

The background of the image is the Maryland state flag, which features a black and gold diagonal pattern on the left and a white field with a red cross on the right. The flag is shown in a close-up, slightly wrinkled texture.

# **Measuring the Impact of the Maryland Police Accountability Act**

The Maryland Governor's Office of Crime Prevention and Policy funded this project under subaward number PACT-2025-0018. All points of view in this document are those of the author and do not necessarily represent the official position of any State or Federal agency.





# Contents

Introduction.....	5
Background (phase one).....	5
Purpose of the present study (phase two).....	7
Methodology.....	8
Information campaign .....	8
Agency outreach and participation.....	8
Data collection .....	8
Data cleaning.....	9
Data analysis.....	11
Focus group discussions.....	11
Findings.....	12
Allegations .....	14
Dispositions.....	21
Disciplinary outcomes .....	34
Timelines.....	37
Case Studies .....	39
Discussion of Findings.....	41
Recommendations.....	44
Develop consistent set of data points to be tracked by agencies.....	44
Develop consistent set of naming conventions and definitions for terms.....	46
Study the financial impact of PAA implementation on communities.....	46
Revise PAA legislation to reduce unnecessary burden from minor incidents.....	47
Conclusion .....	48
Glossary.....	49
Appendix A. Data Request and FAQs .....	51
Appendix B. First Recode of Allegation Data.....	60
Appendix C. Second Recode of Allegation Data .....	77
Appendix D. Baltimore Police Department Data.....	81
Acknowledgments.....	88

## Table of Figures

Figure 1. First allegation type recode.....	10
Figure 2. Second allegation type recode .....	11
Figure 3. Participant agencies by size (sworn officers) and average allegations per officer (n=44) .....	13
Figure 4. Distribution of allegation types by time period (LEOBR n=5,908; PAA n=6,183) .....	15
Figure 5. Allegation counts by category and time frame (44 agencies) .....	16
Figure 6. Bias or discrimination allegation subtypes by time frame (44 agencies) .....	17
Figure 7. Bias or profiling allegations by source and time frame (44 agencies).....	18
Figure 8. Workplace harassment and discrimination allegations by source and time frame (44 agencies) .....	19
Figure 9. Neglect of Duty allegations (unspecified subtype) by time frame (44 agencies).....	20
Figure 10. Neglect of Duty allegations (specific subtypes) by time frame (44 agencies).....	20
Figure 11. Specific Duty Violation allegations subtypes by time frame (n=44).....	21
Figure 12. Disposition distribution by time frame (LEOBR n=5,908; PAA n=6,183).....	23
Figure 13. Agency vehicle incidents disposition distribution by time frame (LEOBR n=176; PAA n=685).....	24
Figure 14. Bias or discrimination disposition distribution by time frame (LEOBR n=259; PAA n=371) .....	25
Figure 15. Communication and technology allegations disposition distribution by time frame (LEOBR n=178; PAA n=148).....	26
Figure 16. Conformance to law or policy allegations disposition distribution by time frame (LEOBR n=1,213; PAA n=1,370).....	27
Figure 17. Criminal misconduct allegations disposition distribution by time frame (LEOBR n=139; PAA n=120) .....	28
Figure 18. General unprofessional conduct allegations disposition distribution by time frame (LEOBR n=1,273; PAA n=1,382).....	29
Figure 19. Integrity or truthfulness allegations disposition distribution by time frame (LEOBR n=259; PAA n=272).....	30
Figure 20. Neglect of duty allegations disposition distribution by time frame (LEOBR n=550; PAA n=360).....	31
Figure 21. Specific duty violations disposition distribution by time frame (LEOBR n=258; PAA n=174) .....	32
Figure 22. Use of force allegations disposition distribution by time frame (LEOBR n=381; PAA n=400) .....	33
Figure 23. All other misconduct allegations disposition distribution by time frame (LEOBR n=359; PAA n=410).....	34
Figure 24. Sustained allegations discipline distribution by time frame (LEOBR n=1,853; PAA n=1,371) .....	35
Figure 25. Integrity and truthfulness sustained allegations discipline distribution by time frame (LEOBR n=140; PAA n=77).....	36
Figure 26. General unprofessional conduct sustained allegations discipline distribution by time frame (LEOBR n=441; PAA n=217) .....	37
Figure 27. Average process duration (date of allegation to date of closure) by time period (LEOBR n=5,908; PAA n=6,183) .....	38





# Introduction

The Maryland Police Accountability Act (PAA) of 2021 significantly changed the police disciplinary process across the state by superseding and replacing the Maryland Law Enforcement Officers' Bill of Rights (LEOBR), which had been in place since 1974. The PAA required local governments to pass authorizing legislation, establish new civilian oversight boards (Police Accountability Boards [PAB] and Administrative Charging Committees [ACC]), hire or assign PAB/ACC administrative support staff, create and allocate budgets, and create processes for secure information handling. For many localities, the first year of the PAA (July 1, 2022–June 30, 2023) was largely spent implementing new processes. However, some law enforcement agencies (LEA) did not immediately fall within the purview of specific PAA provisions because of their collective bargaining agreements that pre-dated the PAA.

Given the newness of the PAA and its uneven implementation across the state, its overall impact remains unclear. While each PAB tracks and reports data on complaints and outcomes, data collection and analysis is not uniform. These differences complicate efforts to assess the PAA's effects on police accountability and make interagency comparisons difficult, particularly because of the absence of a *statewide* PAB, which leaves information on state and multicounty agencies notably deficient.

## Background (phase one)

PERF was awarded funding by the Governor's Office of Crime Prevention and Policy (GO-CPP) beginning in November 2023 to do the following:

1. Identify existing PAB and LEA engagement practices.
2. Improve the consistency of PAB practices throughout the state.
3. Improve the accuracy of PAB and LEA compliance with the requirements of the PAA.

During phase one of this initiative, PERF conducted surveys, document reviews, observations of PAB meetings, stakeholder interviews, and a large forum. Findings published in June 2024<sup>1</sup> highlighted several obstacles to PAA implementation, including vague statutory language and impractical requirements that hinder police accountability. Additional data are needed to better understand and address these obstacles.

---

<sup>1</sup> PERF, *Implementation of the Maryland Police Accountability Act of 2021* (Washington, DC: Police Executive Research Forum, 2024), <https://www.policeforum.org/assets/MPAAImplementation.pdf>.

# Comparing the LEOBR and the PAA: What's Different?

*The following is a list of highlighted differences between the LEOBR and its successor, the PAA. It is not intended to be exhaustive.*

## LEOBR

- PABs did not exist, though some agencies had their own community advisory or oversight boards.
- Misconduct complaints from the public could be made only to the LEA.
- Brutality complaints had to be filed within 366 days of the alleged brutality incident.
- Complaints of police brutality had to be signed and sworn to under penalty of perjury.
- A trial board comprising three law enforcement officers—at least one of whom was of equal rank to the accused—reviewed completed investigations. One or two voting or nonvoting civilians could be appointed to the trial board, depending on local law.
- If the accused officer was a member of a collective bargaining unit, they could choose an alternative disposition (i.e., a negotiated agreement of findings and discipline, analogous to a plea bargain in a criminal case).
- For minor violations, if the accused officer did not dispute the facts of the investigation and waived their right to a trial board, the chief or designee could offer summary punishment.
- The agency's chief executive had the authority to make decisions regarding discipline.
- After three years, officers could request expungement of records for complaints in which the officer was exonerated or those that were not sustained, unfounded, or dismissed.

## PAA

- PABs were established to (among other duties) review outcomes of disciplinary hearings and provide policy recommendations to LEAs.
- Misconduct complaints from members of the public can be made to PABs and are then forwarded to the relevant LEA.
- There is no statute of limitations for filing complaints of police brutality.
- There is no requirement that complaints of brutality be sworn.
- ACCs review completed investigations and make findings. Trial boards are convened only at the request of the accused officer after the ACC review and recommendation process.
- There is no longer an option for negotiated agreements.
- There is no provision for summary punishment.
- The ACC has decision-making authority for discipline (based on the Uniform Disciplinary Matrix and with the caveat that trial board discipline decisions supersede the ACC's).
- No record related to an administrative or criminal investigation of police misconduct may be expunged or destroyed.

Currently, there are no data on the findings, charges, and discipline outcomes from the ACCs to compare against those from the originating agency. And under PAA guidelines, LEA heads can increase a penalty but cannot decrease it; no information exists on how often ACC determinations align with the agency head's decisions and how often and in what ways they differ.

LEA, PAB, and ACC practitioners have also raised concerns regarding the one-year-and-one-day timeline mandated by the PAA<sup>2</sup> for case investigations and resolutions, especially in cases with concurrent criminal investigations, because the PAA does not contain the tolling provision that Maryland's LEOBR contained.<sup>3</sup> This rigid timeline adds pressure to an already strained process, and the need for a legislative fix is evident, although more data are required to identify specific solutions.

## **Purpose of the present study (phase two)**

Building on the phase one findings, the current study aims to quantify the PAA's impact by addressing key questions, such as the following:

- Are police officers charged with misconduct more frequently under the PAA than under the LEOBR?
- Are disciplinary outcomes more severe under the PAA than the LEOBR?
- Are trial boards more likely to sustain charges against an officer under the PAA than the LEOBR?
- Is 30 days after the completion of the investigation sufficient time for ACCs to make a charging decision?
- How frequently do ACCs request additional information from police agencies before making a charging decision?
- Do police officers request trial boards more or less frequently under the PAA than the LEOBR?
- Are ACCs able to effectively manage their caseloads within statutory timelines?

This study seeks to offer concrete data to identify patterns and test hypotheses regarding the PAA's implications.

---

2 Md. Code Pub. Safety §3-113(c), <https://mgaleg.maryland.gov/mgawebsite/Laws/StatuteText?article=gps&section=3-113>.

3 The LEOBR tolling provision allowed for a pause in the resolution of an administrative investigation to allow for the concurrent criminal investigation to resolve first without potentially being compromised by the administrative investigation's proceedings. PERF, Implementation of the Maryland Police Accountability Act of 2021 (Washington, DC: Police Executive Research Forum, 2024), 40, <https://www.policeforum.org/assets/MPAAImplementation.pdf>.





# Methodology

## Information campaign

Recognizing the importance of transparency and effective communication in recruiting Maryland law enforcement agencies to participate in this study, PERF's first objective was to conduct an information campaign. This campaign was designed to inform chiefs, sheriffs, and command staff about the study and to provide clarity on the requested data, its handling, and the anticipated benefits of participation.

This information campaign included five key activities:

1. Brief presentations and flyers distributed at general business meetings of both the Maryland chiefs' and sheriffs' associations to introduce the project's launch.
2. An informational webinar with detailed information about the project's purpose, data to be collected, data security, and expected outputs.
3. A virtual meeting to answer questions and encourage participation among the largest agencies in the state.
4. Regular phone and email communication to address questions and provide information as needed.
5. PERF also conducted interviews with approximately half a dozen law enforcement executives to learn what police misconduct data agencies already collect and track and to get a better understanding of how labor intensive PERF's data requests would be for the participating agencies.

## Agency outreach and participation

PERF contacted all law enforcement agencies in Maryland—approximately 141 at the time—to invite participation in this project, often reaching out multiple times and to various contacts to ensure adequate information was provided. Approximately one-third of these agencies agreed to participate, representing a diverse mix of sizes (large and small), locations (urban, suburban, and rural), and types (state, county, municipal, and university). Although this project included at least one agency from each of Maryland's 23 counties and Baltimore City, the findings should not be viewed as representative of all agencies and communities in the state.

## Data collection

Each law enforcement agency has its own unique systems, policies, and practices for documenting misconduct complaints and investigations. Because of this diversity, PERF

distributed a list of requested data points and allowed agencies to submit their data in any format they preferred, including thumb drives, email, or an online platform. The list of requested data points and an accompanying FAQs document that was distributed is included as appendix A. Data collection occurred from December 2024 to January 2025.

