 4.5 indicates that there is no statistically significant relationship between use of auxiliary police and attrition/hiring of full-time police personnel in the past five years ( $p=.67$ ).

### QUESTIONS WHICH APPLY TO ONLY AUXILIARY POLICE USERS

Research Question #6 will employ the use of Chi Square as a basis for a test of significance while Phi is used as a measure of association. Oneway analysis of Variance (Anova) was used in Research Question #7 to determine if the number of full-time police officers employed in agencies using auxiliaries are different with respect to the categories of auxiliary police use.

#### Research Question #6

Is police agency size (small, larger) related to the number of years (0-5, 6 or more) the type of auxiliary police (part-time, reserve, police support) have been used?

Bivariate analysis was done on years each type of auxiliary police personnel were used by police agency size. The results of the analysis on each type of auxiliary with agency size are collectively presented in Table 4.6.

**TABLE 4.6**  
**Years Each Type of Auxiliary Police**  
**Have Been Used by Police Agency Size**

Type of Auxiliary		Police Agency Size			
		Small		Larger	
		N	(%)	N	(%)
Part-time		$\chi^2(1)=8.6; p=.00$ Phi=.20			
	0-5 years	30	(62)	18	(38)
	6+ years	132	(82)	28	(18)
Reserve		$\chi^2(1)=13.6; p=.00$ Phi=.25			
	0-5 years	29	(94)	10	(06)
	6+ years	74	(42)	102	(58)
Support		$\chi^2(1)=5.4; p=.01$ Phi=.18			
	0-5 years	14	(54)	12	(46)
	6+ years	43	(30)	99	(70)

As shown in Table 4.6, there is a statistically significant relationship between the type of auxiliary used and police agency size. However, the relationship is slight ( $p=.00$ , Phi=.20) for part-time police, slight ( $p=.00$ , Phi=.25) for reserve police, and weak ( $p=.02$ , Phi=.18) for police support personnel. The research indicates that part-time police personnel tend to be deployed for six or more years previous to 1988 in small police agencies (7 or fewer full-time officers) while larger police agencies (8 or more full-time officers) have only recently deployed part-time officers in the five years immediately proceeding 1988.

Contrary to part-time police deployment, the analysis shows that reserve police personnel tend to be deployed by small police agencies only recently in the past five years previous to 1988. On the other hand, larger police agencies tend to deploy reserve police for six years or longer previous to 1988. Similarly, police support personnel tend to be deployed in larger police agencies for six years or more previous to 1988 while small police agencies tend to have deployed police support personnel only recently in the five years preceding 1988.

### **Research Question #7**

Do the categories of auxiliary police use (use only one type, combination of any two, use all types) vary with regard to the number of full-time police personnel deployed at the police agency?

In the 181 police agencies who deployed only one type of police auxiliary there was a mean of 24 full-time officers. In the 159 police agencies who used a combination of any two types of police auxiliaries there was a mean of 48 full-time officers. And finally, in the 54 police agencies who utilized all three types of police auxiliaries there was a mean of 20 full-time police officers. Analysis of Variance revealed that the mean numbers of full-time police deployed by these three types of agencies were not significantly different  $F(2, 391)=.47, p=.62$ . Put another way, the numbers of full-time police at a police agency are not affected by the deployment of auxiliary police.

### **NON-USERS OF AUXILIARY POLICE**

Research questions 8, 9, and 10 are addressed only to those respondents who reported that they did not deploy one or more types of auxiliary police personnel. Because of the way in which the data was gathered for questions 8, 9, and 10, proportions will be used in

answering each question. The proportions for non-users of auxiliary police personnel with regard to reason given are the same in Table 4.7, Table 4.8, and Table 4.9.

### Research Question #8

Are the reasons for not using part-time police personnel different for those agencies that use no auxiliary police versus those agencies that do use auxiliary police but not part-time police?

Presented in table 4.7 is a list of reasons respondents were given to choose from and a comparison of the proportions of responses given by non-auxiliary police respondents.

**TABLE 4.7**

**A Rank-ordering of the Proportions of  
Police Agencies with Regard to the Reasons  
Part-time Police Are Not Used**

<b>Reasons For Not Using Auxiliaries</b>	<b>Category of Agency Non-Use</b>	
	<b>Use No Auxiliaries %</b>	<b>Use Other Types Of Auxiliaries But Not Part-time %</b>
1.Police Union	32	34
2.Not Enough Money	23	23
3.Not a Need	18	21
4.Liability Concerns	11	6
5.Not Adequately Trained	9	8
6.Deterrent to Professionalism	7	8
7.Lack of Interested Persons	0	0
8.Incompatible With Regular Officers	0	0
	100%	100%

As indicated in Table 4.7, non-users of auxiliaries cited "Police union" (N=32%), "Not enough money" (N=23%), and "Not a need" (N=18%), as their first, second, and third most important reasons, respectively for not using part-time police. Similarly, those



agencies who deployed other auxiliaries but not part-time personnel cited the same top three reasons (N=34%, N=23%, N=21%) for not deploying part-time police personnel. Eleven percent of those agencies who use no auxiliaries cited "Liability concerns" as a reason for not using part-time police while only 6% of the respondents who deploy auxiliaries but not part-time police listed "Liability concerns" as a reason for not deploying part-time police.

The proportion of respondents was nearly equal for the reasons "Not adequately trained" (9% for non-auxiliary users and 8% for other auxiliary users) and "Deterrent to professionalism" (7% for non-auxiliary users and 8% for other auxiliary users.) Finally, neither the non-users of auxiliary police nor the users of other types of auxiliary police listed "Lack of interested persons" (0% response) and "Incompatible with regular officers" (0% response) as reasons for not deploying part-time police personnel.

The information indicates that the proportions for the reasons given by non-auxiliary police users and users of other auxiliaries but not part-time police are not different from one another.

### **Research Question #9**

**Are the reasons for not using reserve police different for those agencies that use no auxiliary police versus those agencies that do use auxiliaries but not reserve police?**

A list of reasons respondents were given to choose from and a comparison of the proportions of responses given by non-auxiliary police respondents are presented in Table 4.8.

**TABLE 4.8**

**A Rank-ordering of the Proportions of  
Police Agencies With Regard to the Reasons  
Reserve Police Personnel Are Not Used**

<b>Reasons For Not Using Auxiliaries</b>	<b>Category of Agency Non-Use</b>	
	<b>Use No Auxiliaries %</b>	<b>Use Other Types Of Auxiliaries But Not Reserve %</b>
1.Police Union	32	12
2.Not Enough Money	23	36
3.Not a Need	18	19
4.Liability Concerns	11	13
5.Not Adequately Trained	9	13
6.Deterrent to Professionalism	7	3
7.Lack of Interested Persons	0	2
8.Incompatible With Regular Officers	0	2
	100%	100%

A comparison of the proportions in Table 4.8 indicates that while "Police union" is the number one reason given by non-users of auxiliaries (N=32%) for not deploying reserve police, agencies that use other types of auxiliaries but not reserves listed "Liability concerns" (N=36%) as their most important reason for not deploying reserve police.