To measure the impact of the PAA on police accountability processes and outcomes, PERF compared data from the PAA time frame (cases adjudicated under the process defined by the PAA) with data from the LEOBR timeframe (cases adjudicated under the process defined by the previous law, the LEOBR). To do so, PERF requested four years of data from each law enforcement agency: two years of LEOBR data and two years of PAA data.<sup>4</sup>

Among the agencies that did provide data, most were unable to provide every requested data point for every case. Most missing data were details that are not typically tracked by agencies as searchable statistics (e.g., recommended findings provided by the agency to the ACC, date an officer requested a trial board), or would require intensive manual review. Agencies also have different thresholds for the point at which a complaint is “officially” received and assigned a case number; in some agencies, some complaints may be screened out as an “inquiry” without formal documentation or without a case number. As a result, the study’s findings are constrained by these inconsistencies.

## Data cleaning

Data cleaning involves preparing raw data for analysis by correcting errors, removing duplicates, and standardizing formats. For example, agencies used various date formats (e.g., MM/DD/YYYY; MM-DD-YY; Month DD, YYYY), so PERF “cleaned” (i.e., standardized) the data by converting all dates to a uniform format to facilitate analysis of case timelines. Cleaning is an essential part of data analysis because it helps produce meaningful and reliable findings, which is especially true when multiple data sources are involved. With 45 law enforcement agencies uniquely tracking case data, this study involved extensive data cleaning to produce the findings discussed below.

One major inconsistency in the raw data was the varied coding of allegations or charges, which manifested in four key ways:

1. **Syntax differences, where the same or similar words are used but their arrangement varies between agencies.** For example, an allegation might be called “unbecoming conduct” in one agency, “conduct unbecoming” in another, and “conduct that reflects unfavorably upon the agency” in a third.
2. **Differences in punctuation, spelling (including abbreviations), spacing, and punctuation.** Any differences in the use of punctuation, spelling of words, and number of spaces between words required reformatting to ensure like terms were recognized as such. For example, Excel initially treated the following pairs of terms as different: discourtesy and discurtesy; violation of criminal statute and VCS; neglect of duty and neglect of duty; and failure to appear and failure, to appear.

---

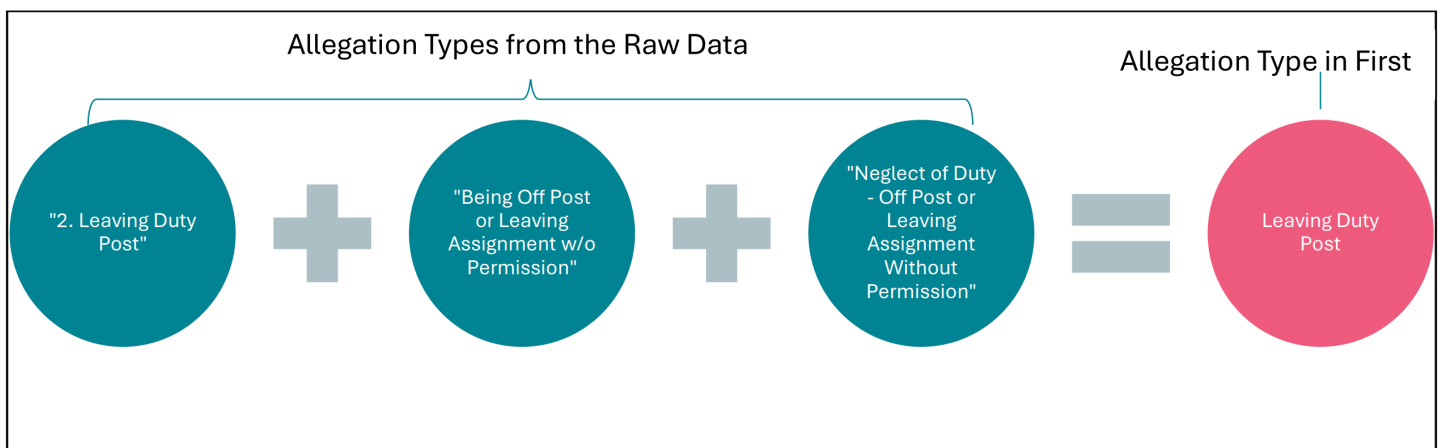
4 Most agencies throughout the state switched from following the LEOBR process to the PAA process on July 1, 2022, when the PAA took effect. Some agencies, however, had exemptions that delayed their changeover. Typically, those agencies had conflicting, pre-existing collective bargaining agreements that had not yet expired (a few agencies had delays for other reasons). Agencies with a later PAA implementation date may have had less than 2 years of PAA-era data available.

3. **Different terms used to describe the same type of behavior.** For example, what is categorized as rudeness or discourtesy in one agency might be categorized as unprofessional conduct in another.
4. **Different interpretations of the same term.** For example, one agency might consider “conformance to law” to include violations of civil laws or executive orders, whereas another might only use “conformance to law” to refer to criminal misconduct.

While syntax, spelling, and formatting can be standardized easily, the variations in term definitions present a bigger challenge. Thus, the reliability of this report hinges on the consistency of terminology used by the agencies.

To address these inconsistencies, two rounds of recoding were implemented. This systematic approach enabled clearer insights from the data collected. The first recode was to make terminology consistent by grouping the same or very similar allegation types together. For example, figure 1 shows how the allegations “2. Leaving Duty Post,” “Being Off Post or Leaving Assignment w/o Permission,” and “Neglect of Duty – Off Post or Leaving Assignment Without Permission” in the raw data were combined into a single allegation type called “Leaving Duty Post” in the first recode. Appendix B shows how the original allegation type in the raw data collected from each agency was categorized in the first recode.

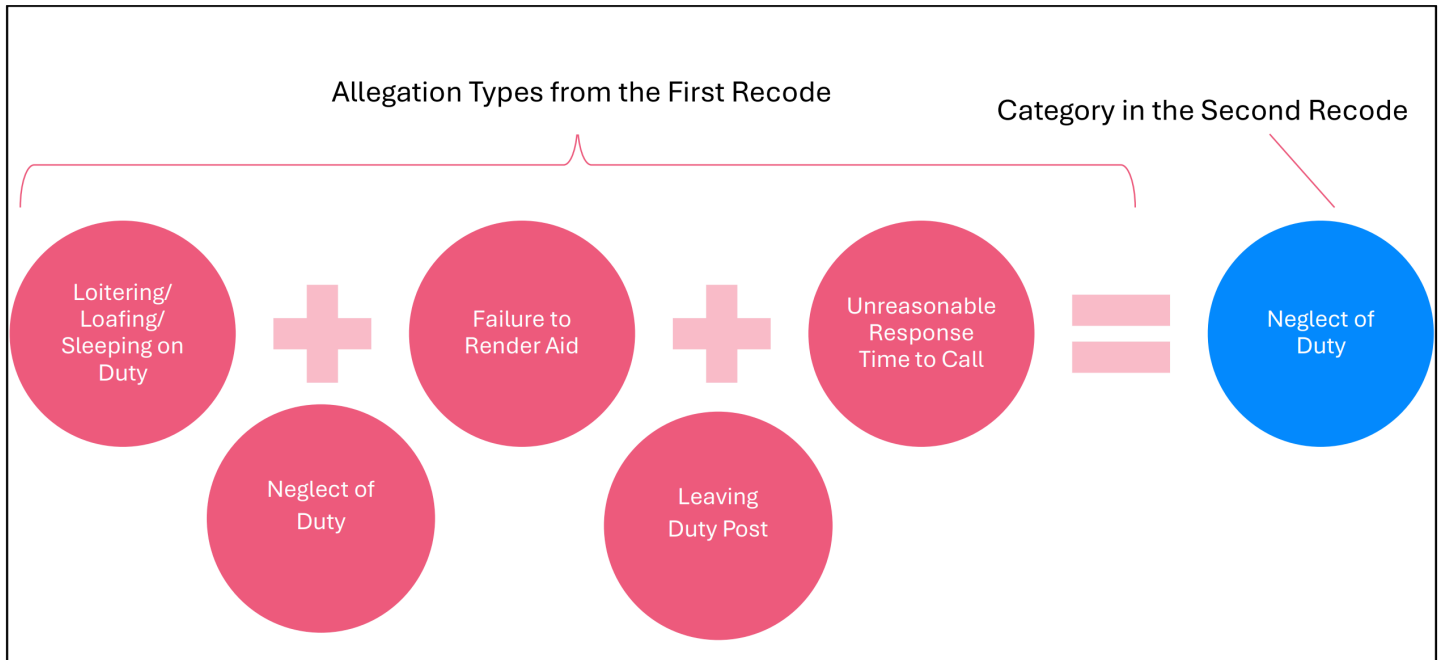
**Figure 1. First allegation type recode**



The second recode revised the allegation types into broader categories for higher-level analysis (appendix C). For example, figure 2 shows how the allegation types “Loitering/Loafing/Sleeping on Duty,” “Neglect of Duty,” “Failure to Render Aid,” “Leaving Duty Post,” and “Unreasonable Response Time to Call” from the first recode were combined into the category of “Neglect of Duty” in the second recode.



**Figure 2. Second allegation type recode**



## Data analysis

Data analysis is the process of making observations about the data and interpreting meaning from those observations. To conduct analyses of the data provided by participating law enforcement agencies, PERF first built a data dashboard using Microsoft Power BI. The dashboard enabled the sorting and filtering of data across 85 different variables to easily conduct various univariate and multivariate analyses, detailed further in the findings section.

## Focus group discussions

In addition to quantitative analysis, PERF organized five in-person and one virtual focus group to gain a deeper understanding of the PAA's impact. Invitations were extended to all agencies, regardless of whether they had provided data, and focus groups were held in various locations for accessibility.

In total, about 75 attendees participated in in-person focus groups, including representatives from police departments, sheriffs' offices, and members of PABs and ACCs. PERF also held one online session, attended by 40 PAB and ACC members and administrators. During these discussions, PERF shared preliminary findings and encouraged participants to provide input to contextualize the data. The feedback provided valuable insights into case timelines, outcomes, and the implementation of the PAA within departments, enhancing the understanding of its impact on law enforcement agencies statewide.



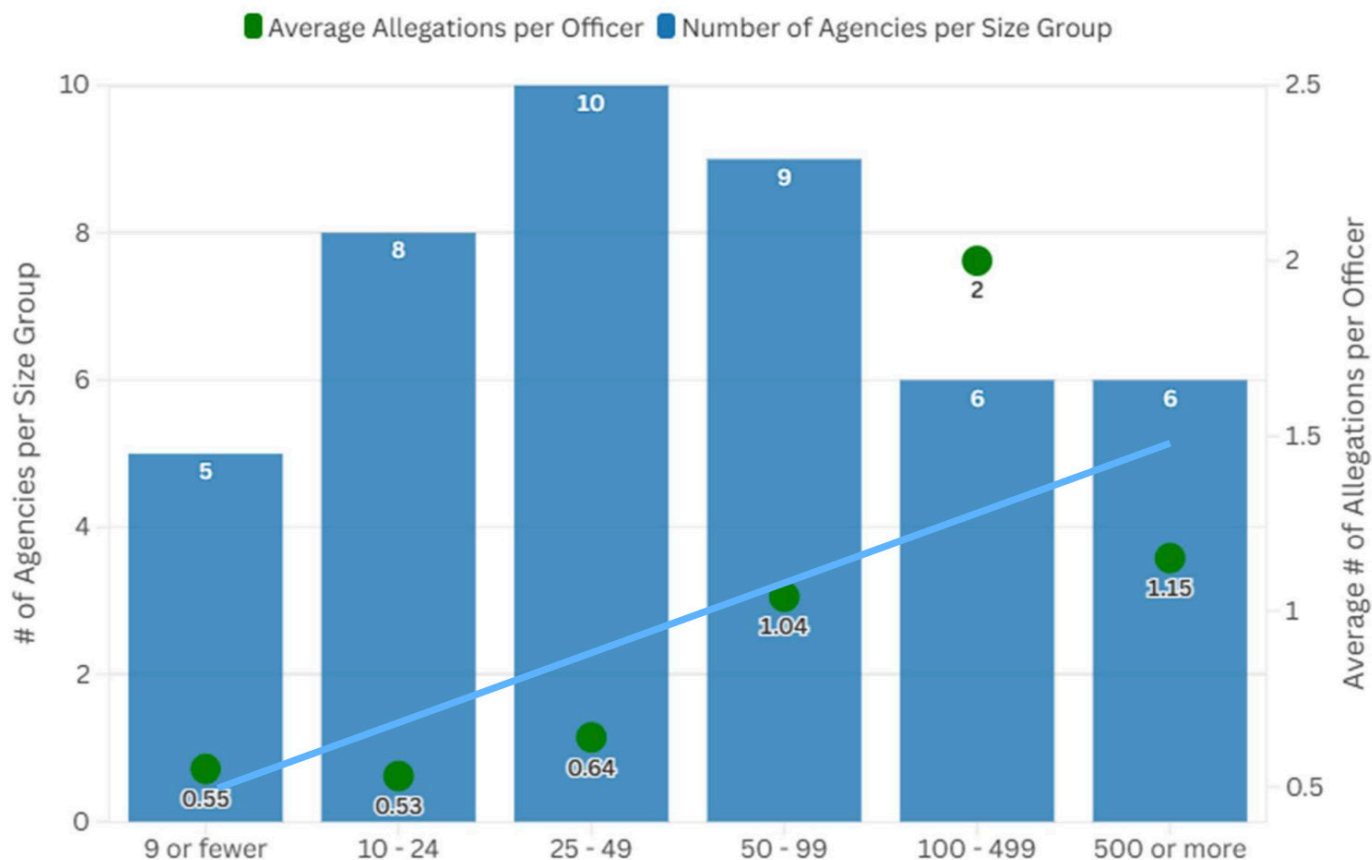
# Findings

In total, 51 Maryland law enforcement agencies provided data to PERF for this study. Six of the 51 agencies submitted null (empty) data sets, meaning their data included zero reportable cases. Forty-five agencies, including the Baltimore Police Department (BPD), provided case data for inclusion in the study. Findings related to BPD data are discussed separately in appendix D. The findings presented in this section reflect the other 44 agencies that provided case data.

The agencies participating in this study have between 2 and 2,000 sworn officers. Figure 3 shows the distribution of participant agencies by size (number of authorized sworn personnel) for the 44 agencies that provided case data (excluding BPD and null set agencies). Five agencies have 9 or fewer sworn officers; eight agencies have between 10 and 24 officers; 10 agencies have 25–29 officers; nine agencies have 50–99 officers; six agencies have between 100 and 499 officers; and six agencies have 500 or more officers. All agencies that reported null data sets had 12 or fewer authorized sworn officers (but are not included in figure 3). A list of all participating agencies (including BPD and null set agencies) can be found in the Acknowledgments section of this report.

**Figure 3. Participant agencies by size (sworn officers) and average allegations per officer (n=44)**

### Participant Agencies by Number of Sworn Personnel and Average Number of Allegations per Sworn Officer



Data for this study fall into two distinct time frames: (1) the Law Enforcement Officers' Bill of Rights (LEOBR) and (2) the Police Accountability Act (PAA). The term "LEOBR data" refers to the data from cases that originated under the set of laws and procedures governed by the LEOBR. "PAA data" refers to data from cases that originated under the new laws and procedures implemented following the passage of the Police Accountability Act of 2021. In general, LEOBR data spans the period from July 1, 2020, to June 30, 2022, and PAA data spans the period from July 1, 2022, to June 30, 2024; however, there is some variation based on the effective date of the PAA within each agency.



# Allegations

Across the 44 participating agencies, PERF received data for **6,027 cases** that included **12,091 allegations**. Figure 3 depicts the average number of allegations per officer for each agency size group. The results indicate a positive correlation (depicted by the light blue trend line) between agency size and the average number of allegations per officer, ranging from a low of 0.53 allegations per officer among agencies with 10–24 sworn officers to a high of 2 allegations per officer among agencies with 100–499 sworn officers.

In addition to time frame, allegation data is also grouped into 13 categories:

- 1. Agency vehicle incidents.** This category includes allegations of improper vehicle operation, agency vehicle crashes, and departmental accidents.
- 2. Conformance to law/policy.** This category includes allegations reported as conformance to law, violation of laws and directives, or violation of state/federal/local law, as well as: overtime violations, abuse of sick leave, absent without leave, vehicle pursuit violations, protection order violations, improper search/seizure, duty to intervene, and out of uniform/improper dress.
- 3. General unprofessional conduct.** This category includes allegations of unbecoming conduct, rudeness/discourteousness, insubordination, intimidation, and decorum/unprofessional conduct.
- 4. Neglect of duty.** This category includes allegations reported as neglect of duty, leaving duty post, sleeping/loafing on duty, failure to render aid, and unreasonable time to call.
- 5. Use of force.** This category includes allegations reported as use of force, use of force out of policy, failure to de-escalate, and threatening a non-member with arrest/violence.
- 6. Bias/discrimination.** This category includes allegations of bias/profiling, discrimination/harassment, workplace discrimination/harassment, and sexual harassment.
- 7. Integrity/truthfulness.** This category includes allegations of integrity/truthfulness, false arrest, planting evidence, interfering with investigations, fraud, and ethics violations.
- 8. Specific duty violations.** This category includes allegations of failure to identify, failure to appear in court, person in custody violation, traffic stop procedures, search warrant application, towing and impounding procedures, evidence/property control procedures, maintenance of property, and secondary employment.
- 9. Communication/technology.** This category includes allegations of communications, department technology misuse, violation of social media policy, audio/video recordings, and body-worn camera violations.
- 10. Criminal misconduct.** This category includes allegations reported as criminal misconduct as well as any allegations including theft, stalking, trespassing, domestic violence, assault, child abuse/neglect, child custody, sexual misconduct, breaking and entering, lynching, shoplifting, and prostitution.
- 11. Other misconduct.** This category includes allegations reported as “other misconduct” but also includes allegations with low incidences that did not fit into other

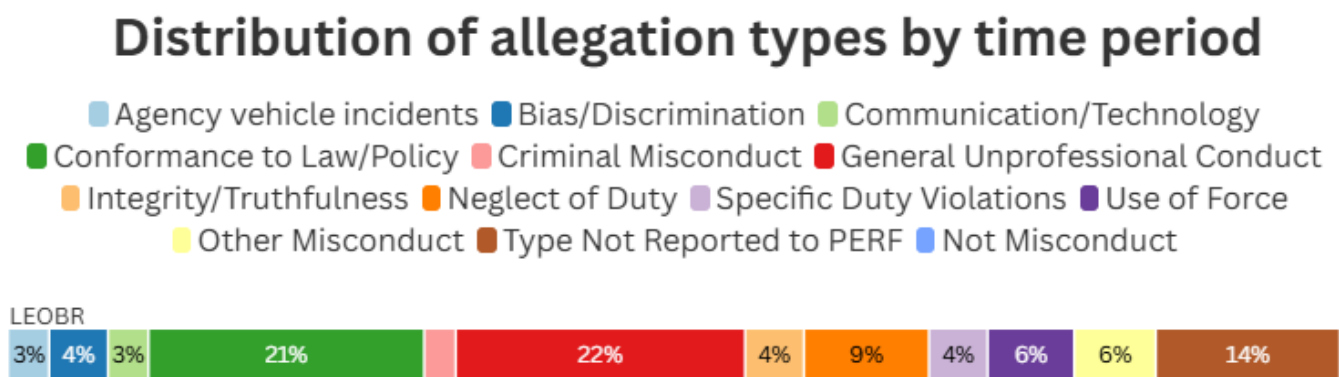
categories, such as abuse of power, destruction of property, unauthorized passenger, in-custody death, and associations.

**12. Type not reported to PERF.** This category includes blanks, where a unique case ID was reported, but no specific allegation type was reported for it.

**13. Not misconduct.** A documented allegation that, if true, does not constitute misconduct or a policy violation. Not all agencies track these allegations.

The data include 5,908 LEOBR period allegations and 6,183 PAA allegations (an increase of about 5 percent between the two periods). Figure 4 shows the proportion of each allegation category for both time frames (LEOBR and PAA). Conformance to Law/Policy and General Unprofessional Conduct were the categories with the largest number of allegations for both the LEOBR and PAA periods. Both categories include catch-all allegation types. For example, General Unprofessional Conduct includes what many agencies call “unbecoming conduct,” broadly defined as behavior by an officer on or off duty that “casts doubt on their integrity, honesty, moral judgment, or character; brings discredit to [their] agency; or impairs the agency’s efficient and effective operation.”<sup>5</sup> The Conformance to Law/Policy category includes allegations reported in the data as “conformance to law,” but this term appears to be used by agencies in multiple ways. Some use the term “conformance to law” specifically to refer to criminal misconduct. Others use the term much more broadly to include traffic code violations, department policies, and county- or municipal-level executive orders. Because of the variety of terms used across participating agencies, they are grouped with other allegations related to policies and directives under the category Conformance to Law/Policy.

**Figure 4. Distribution of allegation types by time period (LEOBR n=5,908; PAA n=6,183)**

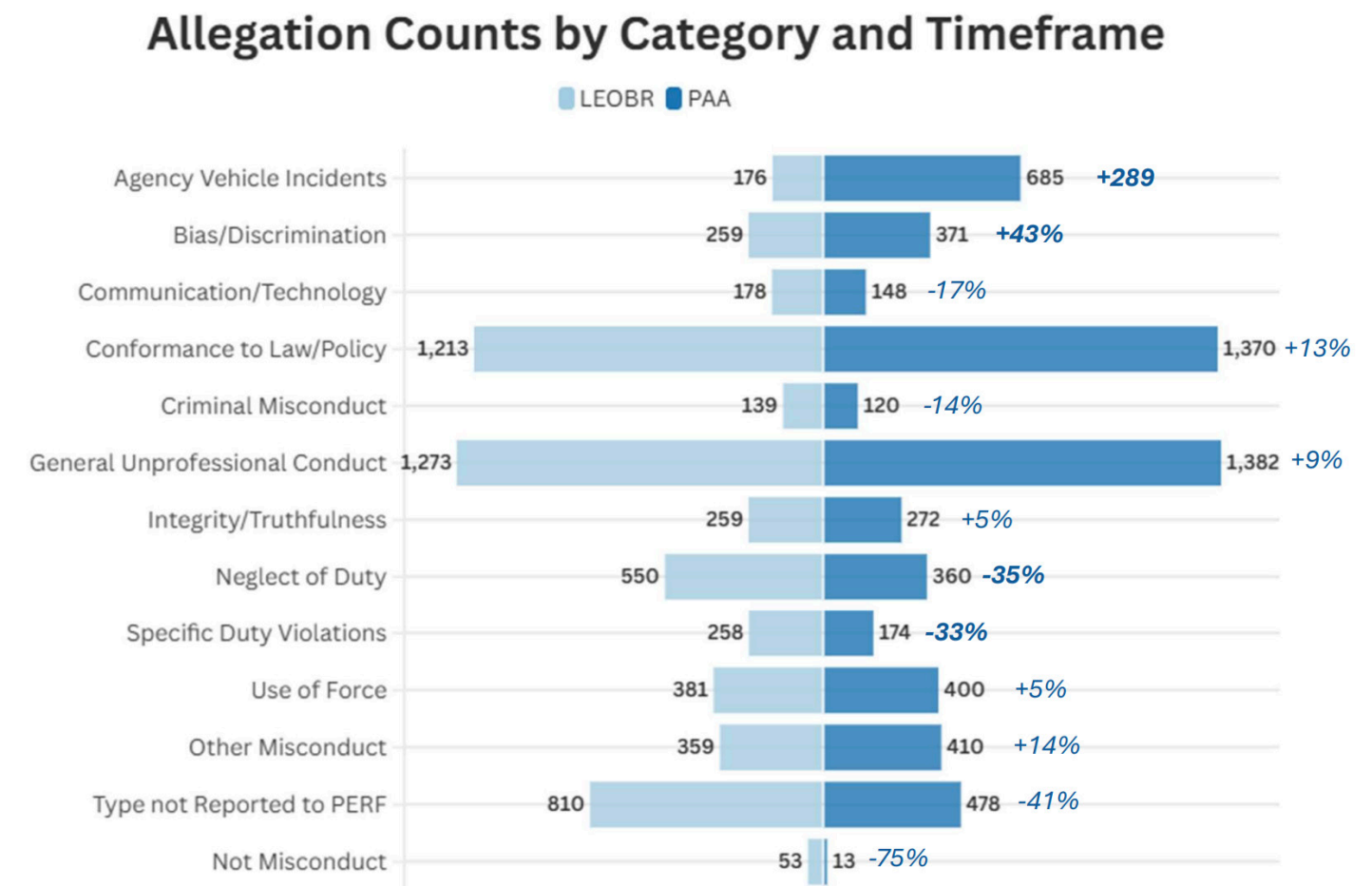


Some allegation types had notable changes in incidence between the LEOBR and PAA periods. For example, agency vehicle incident allegations increased by 289 percent, from 176 in LEOBR cases to 685 in PAA cases. This increase is at least partially attributable to changes in the statutory language between the LEOBR and PAA concerning what consti-