Nineteen percent of the respondents who used other types of auxiliaries but not reserves listed "Not enough money" as their second most important reason for not using reserves. "Police union" (N=12%), "Not adequately trained" (N=13%), and "Not a need" (N=13%), were next in order of importance as reasons for not using reserves given by respondents who use other types of auxiliaries. Finally, 3% of the respondents who use auxiliaries but not reserves listed "Deterrent of professionalism" as their most important reason for not using reserves. Two percent listed "Lack of interested persons", and another 2% cited "Incompatible with regular officers", as the number one reason for not deploying reserve police personnel.

The proportions for the reasons given for not using reserve police are different for non-users of police auxiliaries and those agencies who use auxiliaries but not reserve police personnel.

### Research Question #10

Are the reasons for not using police support personnel different for those agencies that use no auxiliary police versus those agencies that do use auxiliary police but do not use police support personnel?

A list of reasons respondents were given to choose from and a comparison of the proportions of responses given by non-auxiliary police respondents are presented in table 4.9.

**TABLE 4.9**  
**A Rank-ordering of the Proportions of**  
**Police Agencies With Regard to the Reasons Police**  
**Support Personnel Are Not Used**

Reasons For Not Using Auxiliaries	Category of Agency Non-Use	
	Use No Auxiliaries %	Use Other Types of Auxiliaries But Not Police Support %
1.Police Union	32	7
2.Not Enough Money	23	26
3.Not A Need	18	37
4.Liability Concerns	11	17
5.Not Adequately Trained	9	6
6.Deterrent to Professionalism	7	1
7.Lack of Interested Persons	0	5
8.Incompatible With Regular Officers	0	1
	100%	100%

Table 4.9 indicates that 37% of the respondents who use auxiliaries but not police support personnel listed "Not enough money" as their most important reason for not deploying police support personnel. "Not a need" and "Liability concerns" were also listed as most important reasons for not using police support personnel by 26% and 17%, respectively, of those agencies who use auxiliaries but not police support personnel. Those agencies who use other types of auxiliaries also listed "Police union" (N=7%), "Not adequately trained" (N=6%), "Lack of interested persons" (N=5%), and 1% each for "Deterrent to professionalism" and "Incompatible with regular officers."

On the other hand non-users of police auxiliaries listed "Police union" (N=32%), "Not a need" (N=23%), and "Not enough money" (N=18%), as their top three reasons for not using police support personnel. Non-users also showed some support for the reasons "Not adequately trained" (N=9%), and "Deterrent to professionalism" (N=7%). None of the respondents who do not use police auxiliaries listed "Lack of interested persons" or "Incompatible with regular officers" as reasons for not deploying police support personnel.

The proportion of agencies who don't use auxiliaries are different from agencies that do use auxiliaries but not police support personnel with regard to the reasons given for not using police support personnel. The reasons non-users of auxiliary police give for not using police support personnel differ in rank from the reasons given by police agencies who use auxiliaries but not police support personnel.

## **GENERAL RESULTS OF THE SURVEY**

As cited in chapter III, information for the survey was obtained from 489 self-administered questionnaires. The median size of each reporting police agency was 7.0 full-time police officers. Eighty-five percent (394) of the respondents reported deploying at least one type of auxiliary police personnel. Of those respondents 34% (156) deployed at least two types of auxiliaries while 12% (54) police agencies reported utilizing all three

types of auxiliaries outlined in Chapter III. Only 15% (69) police agencies said they did not use any auxiliary police.

Three hundred thirty-nine (70%) of the reporting agencies said their full-time police personnel are organized by a union. When asked about attrition of full-time police personnel, 27% of the respondents said they currently had more full-time police officers then five years ago, while 73% reported having the same number or fewer full-time personnel then five years ago.

### **Part-Time Police Personnel**

An average of four part-time officers were deployed at those agencies who reported using such personnel, with a total of 986 part-time officers reported being used statewide. Police agencies deploying part-time police personnel reported that they had used such personnel at their agency an average of 15 years. The respondent also reported that 42% of part-time police personnel are organized by a union. Because part-time personnel are M.L.E.O.T.C. certified, they can perform the same activities as a full-time police officer. Therefore, activities performed by part-time officers are already known.

### **Reserve Police Personnel**

There was an average of 14 reserve police personnel per police agency at those agencies who reported utilizing such personnel. Statewide, a total of 4,277 reserve police officers were used. Thirty-five percent of the respondents who used reserve police personnel indicated that their personnel were organized by some type of union. Police agencies who reported using reserve police personnel also indicated that they had used such personnel an average of sixteen years.

Thirty-one percent of the respondents who utilize reserve police personnel reported that their personnel were paid for all or select activities performed at the direction of the responding police agency. A full 53% of the respondents indicated that their reserve police personnel are never paid for performing activities. Of those agencies who utilize reserve police personnel, 56% of the respondents required reserve personnel to work a minimum number of hours per month at the deploying agency.

Types of activities performed by reserve police personnel are illustrated in Table 4.10.

**TABLE 4.10**  
**Types of Activities**  
**Performed by Reserve Police Personnel**

<b>Type of Activity Carried Out by Reserve Police</b>	<b>N</b>	<b>%</b>
1. Patrol Alone	23	(9.8)
2. Ride With a Regular Officer	209	(89.3)
3. Walk a Foot Beat Alone or with Someone	128	(54.7)
4. Complete Traffic Accident Reports	52	(22.2)
5. Take Complaints Over the Phone	119	(50.9)
6. Enforce Selected Criminal Ordinances	45	(19.2)
7. Enforce Non-Criminal Ordinances	64	(27.4)
8. Transport Prisoners	59	(25.2)
9. Assist In Processing of Criminals	127	(54.3)
10. Provide Security At Public/Private Events	205	(87.6)

From viewing Table 4.10, two activities -- Ride With a Regular Officer and Provide Security at Public/Private Events--appear to be the predominate activities carried out by reserve police personnel. In stark contrast, only 9.8% (N=23) respondents allowed their reserve police personnel to patrol alone in a patrol car. (See Appendix G for other activities performed by reserve police personnel).

## Police Support Personnel

Respondents who reported utilizing police support personnel indicated that an average of four such personnel were deployed at each agency. There were a reported total of 2,565 police support personnel being used statewide. Agencies utilizing these personnel reported that their

agencies had been deploying such personnel for an average of 17 years. Thirty-five percent of those respondents who deploy police support personnel indicated that their personnel are organized by a union.