5 IACP Law Enforcement Policy Center, Standards of Conduct (Alexandria, VA: International Association of Chiefs of Police, 2019), <https://www.theiacp.org/sites/default/files/2020-06/Standards%20of%20Conduct%20June%202020.pdf>.

tutes “police misconduct.”<sup>6</sup> Under a common interpretation of the PAA definition,<sup>7</sup> minor noncriminal vehicle-related incidents that involve or impact a member of the public (e.g., a minor fender bender with another car, accidentally hitting a resident’s mailbox while responding to a call, lightly scraping another car while parking) may be considered to fit within the definition of misconduct and therefore are subject to formal internal investigation and review by the ACC. Under the LEOBR, most minor non-criminal vehicle-related incidents were considered performance deficiencies—not misconduct—and therefore were not subject to formal internal investigation and documentation within the agency’s misconduct data records. Under the PAA, some agencies continue to interpret these incidents as performance-related or have since revised their policies to clarify that these incidents should not be considered misconduct.

**Figure 5. Allegation counts by category and time frame (44 agencies)**



6 State law defines “police misconduct” as “a pattern, a practice, or conduct by a police officer or law enforcement agency that includes: (1) depriving persons of rights protected by the constitution or laws of the State or the United States; (2) a violation of criminal statute; and (3) a violation of law enforcement agency standards and policies.” Md. Code Pub. Safety §3-101(g), <https://mgaleg.maryland.gov/mgaweb/website/Laws/StatuteText?article=gps&section=3-101>.

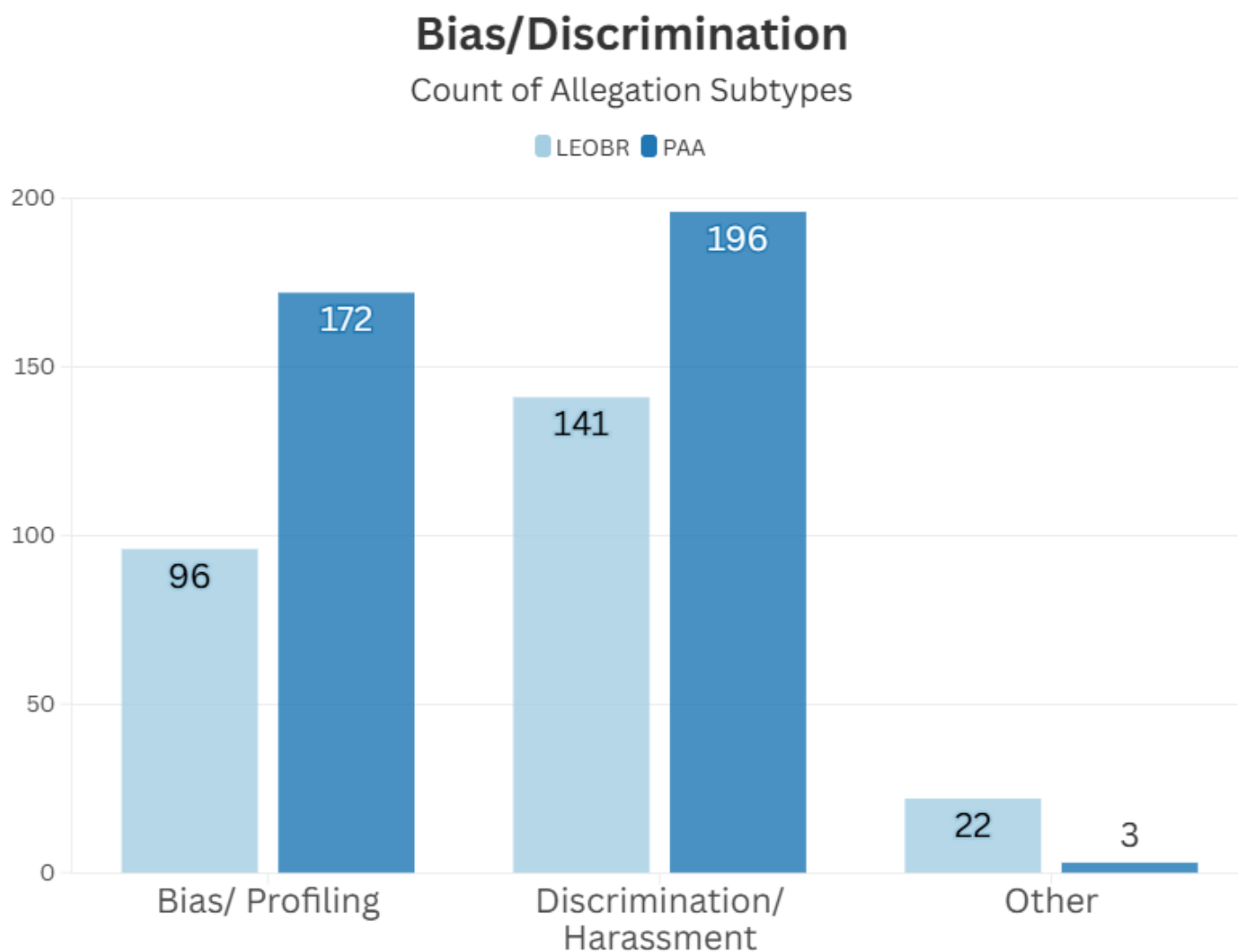
7 Further discussion of the “police misconduct” definition and analysis of its application to minor vehicle-related incidents can be found in PERF, Implementation of the Maryland Police Accountability Act of 2021, 24–30 (see note 1).



## Bias or Discrimination allegations

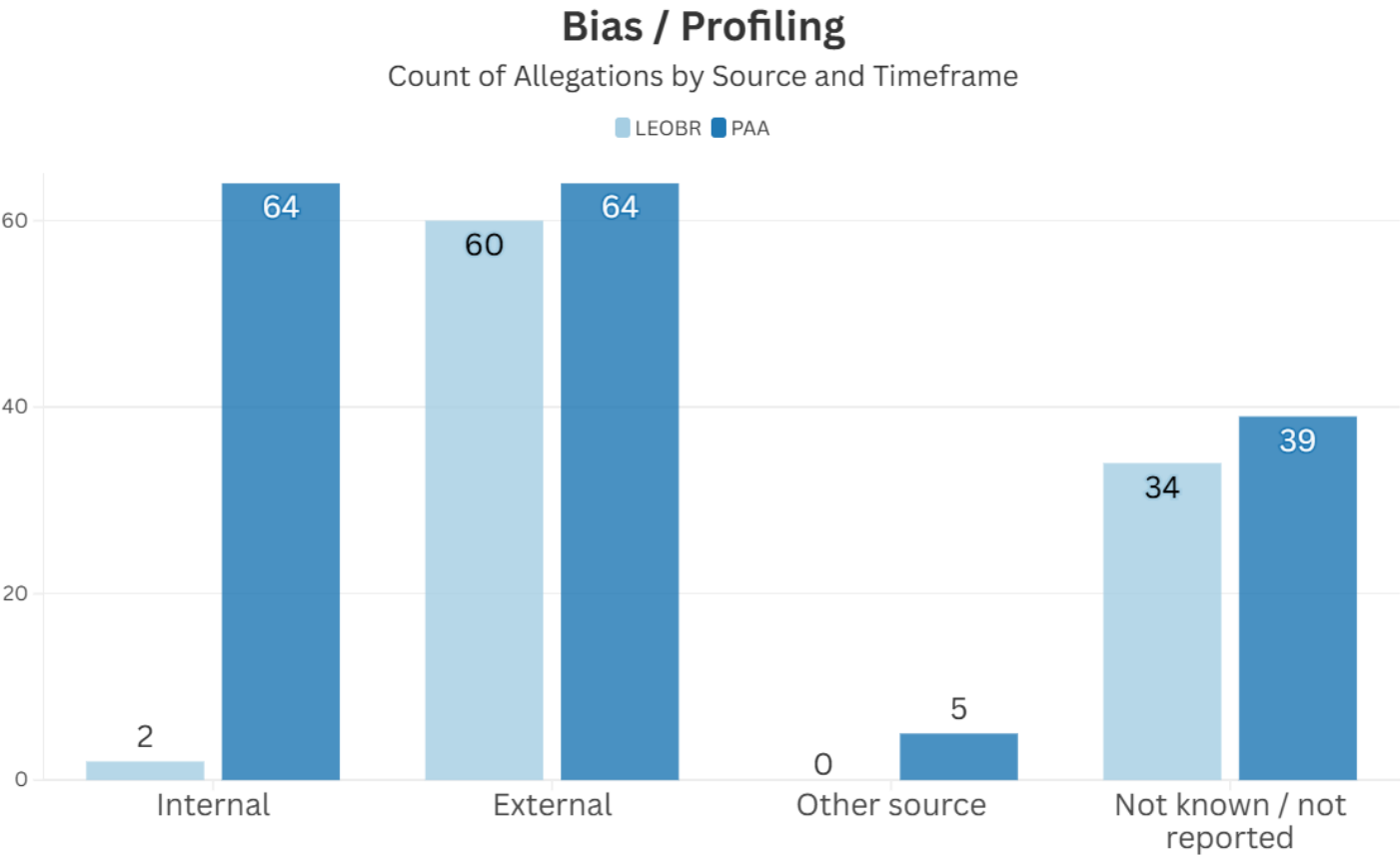
Allegations in the Bias or Discrimination category also increased, from 259 allegations in LEOBR cases to 371 allegations in PAA cases—an increase of 43 percent. The Bias or Discrimination category includes allegations of biased policing and profiling (generally about interactions with members of the public) and allegations of workplace discrimination or harassment (usually referring to internal interactions between agency members). Figure 6 depicts these subcategories and illustrates that both the bias or profiling and discrimination or harassment subcategories saw increases in the number of allegations between the LEOBR and PAA time periods.