Fifty-two percent of the respondents who utilize police support personnel said their personnel were paid for performing all or selected activities performed while only 7.9% were never paid for performing activities. Thirty-three percent of the respondents required police support personnel to work a minimum number of hours per month at the deploying agency.

Types of activities performed by police support personnel are presented in table 4.11.

**TABLE 4.11**  
**Activities Performed By Police Support Personnel**

<b>Type of Activity</b>	<b>N</b>	<b>%</b>
1. Patrol Alone	11	(5.5)
2. Ride With a Regular Officer	33	(16.3)
3. Walk a Foot Beat Alone or With Someone	20	(9.9)
4. Complete Traffic Accident Reports	27	(13.4)
5. Take Complaints Over The Phone	135	(66.8)
6. Enforce Selected Criminal Ordinances	20	(9.9)
7. Enforce Non-Criminal Ordinances	37	(18.3)
8. Transport Prisoners	34	(16.8)
9. Assist in Processing Criminals	59	(29.2)
10. Provide Security at Public/Private Events	42	(20.8)

Table 4.11 indicates that the activity "Takes complaints over the phone" is carried out most frequently (66.8%) by police support personnel, "Working security at selected public/private events" (20.8%) and "Assisting in the processing of criminals" (29.2%) by a larger number of the respondents who reported utilizing police support personnel. (See Appendix G for additional activities performed by police support personnel).

## SUMMARY

The major findings of the analysis are listed below.

1. Eighty-five percent of the reporting agencies deploy one or more types of auxiliary police.
2. More auxiliary police are being deployed in Southern Michigan while fewer auxiliaries are used in Northern Michigan. The strength of the relationship is weak ( $p=.00$ ,  $\Phi=.16$ ).
3. There is no statistically significant relationship between use of auxiliary police and type of police agency.
4. There is no statistically significant relationship between presence of a collective bargaining unit and deployment of auxiliary police.
5. There is a statistically significant relationship between use of auxiliaries and police agency size ( $p=.00$ ), but the relationship is weak ( $\Phi=.14$ ). Smaller police agencies more often utilize auxiliary police while larger agencies tend not to use auxiliaries.
6. There is no statistically significant relationship between use of auxiliary police and attrition/hiring of full-time police personnel in the past five years previous to 1988.
7. Historically, part-time police personnel have been used in small police agencies for six or more years previous to 1988 ( $p=.00$ ,  $\Phi=.20$ ). Reserve police personnel tend to be deployed in small agencies five or fewer years previous to 1988 while



larger agencies have deployed reserves for six or more years previous to 1988 ( $p=.00$ ,  $\Phi=.25$ ). Police support personnel have been used six years or longer in larger police agencies. At the same time small agencies have only recently deployed police support personnel within five or fewer years previous to 1988 ( $p=.00$ ,  $\Phi=.18$ ).

8. The categories of auxiliary police use do not vary with regard to the number of full-time police personnel deployed.
9. The proportions of responses by agencies who do not use auxiliary police and agencies who use auxiliaries but not part-time police are the same with regard to the reasons why part-time police are not used.
10. The proportions of responses by agencies who do not use auxiliary police and agencies who do use auxiliaries but not reserve personnel differ with regard to the reasons why reserves are not used.
11. The proportions of responses by agencies who do not use auxiliary police and agencies who do use auxiliaries but not police support personnel differ with regard to the reasons why police support personnel are not used.

**FOOTNOTES--CHAPTER IV**

<sup>1</sup>Chi Square ( $X^2$ ) is used in inferential statistics as a basis for a test of significance. The "Chi-Square test", when applied to a given cross tabulation, measures the independence between the expected score and the observed score.  $X^2$  is always a positive number and will not equal zero if there is difference between expected and observed scores.

<sup>2</sup>Phi (0) is a measure of association for nominal level data which has fixed limits (0 to +1) in 2 x 2 tables. 0 indicates no association while +1 points to a perfect association. (See Loether and McTavish, 1974 for a more in-depth discussion of Phi).

<sup>3</sup>Missing data are excluded from all tables in this chapter.

<sup>4</sup>The scale presented below is used when referring to the strength of a given association in Chapter IV:

.8 - 1.00	=	strong relationship
.6 - .79	=	moderate relationship
.4 - .59	=	fair relationship
.2 - .39	=	slight relationship
.0 - .19	=	weak relationship

## **CHAPTER V**

### **DISCUSSION**

Chapter V contains a discussion based on the research outlined in Chapter IV. The discussion is divided into three sections -- demographics of auxiliary police personnel, activities performed by auxiliary police personnel, and agency rationale for not utilizing auxiliary police personnel. Chapter V closes with conclusions based on the findings, a discussion of the study limitations, and recommendations for future research.

#### **RESTATE PURPOSE OF THE STUDY**

The purpose of this project was to explore the extent to which auxiliary police personnel are utilized within Michigan. It is hoped that this study will shed light on the numbers and types of auxiliaries used, area of state and type of agency they are deployed in, and the activities these persons perform. This research is also intended to expose the rationale some agencies offer for not using auxiliary personnel.

#### **DEMOGRAPHICS OF AUXILIARY POLICE**

The study found that 85% of the police chiefs who responded to the survey reported utilizing one or more forms of auxiliary police personnel. However, when looking at the raw numbers, all types of auxiliary police personnel totaled 7,828. When compared to the number of full-time police personnel deployed in the State of Michigan 18,000 (UCR, 1988), the ratio is about one auxiliary police person for every three full-time police officers. The previous research efforts did not include all types of auxiliary police personnel in their

analysis, so there is no standard for comparison. The 3 to 1 ratio indicates that auxiliary police personnel are abundant throughout Michigan.

An average of four part-time police personnel, 14 reserve police personnel, and four police support personnel, were reported being deployed in police agencies using such personnel. One reason for the variance in the numbers of personnel deployed could be the amount of compensation given to such personnel. Fifty-two percent of the respondents who deployed police support personnel reported that such personnel were paid for performing all or selected activities. Of the respondents who utilized reserve police, only 31% reported their reserves were paid. Since part-time police have the same training as full-time police personnel, it was assumed, that part-time police were compensated. Perhaps because the majority of part-time police and police support personnel get paid for their services, their deployment has been kept at a minimum. On the other hand, maybe more reserve police personnel are deployed because most police agencies do not have to pay for reserve police utilization. The Arlington County, Virginia (1969) study only cited "that duty hours were volunteered" (p.3) by reserves.

Respondents reported that part-time police, reserve police, and police support personnel had been deployed at Michigan police agencies an average of 15 years, 16 years, and 17 years respectively. At face value it appears that, compared to the history of policing, the various types of auxiliary police personnel have been utilized for a short time.