**Figure 6. Bias or discrimination allegation subtypes by time frame (44 agencies)**



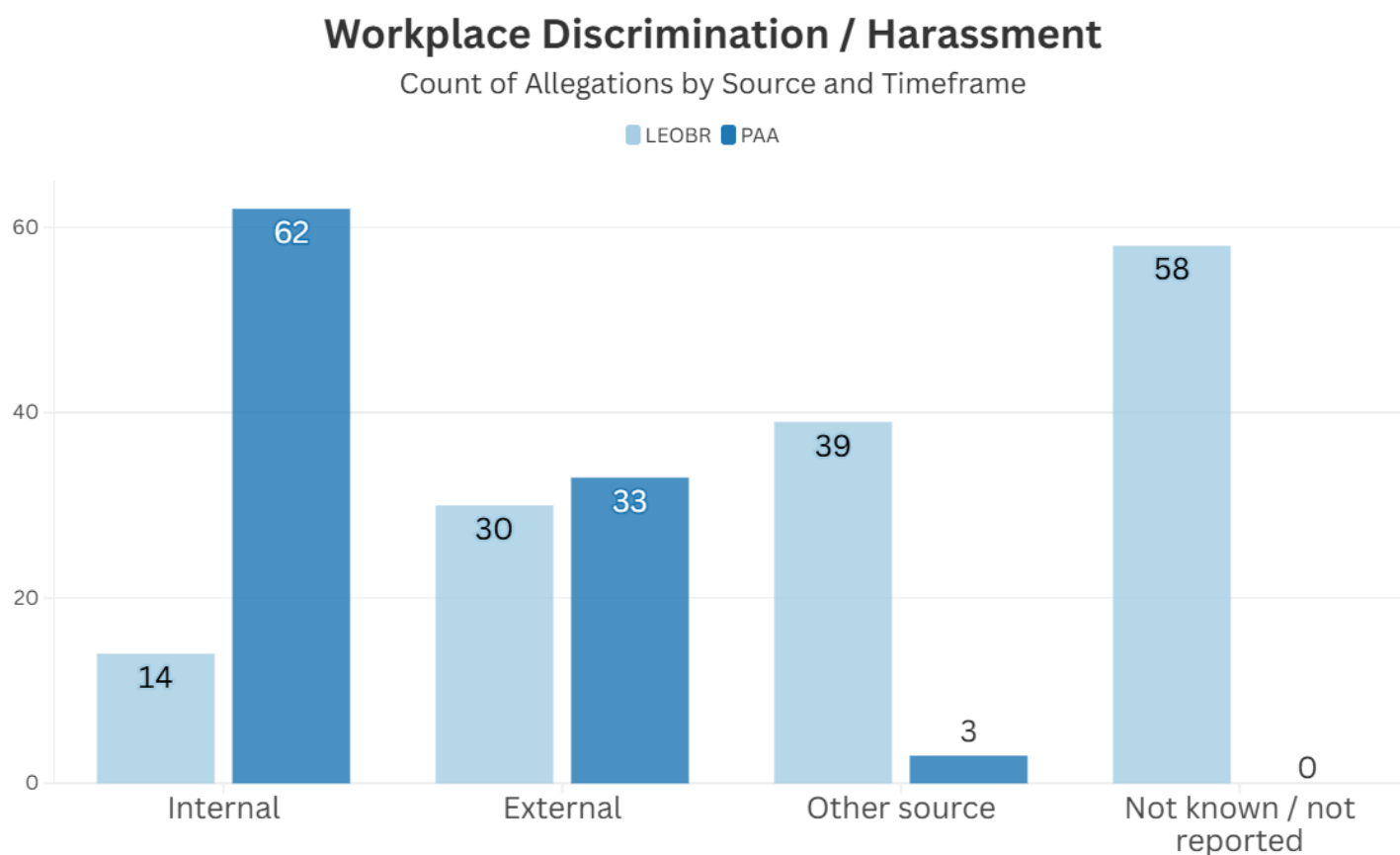
Most of the increase in the number of allegations for both the bias or profiling and workplace discrimination or harassment categories is explained by increases in internally generated reports (i.e., allegations made by employees against other employees). For example, figure 7 shows the count of bias or profiling allegations by reporting source (internal, external, other source, or unknown or unreported) and time frame (LEOBR or PAA) and shows a large increase in internally generated reports, from 2 in the LEOBR time frame to 64 in the PAA time frame. There are also increases in the other reporting source categories but none as significant or drastic as the jump in internally generated reports.

**Figure 7. Bias or profiling allegations by source and time frame (44 agencies)**



A similar increase in internally generated reports of workplace harassment/discrimination between the LEOBR and PAA timeframes is observable in figure 8; however, there are also large decreases in the “other source” and “not known/not reported” categories. It is possible that what appears to be a large increase in internally generated reports between the two time periods is attributable to a change in how these complaints are documented rather than an actual increase in internal reports. That is, reports that under LEOBR would typically not have had a tracked source are now being tracked as internally generated reports.

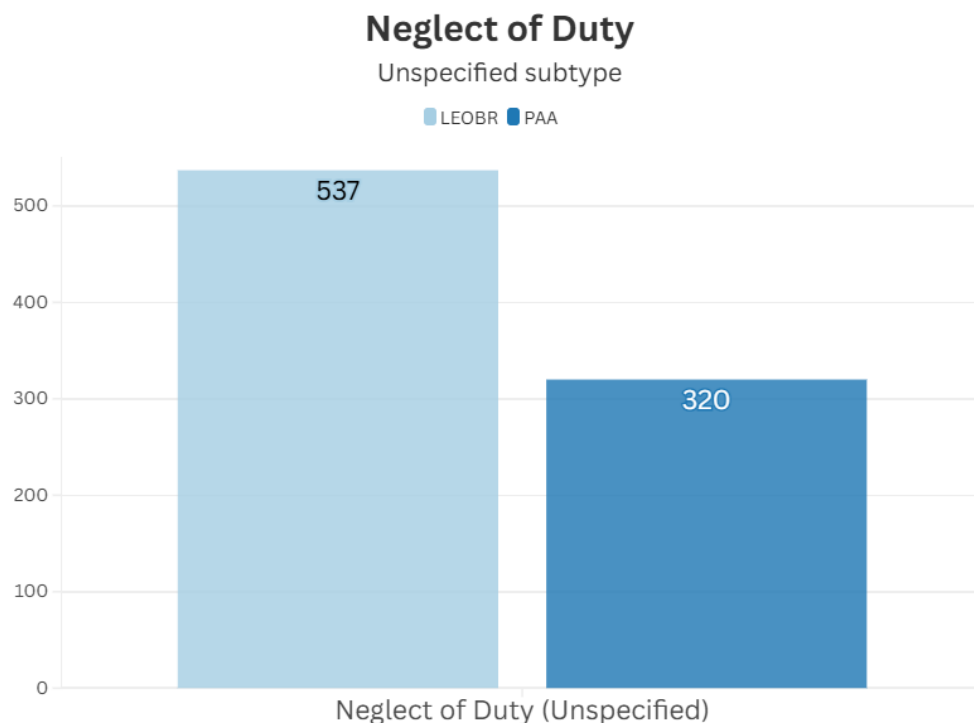
**Figure 8. Workplace harassment and discrimination allegations by source and time frame (44 agencies)**



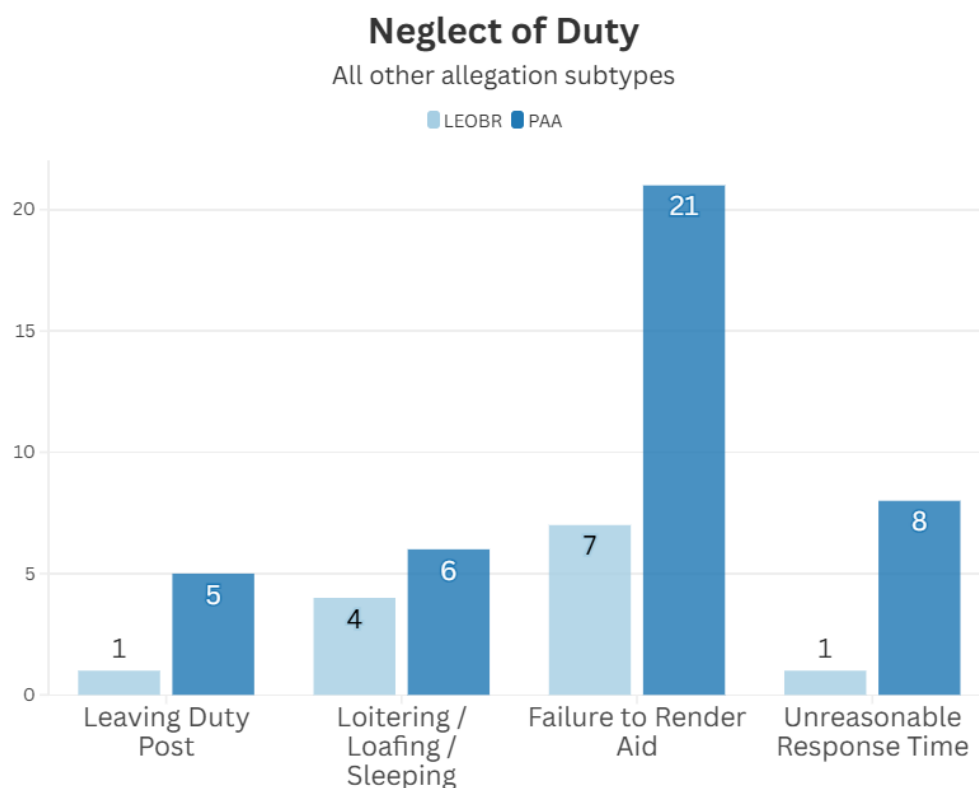
### ***Neglect of Duty and other specific duty violations***

Other categories, namely Neglect of Duty and other specific duty violations, had large decreases in incidence between the two time periods (see figure 5). While some subtypes of these allegations increased, there were large decreases in the traffic stop procedures, evidence and property control, and maintenance of property subcategories—though all specific duty violation subcategories had relatively low incidence (see figure 11).

**Figure 9. Neglect of Duty allegations (unspecified subtype) by time frame (44 agencies)**

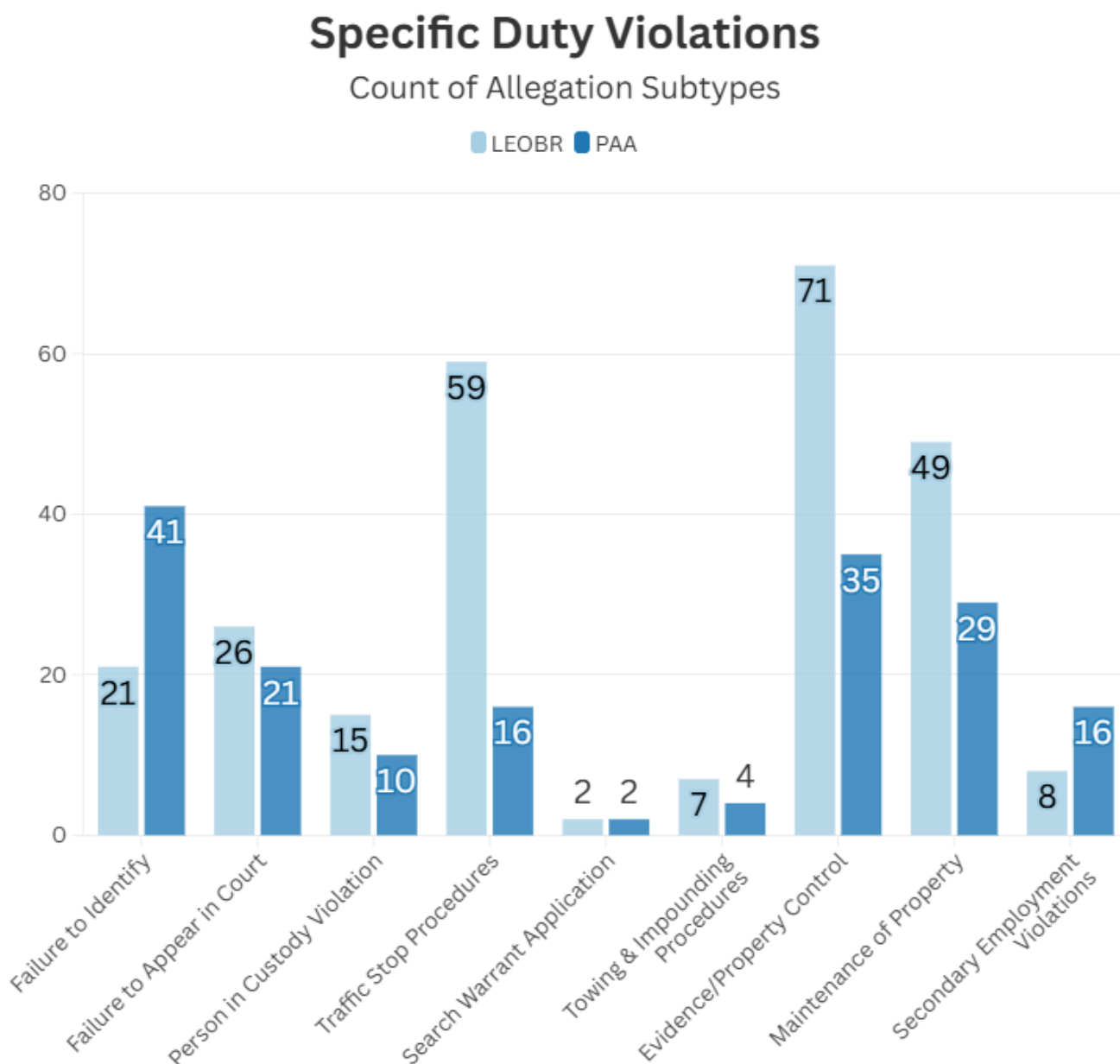


**Figure 10. Neglect of Duty allegations (specific subtypes) by time frame (44 agencies)**





**Figure 11. Specific Duty Violation allegations subtypes by time frame (n=44)**



## Dispositions

This section of the report describes the dispositions of misconduct allegations and compares the outcomes under the LEOBR and PAA. Comparing the dispositions under these two time frames helps to understand the impact of the PAA on misconduct complaint outcomes.

However, caution is advised against placing too much importance on these comparisons. There are several other factors aside from the legislative change from the LEOBR to the PAA that may be responsible for or have impacted changes between the two time periods. For example, most LEOBR allegations in the study were made between July 1, 2020

and June 30, 2022, and most PAA allegations were made between July 1, 2022 and June 30, 2024. During the LEOBR period, the COVID-19 pandemic was at its height, dramatically influencing how Maryland law enforcement officers interacted with the public. The LEOBR period also immediately followed the May 2020 murder of George Floyd in police custody in Minneapolis, which led to widespread protests and calls to defund law enforcement agencies nationwide. These events may or may not have had a meaningful impact on the number or nature of allegations and their outcomes, but the point is this: The shift from the LEOBR to the PAA did not happen in isolation, and there may be additional social, cultural, and environmental factors that impacted allegations and outcomes differently during the two time periods.

There are eight disposition types. These definitions are provided as a general reference, but individual agencies may define and use these terms differently. Allegation dispositions in this report reflect the data as it was reported to PERF.

1. **Sustained.** A clearance designation used by some agencies and ACCs to indicate that the misconduct allegation against an officer was credible and substantiated and will lead to administrative charging and discipline.

Other agencies may use the term “administratively charged” instead; those data were recoded and included in the “sustained” category.

2. **Not sustained.** A clearance designation used by some agencies and ACCs to indicate that the misconduct allegation against an officer did not lead to an administrative charge or discipline. Other agencies may use the term “not administratively charged” instead; those data were recoded and included in the “not sustained” category.

“Unfounded” and “exonerated” are sometimes considered subcategories under “not sustained (or not administratively charged),” but there does not seem to be any consistency to this practice. As such, these data were taken at face value as separate and distinct from “not sustained,” and therefore were not recoded.

3. **Unfounded.** Allegations against a police officer are not supported by fact.
4. **Exonerated.** A police officer acted in accordance with the law and agency policy.
5. **Administratively closed or dismissed.** Closure method for allegations that do not fall within the purview of ACC review (e.g., do not involve a member of the public) and are not sustained.
6. **Other dispositions.** This category includes a variety of other disposition outcomes, including withdrawn complaints,<sup>8</sup> the officer’s resignation before disposition, informal resolutions (e.g. counseling on a policy or training issue), mediation, and merged allegations.
7. **Pending or not reported to PERF.** The disposition field was left blank or marked as pending, still open, or similar.
8. **Not misconduct.** Upon investigation, the reported behavior does not meet the definition of misconduct or a policy violation.

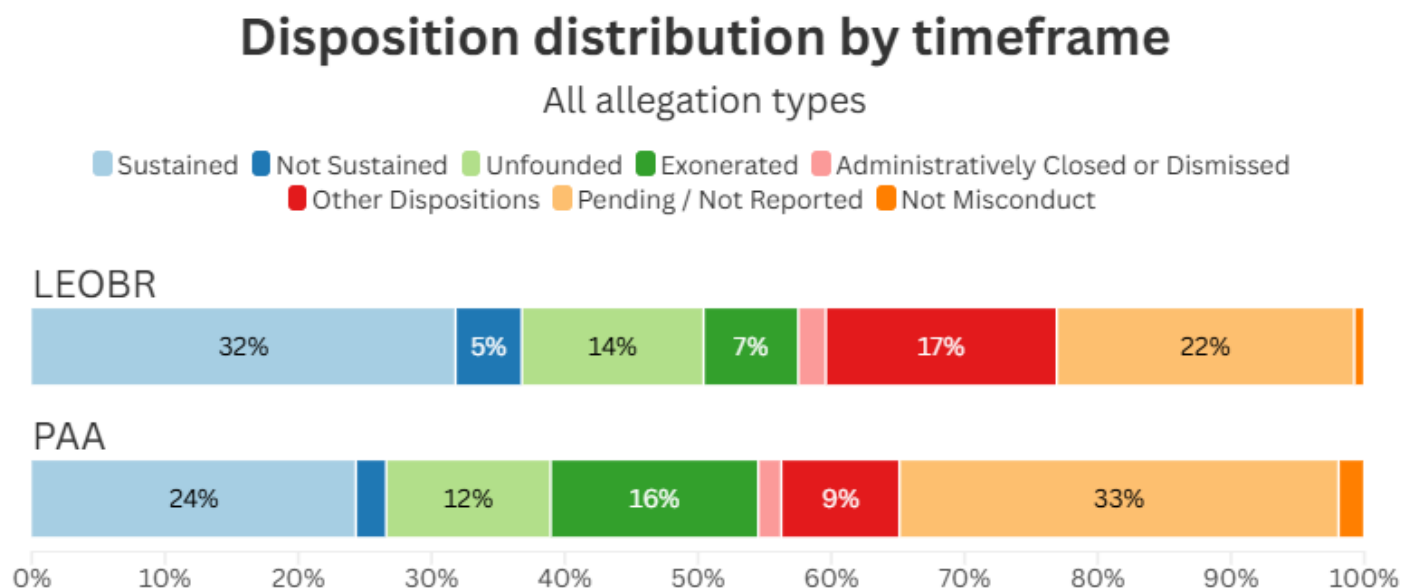
Figure 12 shows the distribution of disposition types for all allegations made during the LEOBR and PAA periods. Among LEOBR cases, nearly one-third of allegations were sustained, while 5 percent were not sustained, 14 percent were judged to be unfounded, 7

---

8 The PAA does not address whether complaints may be withdrawn, and if so by what process. In the absence of clear guidance, some PABs and LEAs have allowed for withdrawal of complaints. PERF, *Implementation of the Maryland Police Accountability Act of 2021*, 31 (see note 3).

percent saw the officer exonerated, 2 percent were administratively closed or dismissed, 17 percent had other disposition types, 1 percent were deemed “not misconduct,” and 22 percent did not have a reported disposition or the disposition was pending at the time that data were collected. Among PAA cases, about a quarter (24 percent) of allegations were sustained, 2 percent were not sustained, 12 percent were unfounded, 16 percent saw the officer exonerated, 2 percent were administratively closed or dismissed, 9 percent had other disposition types, 2 percent were categorized as “not misconduct,” and one-third were pending disposition or not reported to PERF.

**Figure 12. Disposition distribution by time frame  
(LEOBR n=5,908; PAA n=6,183)**



On its face, it appears misconduct allegations are sustained at a lower rate and officers are exonerated at a higher rate under the PAA than under the LEOBR. However, there are a few relevant caveats, perhaps the most obvious of which is that one-third of the PAA dispositions are missing from the data set, either because they were still pending resolution during the data collection period or because the agencies did not provide the data. A higher percentage of pending and unreported dispositions was anticipated under the PAA than the LEOBR because the timeframe for completing investigations under the LEOBR had expired, whereas many allegations filed under the PAA were within the statutory timeframe for police departments to complete their investigations. Any analyses should bear this in mind.

Notwithstanding this data limitation, several law enforcement participants in the focus group sessions suggested that the rate of sustained cases had been higher under the LEOBR because other law enforcement practitioners were solely responsible for determining investigative findings as opposed to a combination of law enforcement personnel and civilians making these decisions under the PAA. Officials who expressed this opinion believed law enforcement professionals are uniquely experienced and informed to make decisions related to officer misconduct and disciplinary action.

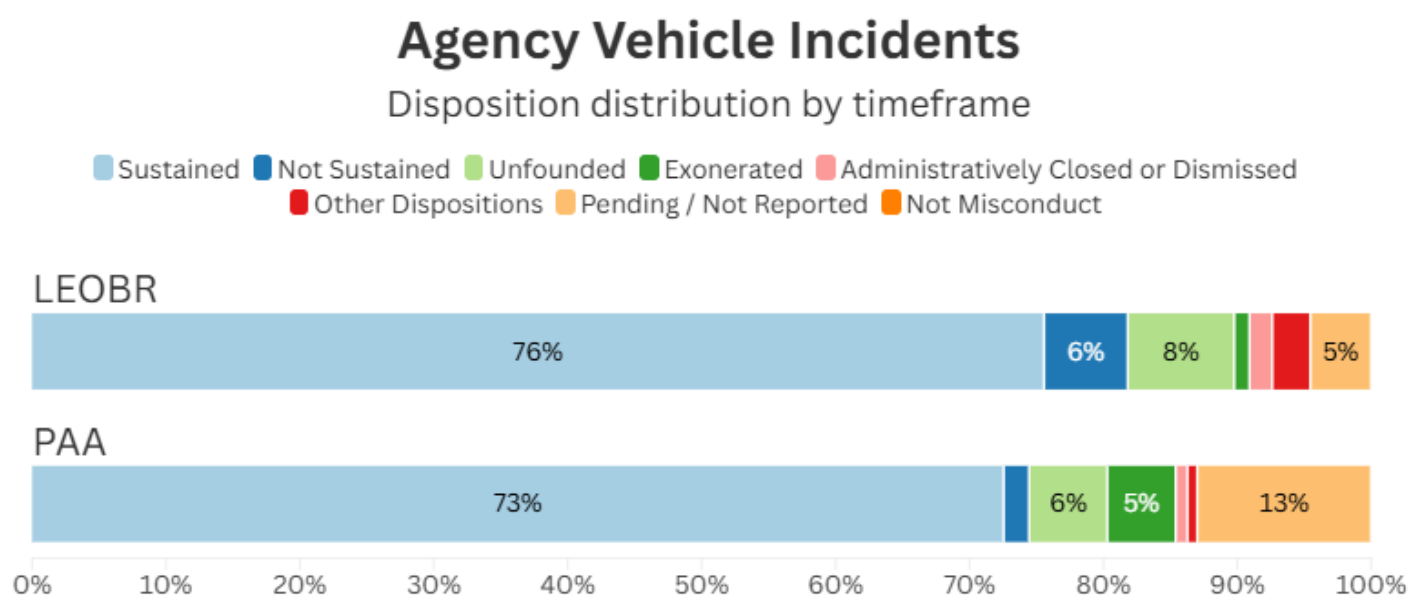
It is also worth noting that even with a third of PAA allegation dispositions still pending, the proportion of allegations in which the officer was exonerated more than doubled between the two time periods (from 7 percent to 16 percent). Some law enforcement officials expressed concern that ACC members might be hesitant to deem accused officers “exonerated,” but at least at the statewide level across all allegations combined, that does not appear to be the case.