The analysis revealed that historically, part-time police have been deployed longer (6 or more years) in small police agencies (7 or fewer full-time) compared with five or fewer years in larger agencies. Although no scientific proof exists to explain the variance in years used, one possible explanation could be that smaller agencies pay part-time personnel and larger agencies didn't. Or, hiring practices in small agencies are such that a person must be deployed on a part-time basis for a period of time as part of probation before becoming a full-time officer. Another explanation could be that smaller police agencies have had a greater need than larger agencies to enlist part-time personnel.

Conversely, reserves are deployed longer in larger police agencies while small agencies have just begun to use reserves in the five years immediately preceding 1988. One explanation for this finding could be that historically larger police agencies need assistance with non-dangerous law enforcement activities, hence the longer use of reserve police. It could also be argued that small police agencies cannot afford to hire more full-time officers but at the same time these agencies need help with direct law enforcement activities. Because of this predicament the small agencies tend to deploy part-time personnel, and have done so for many years.

The findings of police support personnel with regard to number of years used nearly paralleled those for reserve personnel. The same arguments or explanations why reserve personnel are used longer by larger agencies could be presented for police support personnel.

An interesting finding resulting from the analysis indicated that the type of police agency has no impact on the deployment of auxiliary police. It cannot be said that one type of police agency has preferential deployment of auxiliary police. It appears that municipal, township, county, college campus, and non-traditional police agencies each share to a certain degree in deploying auxiliary police in Michigan.

The size of a police agency has some influence on the deployment of police auxiliaries. Small police agencies (7 or fewer full-time) are more apt to deploy auxiliaries than larger police agencies (8 or more full-time). Although unexplained by the research, this finding could be a result of small agencies needing personnel to carry out policing activities but the financial resources are not available to hire more full-time officers. As a result the agencies deploy auxiliaries to assist with the policing function.

Another interesting finding concerning police agency size and deployment of police auxiliaries was that the number of full-time officers did not vary with regard to the categories of auxiliary use. The research found that the numbers of full-time police in agencies who deployed one type, a combination of any two types, and all three types of

police auxiliaries did not vary significantly. Put another way, agencies who deploy all three types of auxiliaries do not have fewer full-time officers than in those agencies that use only two types. And agencies who deploy two types of auxiliaries do not necessarily have fewer full-time officers than agencies who use only one type. This analysis adds strength to the argument that auxiliaries do not affect the number of full-time officers deployed.

This study has also shown that area of the state of Michigan has a slight impact on the deployment of police auxiliaries. The research indicates that auxiliaries tend to be deployed in Southern Michigan. One common sense explanation of this finding could be that the majority of police agencies are located in the Lower Peninsula (Southern Michigan).

Finally, the analysis has shown that the use of auxiliary police has no effect on the attrition/hiring of full-time police officers. Auxiliaries had no effect on the hiring or lay-off of full-time police. So the statement that auxiliaries are taking the jobs of full-time police officers is not a valid one.

Because none of the previous known research efforts concerning police auxiliaries did not employ the use of inferential statistics in their analysis, there are no known current studies similar in nature from which to compare this study.

## **ACTIVITIES PERFORMED BY AUXILIARY POLICE**

In order to discuss the types of activities performed by the various designations of auxiliary police personnel it is necessary to first discuss the legalities of performing police-related activities. In Michigan, the Michigan Law Enforcement Officer's Training Council regulates standards for police personnel. Accordingly, if a person enforces the general laws of the state and is regularly employed (deployed, appointed, directed) by a police agency (Report of the Attorney General, 1984) then the person must comply with the minimum training standards set forth by M.L.E.O.T.C. In this study part-time police personnel are

defined as having met the minimum training standards. Therefore, they can perform any and all activities legally mandated by a police agency.

Reserve police personnel and police support personnel, on the other hand, are not covered by M.L.E.O.T.C. guidelines. Responses to the activities on the questionnaire varied widely for reserve personnel and police support personnel, with several exceptions. The percentages for both types of personnel were very low for the activity "Patrol alone". Less than 10% of reserve police and less than 6% of police support personnel perform this activity. Generally, patrolling alone is a highly responsible activity in which the individual is unsupervised. The individual must also take appropriate police action if necessary. Because the activity is visible and hazardous, trained personnel in a police uniform are generally selected for such assignments. A lack of training indicates that no reserve or police support personnel should be performing such an activity.

The activities "Enforce selected criminal ordinances", "Enforce selected non-criminal ordinances", and "Transport prisoners" are also activities performed by very few reserve police and police support personnel. Only 19% of the reserves and 10% of the police support personnel enforced selected criminal ordinance. As eluded to earlier, this type of activity implies direct law enforcement action on the part of the person performing the activity. Similarly, 27% of reserve police personnel and 18% of police support personnel enforced selected non-criminal ordinances, while 25% of reserve police and 17% of police support personnel transport prisoners.

Reserve police and police support personnel were in stark contrast from each other when comparing the remaining activities listed in the survey. The predominate activities carried out by reserve police were "Ride in a patrol car with a regular officer"(89%) and "Provide security at public/private events"(87%). Police support personnel performed the same activities at a rate of 16% and 20%, respectively. "Walking a foot beat alone or with a regular officer" and "Assist with processing of criminals" were activities performed by 54% of the reserve police personnel while the percent of police support personnel who

carried out the same activities was 10% and 29%, respectively. Thirteen percent of police support personnel completed traffic accident reports while 22% of reserve police perform such a task. Lastly, 67% of police support personnel handled complaints over the phone while 51% of reserve police carried out the task.

The figures show greater numbers of reserve police personnel are performing those activities which involve close proximity to direct law enforcement activities. Riding with a regular police officer, walking a foot beat, transporting prisoners, and providing security at events are all activities which generally take place under public scrutiny, and are closely related to those "general" policing activities carried out by personnel who have M.L.E.O.T.C. mandated training. On the other hand, those activities that are removed from direct police-citizen types of contact tend to be performed more by police support personnel. Taking complaints over the phone is an example of activities which are one step removed from direct face-to-face, police-citizen contact.

One rationale for the difference in activities performed by reserve police and police support personnel could be the kind of the uniform worn. A standard police uniform may allow reserve police to carry out some activities, which without the uniform, these personnel could not perform. Conversely, the activity may also dictate type of uniform. In those situations where police-citizen contacts are made department policy may dictate that a standard police uniform be worn. If reserve police are performing activities that involve any degree of police-citizen contact then a police uniform may have to be worn.

Another possible explanation for the difference in personnel who perform the activity could be public perception of the police. When citizens see persons carrying out police related activities perhaps the public expects, or even demands, that the persons acting in an official capacity should be in an official uniform.

Because of the varying definitions of auxiliary police in the previous research efforts it is difficult to compare and contrast the findings with this study. Although the activity



carried out may be uniform across police agencies, the types of personnel who perform the activity are different, therefore no comparison can be made.