The next sections of the report detail the distribution of disposition types for each allegation category and time frame.

### Agency vehicle incident allegations

Figure 13 shows the distribution of disposition types for agency vehicle incidents. An “agency vehicle incident” includes allegations of improper vehicle operation, departmental accidents, and agency vehicle crashes. Among LEOBR cases, about three-quarters of allegations were sustained, while 6 percent were not sustained, 8 percent were unfounded, 1 percent saw the officer exonerated, 2 percent were administratively closed or dismissed, 3 percent had other disposition types, and 5 percent were pending or not reported. Similarly, among PAA cases, roughly three-quarters of allegations were sustained, 2 percent were not sustained, 6 percent were unfounded, 5 percent saw the officer exonerated, 1 percent were administratively closed or dismissed, 1 percent had other disposition types, and 13 percent were pending or were not reported to PERF.

**Figure 13. Agency vehicle incidents disposition distribution by time frame (LEOBR n=176; PAA n=685)**



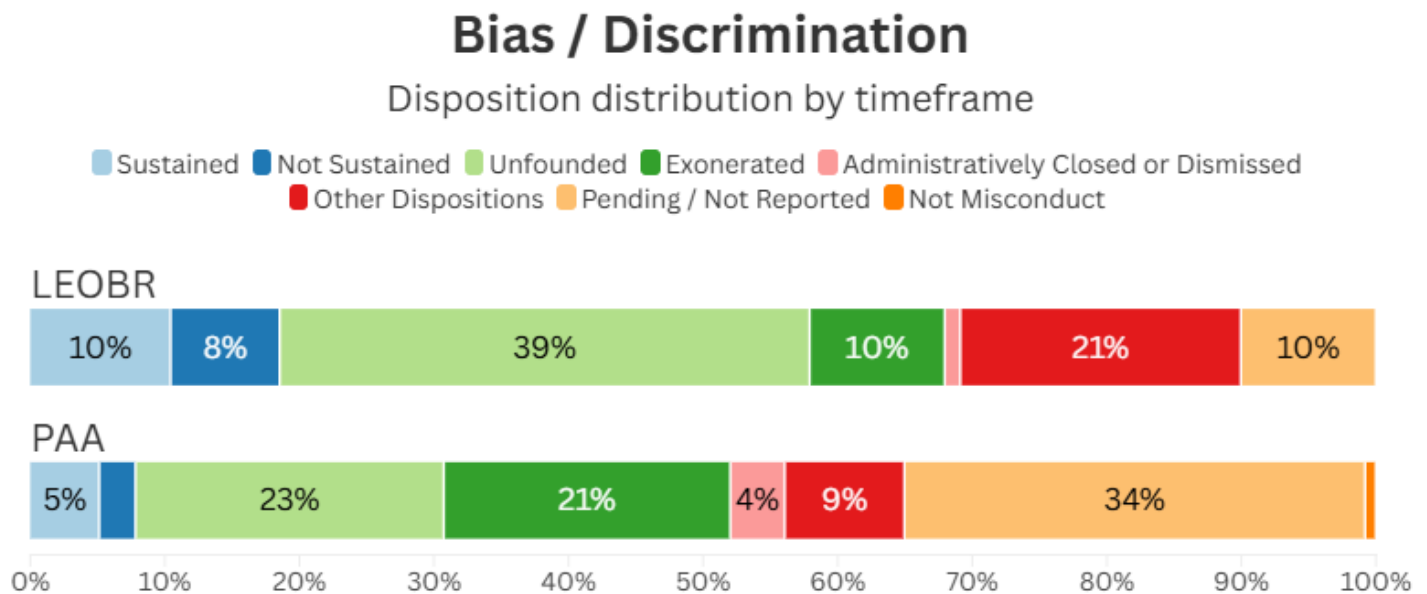
The similarities in the proportion of sustained allegations related to vehicle incidents between the two time frames is particularly notable. Recall that “agency vehicle incident” allegations increased by 289 percent between the LEOBR and PAA periods, likely because of the PAA’s apparent inclusion of minor departmental vehicle-related incidents involving a member of the public in the definition of “police misconduct” (see figure 5). Despite the large increase in allegations between the two time periods, the proportion of sustained allegations has remained steady.



## Bias or Discrimination allegations

Figure 14 shows the distribution of disposition types for bias or discrimination allegations. Among LEOBR cases, 10 percent of allegations were sustained, while 8 percent were not sustained, 39 percent were unfounded, 10 percent saw the officer exonerated, 1 percent were administratively closed or dismissed, 21 percent had other disposition types, and 10 percent were pending or not reported. Among PAA cases, 5 percent of allegations were sustained, 3 percent were not sustained, 23 percent were unfounded, 21 percent saw the officer exonerated, 4 percent were administratively closed or dismissed, 9 percent had other disposition types, 1 percent were categorized as “not misconduct,” and 34 percent were pending or were not reported to PERF.

**Figure 14. Bias or discrimination disposition distribution by time frame (LEOBR n=259; PAA n=371)**

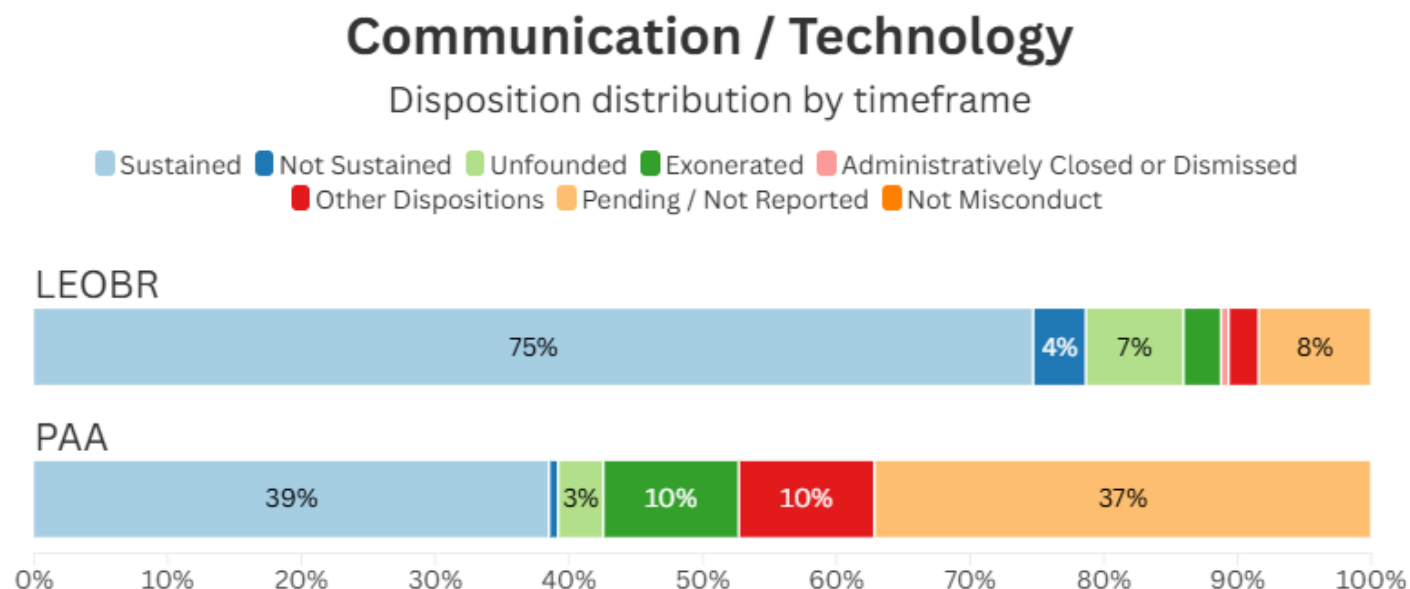


During both time periods, only a relatively small percentage of the allegations were sustained. The majority of allegations (58 percent under LEOBR and 51 percent under PAA) were found to be not sustained, unfounded, had the officer exonerated, or were otherwise administratively closed or dismissed—a fact that would remain unchanged even in the statistically unlikely event that all pending allegations were ultimately sustained.

## Communication and technology allegations

Dispositions for allegations involving violations of communication and technology policies are depicted in figure 15. Among LEOBR cases, 75 percent were sustained, 4 percent were not sustained, 7 percent were unfounded, 3 percent saw the officer exonerated, 1 percent were administratively closed or dismissed, 2 percent had other disposition types, and 8 percent were pending or not reported. Among PAA cases, 39 percent of allegations were sustained, 1 percent were not sustained, 3 percent were unfounded, 10 percent were exonerated, none were administratively closed or dismissed, 10 percent had other disposition types, and 37 percent were pending or were not reported to PERF.

**Figure 15. Communication and technology allegations disposition distribution by time frame (LEOBR n=178; PAA n=148)**

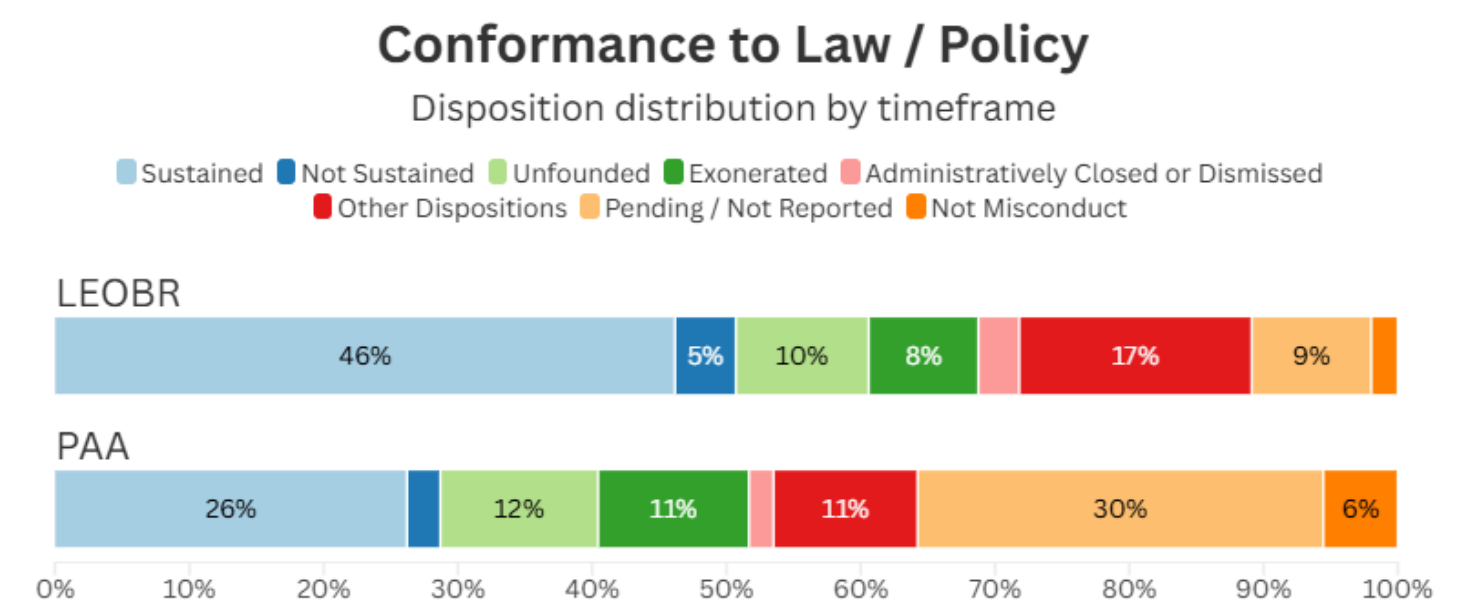


A large majority of communications and technology allegations during both time periods were related to body-worn camera use (69 percent of this category under the LEOBR and 75 percent under the PAA). Other subcategories included policy violations related to other types of audio and video recordings, use of departmental technology (e.g., database access), and use of social media. The high sustained rate under the LEOBR may be explained, at least in part, by the nature of what is alleged, given that violations involving audio or visual recordings or other digital resources have a clear presence or absence of tangible evidence. With more than one-third of PAA-era allegations pending or unreported (possibly because of the amount of time needed to thoroughly review video footage as a part of the investigation and adjudication), it is anticipated that the sustained rate of allegations under the PAA will significantly increase once the pending cases are resolved.