### **RATIONALE FOR NOT UTILIZING AUXILIARY POLICE**

The analysis revealed some puzzling, and contradictory results concerning unions and the non-use of police auxiliaries. Three hundred thirty-eight out of 489 respondents reported the presence of a police union at their police agency. Furthermore, analysis showed that smaller agencies tend not to employ a union while larger agencies tend to have unions. However, when comparisons were made between unionization and use of police auxiliaries it was found that there was no relationship between the two. That is, there are as many agencies with unions who employ auxiliaries as there are agencies without unions who use auxiliaries.

When the number one reason for not using auxiliaries were compared for part-time, reserve, and police support personnel, police unions were at the top of the list. Those agencies who didn't deploy any type of auxiliary ranked police unions, lack of money, and not a need, as their top three reasons for not deploying all types of auxiliaries. The other agencies who used auxiliaries but not part-time police paralleled the non-auxiliary users with the top three reasons for not deploying part-time police. The reason "Liability concerns" came in a distant fourth while there was little support for the reasons "Not adequately trained" and "Deterrent to professionalism". There was no support at all for the reasons "Lack of interested persons" and "Incompatible with regular officers". Sixty-five percent of all the respondents who didn't deploy part-time police listed unions as their number one reason for not doing so.

The rank-ordering of the reasons for not deploying part-time police as illustrated in Table 4.8 (Chapter IV) could be a result of the level of police training given to part-time personnel. Police administrators are not as worried about liability issues when deploying

part-time police because these auxiliaries have the same training as full-time officers. On the other hand part-time police may want to be paid for their services because of their training. This would explain the high number of responses to the reason "No money". Furthermore, because part-time officers can perform the same activities as full-time personnel, police unions probably fight to restrict and/or eliminate part-time use for such assignments as overtime fill-ins.

Unions were also high on the list of reasons why reserve officers are not used. Those respondents who did not use any type of auxiliaries rank-ordered "Unions", "Liability concerns", and "Not enough money" as their top three reasons for not using reserves. In a somewhat different pattern those agencies who used auxiliaries but not reserves ranked "Liability concerns", "Not enough money" and "Not a need/not trained" as their top reasons for not deploying reserves. Only 38% of all non-users of reserve police listed unions as their number one reason for not utilizing such personnel. Conversely, nearly 60% of the non-users listed liability concerns as the number one reason for not deploying reserves. And 37% of the non-users of reserves listed not enough money as their number one reason for not deploying reserves.

Because there is a lack of police training on the part of reserve police, administrators are probably more worried about liability issues. Also, reserves wear a standard police uniform and carry out some activities similar to full-time police so they may be perceived as a threat to full-time officers by police unions. Again, the issue of money is ever-present. Apparently some police officials feel that if reserves can't be paid then they shouldn't be deployed. The reasons "Incompatible with regular officers", "Lack of interested persons", and "A deterrent to professionalism" each got some response but the response was minimal. Police officials must not view those three reasons as legitimate reasons for not deploying reserve police.

Police unions have a marginal affect on the deployment of police support personnel. Only 36% of respondents who don't use police support personnel listed unions as a reason

for not doing so. Fifty percent listed "Not a need" as a reason for not using police support personnel while 60% listed "Not enough money" as a reason for not deploying such personnel.

Training and type of uniform may have something to do with the responses given by non-users of police support personnel. Because those types of auxiliaries do not have minimum police training and do not wear a police uniform they do not carry out law enforcement related activities. Therefore, administrators may not perceive such personnel as being a liability risk. Similar to part-time police and reserve police, the majority of agency administrators apparently feel that police support personnel should be paid for activities performed. These personnel are perceived as less threatening to the livelihood of full-time personnel because police training is not the same and a police uniform is not worn. Very few respondents listed "Deterrent to professionalism", "Lack of interested persons", and "Incompatible with regular officers" as a reason for not deploying police support personnel.

## CONCLUSIONS

Part-time police, reserve police, and police support personnel are deployed throughout the state of Michigan in large and small police agencies, and perform an assortment of activities. Part-time personnel have full police power and authority and can carry out all policing functions. Reserve and police support personnel carry out limited police activities which support full-time police personnel. Although these personnel occasionally perform service-oriented activities similar to those recommended by the U.S. Department of Justice (1972) a majority of activities performed by reserve police and police support personnel serve to augment and support the policing efforts of full-time personnel.

Contrary to the fact that law enforcement is becoming more complicated and complex this study revealed that there are some persons performing law enforcement activities who

are not fully trained to provide such activities. Of the respondents who deployed reserve police, 20% reported that their reserves enforced selected criminal ordinances. Twenty-five percent reported allowing reserves to transport prisoners, and nearly 10% reported that their reserve police patrol alone in a patrol car. Similarly, of the agencies who deploy police support personnel, 10% reported allowing their police support personnel to enforce criminal ordinances, 17% allowed police support personnel to transport prisoners, and 5% allowed police support personnel to patrol alone in a patrol car.

The type of uniform worn and police training received dictate the type of activity performed. Police support personnel are generally removed from direct police-citizen contact and carry out no criminal law enforcement activities. Reserve officers have direct police-citizen contact but are limited in the law enforcement activities they can perform.

### **LIMITATIONS OF THE STUDY**

There were several limitations inherent in this particular study which need to be addressed to realistically assess the validity and reliability of survey results. Two components of the survey respondents need to be given consideration. First, the respondents' truthfulness when answering the questionnaire was unable to be verified. Because of the attrition rate of chiefs of police some respondents may not have been at their respective agency long enough to know all there is to know about the history and use of their auxiliary police. Hence, the chiefs may have given incorrect information relating to auxiliary police. Second, non-response to the survey may also have to be considered when evaluating the validity of the study findings. There is no way to know why over 20% of the respondents chose not to answer and return the questionnaire. Because of this "unknown" there is always a hint of bias when evaluating the study results.

Questionnaire construction may have also created validity problems in the study. Because the responses were already written out, the respondents may have felt limited in

their response. Even though there were spaces provided to add additional responses, the respondents may have felt obligated to restrict their answers.

The sample size itself should be considered a limitation of the study. Using respondents solely from Michigan only limits the overall knowledge of auxiliary police.

## **RECOMMENDATIONS FOR FUTURE RESEARCH**

This study of auxiliary police personnel has shed light on many characteristics of such personnel within the State of Michigan. This study was, however, descriptive in nature, and as a result several research recommendations can be suggested to further the information base regarding auxiliary police personnel.

In order to improve upon the present study, future research could collapse types of auxiliary police personnel into one or two categories to ensure adequate frequencies for inclusion of all intended variables. Also, variables which were used in the present study could be collapsed differently. This alteration may yield different results.

In order to gain more precise knowledge, future research should include more specific questions about auxiliary police use. Such research questions could include: Is there an association between use of auxiliary police personnel and a reduction in the overall crime rate in a given area? Is there an association between auxiliary police and the amount of money a police agency spends? Is efficiency of a police agency associated with the use of auxiliary police personnel?

Finally, the research method itself could be changed. Phone interviews with respondents, or ride-along observer methods may provide the researcher with more insight into the auxiliary police concept.

## **APPENDICES**

## **APPENDIX A**

### **SURVEY QUESTIONNAIRE**

**SURVEY OF LAW ENFORCEMENT AGENCIES  
REGARDING POLICE PERSONNEL**

Various factors have prompted the start-up and/or expansion of the types of personnel needed to deliver police services. In order to evaluate the extent to which the various types of personnel are used in Michigan you are requested to reply to this survey. Please pay particular attention to the criteria for the categories listed below when answering each question. For the purposes of this study it makes no difference whether or not part-time police officers, reserve police officers, or police support personnel are paid for the activities they perform.

**POLICE SUPPORT PERSONNEL**

- A. Not M.L.E.O.T.C. certified.
  - B. Wears a uniform or other insignia unlike a standard police uniform.
  - C. Are not full-time employees.
  - D. More than 1/4 of their time is spent performing police activities.
- (Examples may include: Community Service Workers, clerical workers, jail workers)

**PART-TIME POLICE OFFICERS**

- A. M.L.E.O.T.C. certified.
  - B. Wears a standard police uniform.
  - C. Are not full-time employees.
- (Includes seasonal employment)

**RESERVE POLICE OFFICERS**

- A. Not M.L.E.O.T.C. certified.
  - B. Wears a standard police uniform.
  - C. Are not full-time employees.
- (Examples may include: Auxiliaries, Reserves, Cadets, Specials, Sheriff's Posse)

**FULL-TIME POLICE OFFICERS**

- A. M.L.E.O.T.C. certified.
- B. Wears a standard police uniform.
- C. Employed 32 hours or more per work week.

1. What is the number of full-time police officers at your agency? \_\_\_\_\_
2. What is the number of part-time police officers at your agency? \_\_\_\_\_
  - 2a. If used, for how many years has your agency used part-time police? \_\_\_\_\_
3. What is the number of reserve police officers used at your agency? \_\_\_\_\_
  - 3a. If used, for how many years has your agency used reserve police? \_\_\_\_\_
4. What is the number of police support personnel used at your agency? \_\_\_\_\_
  - 4a. If used, for how many years has your agency used support personnel? \_\_\_\_\_
5. At the present time does your police agency have: (Circle a, b, or c)
  - a. More full-time police officers than 5 years ago?
  - b. Fewer full-time police officers than 5 years ago?
  - c. The same number of full-time police officers as 5 years ago? \_\_\_\_\_

QUESTIONS 6, 7, AND 8 EACH CONTAIN EIGHT DIFFERENT RESPONSES. YOU ARE REQUESTED TO CHOOSE ONLY THREE RESPONSES FOR EACH QUESTION BY PLACING #1 NEXT TO THE RESPONSE WHICH IS YOUR MOST IMPORTANT REASON, #2 NEXT TO THE RESPONSE THAT IS YOUR SECOND MOST IMPORTANT REASON, AND #3 NEXT TO THE RESPONSE THAT IS YOUR THIRD MOST IMPORTANT REASON.

6. If your agency does not use part-time police would you choose the three most important reasons why they are not used. (If part-time police are used go to #7)

- |  |  |
|--|--|
| _____ Not a need for them                | _____ Not adequately trained personnel   |
| _____ Police union won't allow their use | _____ A deterrent to professionalism     |
| _____ Not enough money in police budget  | _____ Lack of interested persons         |
| _____ Liability reasons                  | _____ Incompatible with regular officers |

List any other reasons you have for not using part-time police: \_\_\_\_\_



7. If your agency does not use reserve police would you choose the three most important reasons why they are not used. (If reserve police are used got to #8)

<input type="checkbox"/> Not a need for them	<input type="checkbox"/> Not adequately trained personnel
<input type="checkbox"/> Police union won't allow their use	<input type="checkbox"/> A deterrent to professionalism
<input type="checkbox"/> Not enough money in police budget	<input type="checkbox"/> Lack of interested persons
<input type="checkbox"/> Liability reasons	<input type="checkbox"/> Incompatible with regular officers

List any other reasons you have for not using reserve police: \_\_\_\_\_

8. If your agency does not use police support personnel would you choose the three most important reasons why they are not used. (If support personnel are used go to #9)

<input type="checkbox"/> Not a need for them	<input type="checkbox"/> Not adequately trained personnel
<input type="checkbox"/> Police union won't allow their use	<input type="checkbox"/> A deterrent to professionalism
<input type="checkbox"/> Not enough money in police budget	<input type="checkbox"/> Lack of interested persons
<input type="checkbox"/> Liability reasons	<input type="checkbox"/> Incompatible with regular officers

List any other reasons you have for not using support personnel: \_\_\_\_\_

9. Are the full-time police officers at your agency organized by a police union? (Check the space next to yes or no)

☐ YES  
☐ NO

- 9a. If yes, does the collective bargaining unit effect the hiring or tasks performed by: (Circle yes or no for each category)

Category one: Part-time police officers	YES	NO
Category two: Reserve police officers	YES	NO
Category three: Police support personnel	YES	NO

QUESTION #10 DEALS ONLY WITH RESERVE AND POLICE SUPPORT PERSONNEL. IF YOUR AGENCY DOES NOT USE THESE TYPES OF POLICE PERSONNEL STOP HERE AND RETURN THIS SURVEY IN THE ENVELOPE PROVIDED FOR YOU. ALL OTHERS CONTINUE ON TO QUESTION #10

10. Below are listed some activities which reserve police and/or police support personnel might perform at your agency. Review each activity then check the space under the column of the personnel who perform the activity. (If an activity is not performed by either personnel type then leave the column blank)

	RESERVE POLICE	SUPPORT PERSONNEL
a. Patrol alone in a patrolcar	a. ( )	( )
b. Ride along in a patrolcar with a regular officer	b. ( )	( )
c. Walk a foot beat alone or with another person	c. ( )	( )
d. Complete traffic accident reports	d. ( )	( )
e. Answer phone calls while at the police agency	e. ( )	( )
f. Enforce selected criminal ordinances	f. ( )	( )
g. Enforce selected non-criminal ordinances	g. ( )	( )
h. Transport criminal offenders	h. ( )	( )
i. Paid to perform all or selected activities	i. ( )	( )
j. Never paid for performing activities	j. ( )	( )
k. Assist with booking and/or jailing of offenders	k. ( )	( )
l. Provide security at selected public/private events	l. ( )	( )
m. Required to work a minimum number of hours per month at the agency.	m. ( )	( )

List any other activities performed by your reserve/support personnel: \_\_\_\_\_

## **APPENDIX B**

### **FIRST LETTER OF INTRODUCTION**

## **FIRST LETTER OF INTRODUCTION**

Dear Police Administrator,

I am a student at Michigan State University currently enrolled in the School of Criminal Justice. I am undertaking a research project to gather information about the various types of police personnel used in Michigan Police agencies. I request information from you about the types of personnel used at your agency. The purpose of this project is to evaluate the various types of personnel being used in our state.

For this survey police personnel have been divided into four categories: (1) full-time police officers, (2) part-time police officers, (3) reserve police officers, and (4) police support personnel. The type of uniform worn, level of police training, and number of hours engaged in activities at the direction of the police agency will determine which category your personnel fit into.

You are invited to participate in this research effort by completing the enclosed questionnaire and returning it in the stamped, self-addressed envelope provided. The questionnaire is easy to complete and will only take about 10 minutes. Please be assured that your responses will be held in absolute confidence, with only aggregate information being reported in the study. The number written at the bottom of the first page of the questionnaire identifies you only for the purpose of indicating your return of the questionnaire so that you will not be bothered by unnecessary follow-up reminders.

If you wish to receive a summary of the information obtained from this study, write your police agency O.R.I. number at the bottom of the second page of the questionnaire. I urge you to participate in this project. Should you have any questions about the response to the questionnaire items, please give me a call at (616) 897-7926. Please return the completed questionnaire by May 31, 1988.

Thank you for your cooperation and support of this project.

Sincerely,

Mike S. Martin  
Criminal Justice Programs  
Michigan State University

## **APPENDIX C**

### **SURVEY RETURN ADDRESS**

**SURVEY RETURN ADDRESS**

**Please return to:  
CRIMINAL JUSTICE RESEARCH PROJECT  
Michigan State University  
P.O. Box 6603  
East Lansing, MI 48826**

## **APPENDIX D**

### **SECOND LETTER OF INTRODUCTION**

## **SECOND LETTER OF INTRODUCTION**

**Dear Police Administrator,**

**I recently sent to you a questionnaire relating to police personnel used at your agency which you returned several weeks ago.**

**Since I have not received your response I am again asking for your cooperation. It is imperative that as much information as possible about police personnel in Michigan is received in order for me to finish my studies. The information requested about the personnel at your agency would help me obtain my objective.**

**I have enclosed another questionnaire and a self-addressed stamped envelope for your convenience. Please give me a few minutes of your time by filling it out and sending it on it's way. If you have any questions about the responses to the questionnaire items, please give me a call at (616) 897-7926.**

**Thank you again for your cooperation.**

**Sincerely,**

**Mike S. Martin  
Criminal Justice Programs  
Michigan State University**

## **APPENDIX E**

### **OTHER REASONS WHY PART-TIME AND RESERVE POLICE PERSONNEL ARE NOT UTILIZED**



**OTHER REASONS WHY PART-TIME AND  
RESERVE POLICE PERSONNEL ARE NOT UTILIZED**

**Other Reasons Part-time Police are not Used**

- A. Scheduling Problems.
- B. Personnel Recordkeeping Problems.
- C. On Job Training is last because part-time move on.
- D. Only authorized so many employees as established by budget.
- E. Part-time unable to adequately follow-up on complaints.
- F. Would not stay long at the agency.
- G. Few qualified persons available.
- H. Cost is not worth it.
- I. Trouble convincing city council that there is a need for them.
- J. Choose a reserve program instead.
- K. Hard to find certified officers willing to work part-time.
- L. Police work is full-time profession requiring continuous on job training.
- M. Not available when needed.
- N. Most want to work full-time.
- O. Board Policy.
- P. Rapid Turn-over.
- Q. Layoff of full-time officers stopped all use of Part-time.
- R. Not worth the time and trouble.

**Other Reasons Reserve Police Are Not Used**

- A. Not enough administrative people to monitor their activity.
- B. City council has a problem with allowing reserves being deployed.
- C. Current police prohibits their use.

## **APPENDIX F**

### **OTHER ACTIVITIES PERFORMED BY RESERVE POLICE AND POLICE SUPPORT PERSONNEL**

**OTHER ACTIVITIES PERFORMED BY  
RESERVE POLICE AND POLICE SUPPORT PERSONNEL**

Other Activities Performed By:

<b>Reserve Police</b>	<b>(N)</b>	<b>Police Support</b>	<b>(N)</b>
Crime prevention programs	4	Matron duties	1
Child watch	1	Payroll	1
Bike safety program	2	Computer operator	5
Traffic control at parades	2	Typing/filing	13
Act as a regular while on duty. They don't, however		Dispatchers	10
sign traffic citations or		Secretaries	2
work without a regular		Order supplies	1
officer.	1	Keep court calendar	1
Child I.D. fingerprinting	1	Conduct animal census	1
Weather watches	1	LEIN operator	1
"Eyes" for stakeouts	3	LEIN dispatcher	2
Escorts	1	Receptionist	1
Transport Dignitaries	1	High school liaison	1
Dispatch	1	Serve subpoenas	1
Vacation home checks	4	Handle evidence/Lost	
Conduct surveys	1	property/Bikes	2
Same duties as full-time	1	Field crime	
Park patrol	1	processing	1
		Administrative functions	1
		Gun registrations	1
		Fingerprinting	1
		Marine patrol	2
		Cooking for inmates	5
		Chaplains	1
		Animal control\	
		dog warden	2

## **APPENDIX G**

### **RELATED READINGS**

## RELATED READINGS

- Becker, Harold K. Issues in Police Administration. Metechen, N.J.: Scarecrow Press, 1970.
- Berkley, G.E. Democratic Policeman, Boston, MA: Beacon Press, 1969.
- Bohardt, P.H. "Viable Police Reserve." F.B.I. Law Enforcement Bulletin, February 1977, pp. 9-15.
- Bradley, Vincent. "Pacific Groves's Auxiliary Police Marine Unit." The Police Chief, August 1963, p. 8.
- Bristow, A.P. Effective Police Manpower Utilization. Springfield, IL: Thomas Books, 1969.
- Carter, David L. "Administrative Issues in the Management of a Small Police Department." A Training Supplement for Police Chiefs and Police Managers. Michigan State University, 1987.
- Courley, G.D. Patrol Administration. Springfield, IL: Charles C. Taylor, 1961.
- Dubin, Morton. "The New York City Auxiliary Police." Law & Order, August 1973, pp.95-97.
- Florida, State of. Florida Statute 943.13. 1986.
- Greenberg, Martin A. "The Police Officer of the Twenty-first Century: He is already on the Scene." Police, February 1972, pp.66-67.
- Greenberg, Martin Alan. "Auxiliary Police and Drug Abuse Prevention." The Police Chief, October, 1989.
- Heininger, Bruce L. & Urbanek, Janine, "Civilianization of the American Police: 1970-1980." Journal of Police Science and Administration. Vol. II: No. 2, 1983, pp. 200-205.
- Kakalik, James S., and Wildhorn, Sorrel. Special-Purpose Public Police. California: Rand Corporation, 1971.
- King, Everett M. The Auxiliary Police Unit. Springfield, IL: Charles C. Thomas Books, 1960.
- Kinley, Norman J. "Reserve Police Corps." The Police Chief, April 1968, pp. 52 & 54.
- MacKay, Gillian. "The Citizen's call to arms." Macleans, August 23, 1982, pp. 46/47.
- Michigan. Public Acts of 1965 No. 203.
- Michigan. Public Acts of 1971 No. 31.
- Michigan. Public Acts of 1976 No. 442.
- Michigan. Report of the Attorney General (1977-78) Opinion #5265.

Montana, State of. State Law 7-32-201 thru 235, Regulating Reserve and Auxiliary Officers, 1987.

Moore, Mark H. and Kelling, George L. "To Serve and Protect: Learning from Police History." Public Interest, Winter 1983.

More, Harry, review of "Jefferson County's Ace in the Hole-The Jeep Patrol." by Jim Martin. Police, July-August 1968, pp. 23-24. And "The Auxiliaries in our Community." by Richard H. Miller. Police, September-October, 1967, p. 41.

Municipal Police Administration Auxiliary Patrol, 5th ed., International City Managers Association, 1961.

Official Civil Defense Training Manual for Police, American Police Reserve Guide. Washington, D.C.: American Police Reserves Association, no publication date given.

Ostrowe, Brian B. & DiBiase, Rosanne, "Citizen Involvement as a Crime Deterrent: A Study of Public Attitudes Toward an Unsanctioned Civilian Patrol Group." Journal of Police Science and Administration. Vol. II: No. 2, pp. 185-193.

Russell, N.H. "One Way to develop a Department's Resources." The Police Chief, November 1974, pp. 66-67.

Sherman, E. Crime and Public Policy. Ed. James Q. Wilson. California: ICS Press, 1983.

Shidel, Terrance J. and Komara, Donald F. "Orientation and Training Programs for Auxiliary Police." The Police Chief, November 1974, pp. 55-59.

Skousen, Cleon W. "Does a Police Reserve Really Pay Off?" Law & Order, March 1973, pp. 8-15.

Swanson, C.R. Jr. "Police Minimum Standards and Auxiliary Officers." The Police Chief, August 1971, pp. 60-63.

Toobin, Jeffery. "Why I Walk the Beat." The Washington Monthly, October 1983, pp. 52-53.

Training Manual for Auxiliary Police. Michigan Office of Civil Defense, January 1954.

U.S. Department of Justice. Employing Civilians for Police Work. Washington, D.C.: U.S. Government Printing Office, 1975.

## REFERENCES

## REFERENCES

- "A Volunteer Police Force." The Outlook, February 16, 1916, pp. 262-263.
- Beckman, Erik. Law Enforcement in a Democratic Society. Chicago: Nelson-Hall, Inc., 1980.
- Biggs, Michael, "Summer Beach Patrol." F.B.I. Law Enforcement Bulletin, June 1986, pp. 6-10.
- Bressler, Marvin, and Kephart, William M. "Increasing Responses to Mail Questionnaires: A Research Study." Public Opinion Quarterly 1958.
- Brown, Lee P. "Neighborhood Team Policing and Police Reserves." The Police Chief, December 1978, pp.59-61.
- Buckley, Ernest L. "Fort Worth's Ready Reserve." Law & Order, November 1966, pp. 32-39.
- Bushey, K.D. "Innovative Utilization of Police Reserves." Masters Thesis, California State University, 1976.
- Coddington, T.G. "Survey of Reserve Law Enforcement Officers in Arizona." Research Practicum, University of Arizona, December, 1974.
- Cohen, Larry, & Mannion, Thomas. "Auxiliary Highway Patrol in an Urban Environment." The Police Chief, September 1984, pp. 39-41.
- Critchley, T.A. A History of Police in England and Wales. 2d ed. Montclair, N.J.: Patterson-Smith, 1972.
- "Directory of Law Enforcement Agencies in Michigan". Michigan Bell, 1987.
- Deitch, L.I. and Thompson, L.N. "The Reserve Police Officer: One Alternative to the need for Manpower." The Police Chief, May 1985, pp. 59-61.
- Donohue, William B. "Summertime Cops." F.B.I. Law Enforcement Bulletin, February 1982, pp.3-9.
- Dow, Ronald E. Volunteer Police: Community Asset or Professional Liability. New York Conference of Mayors, Report #78-1, 1978.
- "Florida's Patrol Auxiliary." The Police Chief, April 1962, p.45.
- Greenberg, Martin A. Auxiliary Police-The Citizen's Approach to Public Safety. Westport, CT: Greenwood Press, 1984.
- Lesce, Tony. "Reserves in Small Departments." Law & Order, June 1985, pp.33-38.
- Lucas, H.E. "Police Reserve Lends Valuable Aid." The American City, February 1963, p.20.
- McLean, Herbert E. "Bellingham's Friendly Forces." Law & Order, June 1987, pp. 26-30.



Michigan, "Michigan Law Enforcement Officers Training Council Survey of Agency Demographics." Department of State Police, Michigan Law Enforcement Officers Training Council, 1987.

Michigan, Department of State Police, "Michigan Law Enforcement Information Network Operations Manual." 1987.

"Michigan Police Directory". Michigan Release Publishing Company, 1987.

Michigan, Report of the Attorney General. (1972-73), Opinion #4790.

Rice, James E. and Zavislak, Henry C. "Police Paraprofessionals in Jackson, Michigan." The Police Chief, Jan. 1977, pp. 47-48.

Smith, Bruce, Police Systems in the United States. New York: Harper & Bros., 1960.

Survey of Reserve Police. Arlington, VA: Arlington County Police Department, 1969.

Taylor, Maria B. "Volunteerism, A Police Department's Response to Changing Times." F.B.I. Law Enforcement Bulletin, January 1982, pp. 17-21.

United States, Uniform Crime Reports, Federal Bureau of Investigation, Washington D.C., 1987.

U.S. Department of Justice, Volunteers in Law Enforcement Programs: Staff Study. Springfield, VA: National Technical Information Service, 1972.

Unsinger, Peter Charles. "Volunteerism in Law Enforcement. The Development of Quantity and Quality of Personnel in Reserve and Auxiliary Programs." A Dissertation, University of Idaho, July, 1971.

Wales, James E. "A City's Volunteer Police Force." The American City, February 1917, pp.201-202.

Woods, Arthur. Police in America. New York: Arno Press, 1971.

MICHIGAN STATE UNIV. LIBRARIES



31293008937728