### **Conformance to law or policy allegations**

Figure 16 shows the distribution of disposition types for conformance to law or policy allegations. Among LEOBR cases, nearly half of the allegations were sustained, while 5 percent were not sustained, 10 percent were unfounded, 8 percent saw the officer exonerated, 3 percent were administratively closed or dismissed, 17 percent had other disposition types, 2 percent were categorized as “not misconduct,” and 9 percent were pending or not reported. Among PAA cases, 26 percent of allegations were sustained, 2 percent were not sustained, 12 percent were unfounded, 11 percent saw the officer exonerated, 2 percent were administratively closed or dismissed, 11 percent had other disposition types, 6 percent were categorized as “not misconduct,” and 30 percent were pending or were not reported to PERF.

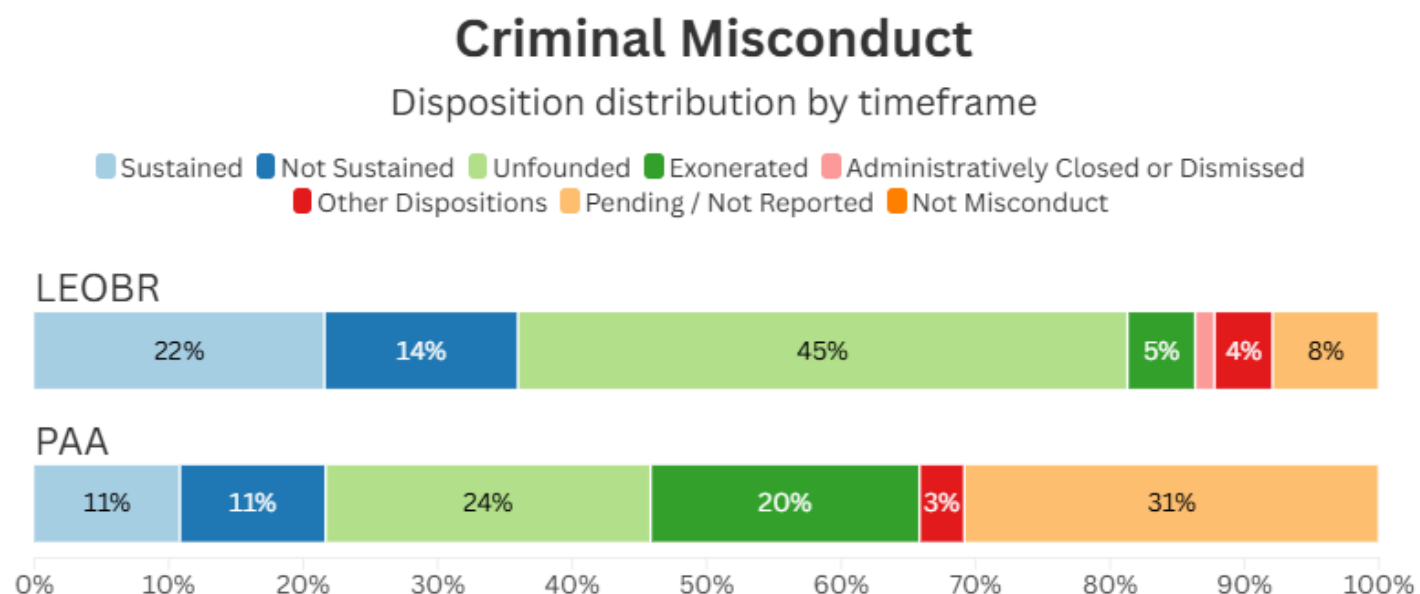
**Figure 16. Conformance to law or policy allegations disposition distribution by time frame (LEOBR n=1,213; PAA n=1,370)**



### ***Criminal misconduct allegations***

Figure 17 shows the distribution of disposition types for criminal misconduct allegations. Among LEOBR cases, 22 percent of allegations were sustained, while 14 percent were not sustained, 45 percent were unfounded, 5 percent saw the officer exonerated, 1 percent were administratively closed or dismissed, 4 percent had other disposition types, and 8 percent were pending or not reported. Among PAA cases, 11 percent of allegations were sustained, 11 percent were not sustained, 24 percent were unfounded, 20 percent saw the officer exonerated, none were administratively closed or dismissed, 3 percent had other disposition types, and 31 percent were pending or were not reported to PERF.

**Figure 17. Criminal misconduct allegations disposition distribution by time frame (LEOBR n=139; PAA n=120)**

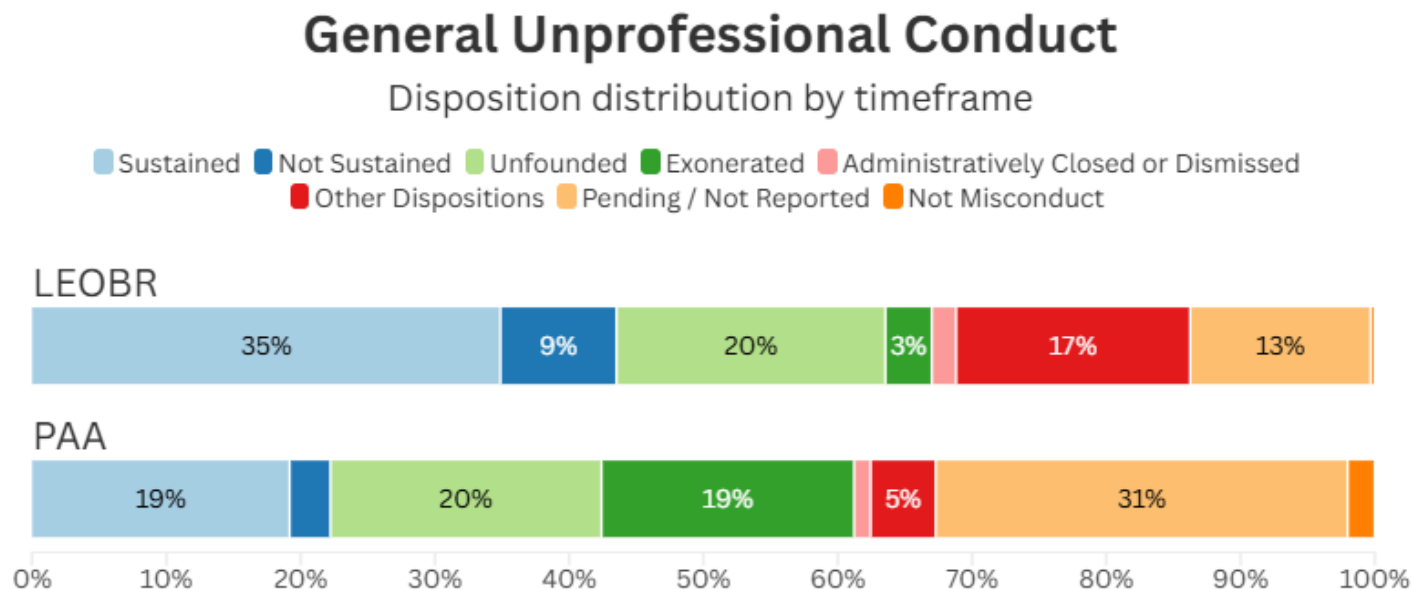


### ***General unprofessional conduct allegations***

Dispositions for the general unprofessional conduct allegations category are depicted in figure 18. Among LEOBR cases, 35 percent were sustained, 9 percent were not sustained, 20 percent were unfounded, 3 percent saw the officer exonerated, 2 percent were administratively closed or dismissed, 17 percent had other disposition types, and 13 percent were pending or not reported and less than 1 percent were categorized as “not misconduct”. Among PAA cases, 19 percent of allegations were sustained, 3 percent were not sustained, 20 percent were unfounded, 19 percent saw the officer exonerated, 1 percent were administratively closed or dismissed, 5 percent had other disposition types, 2 percent were categorized as “not misconduct,” and 31 percent were pending or were not reported to PERF.



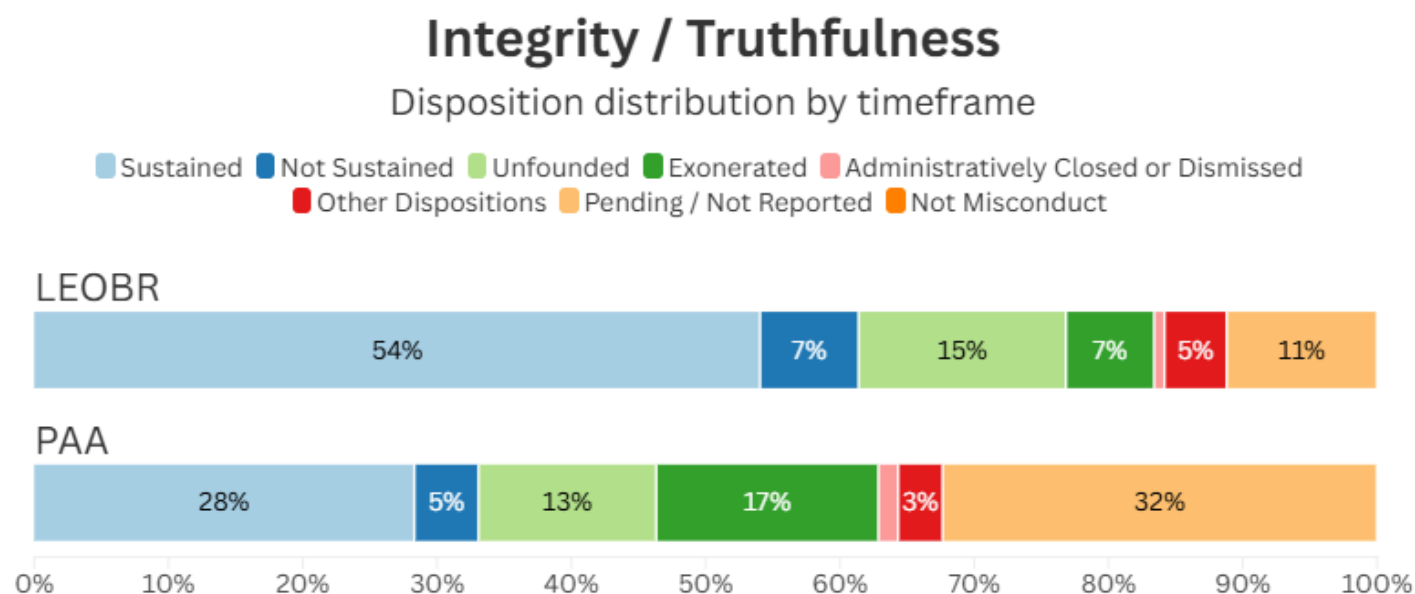
**Figure 18. General unprofessional conduct allegations disposition distribution by time frame (LEOBR n=1,273; PAA n=1,382)**



### ***Integrity or truthfulness allegations***

Figure 19 shows the distribution of disposition types for integrity or truthfulness allegations. Among LEOBR cases, 54 percent of allegations were sustained, while 7 percent were not sustained, 15 percent were unfounded, 7 percent saw the officer exonerated, 1 percent were administratively closed or dismissed, 5 percent had other disposition types, and 11 percent were pending or not reported. Among PAA cases, 28 percent of allegations were sustained, 5 percent were not sustained, 13 percent were unfounded, 17 percent saw the officer exonerated, 1 percent were administratively closed or dismissed, 3 percent had other disposition types, and 32 percent were pending or were not reported to PERF.

**Figure 19. Integrity or truthfulness allegations disposition distribution by time frame (LEOBR n=259; PAA n=272)**

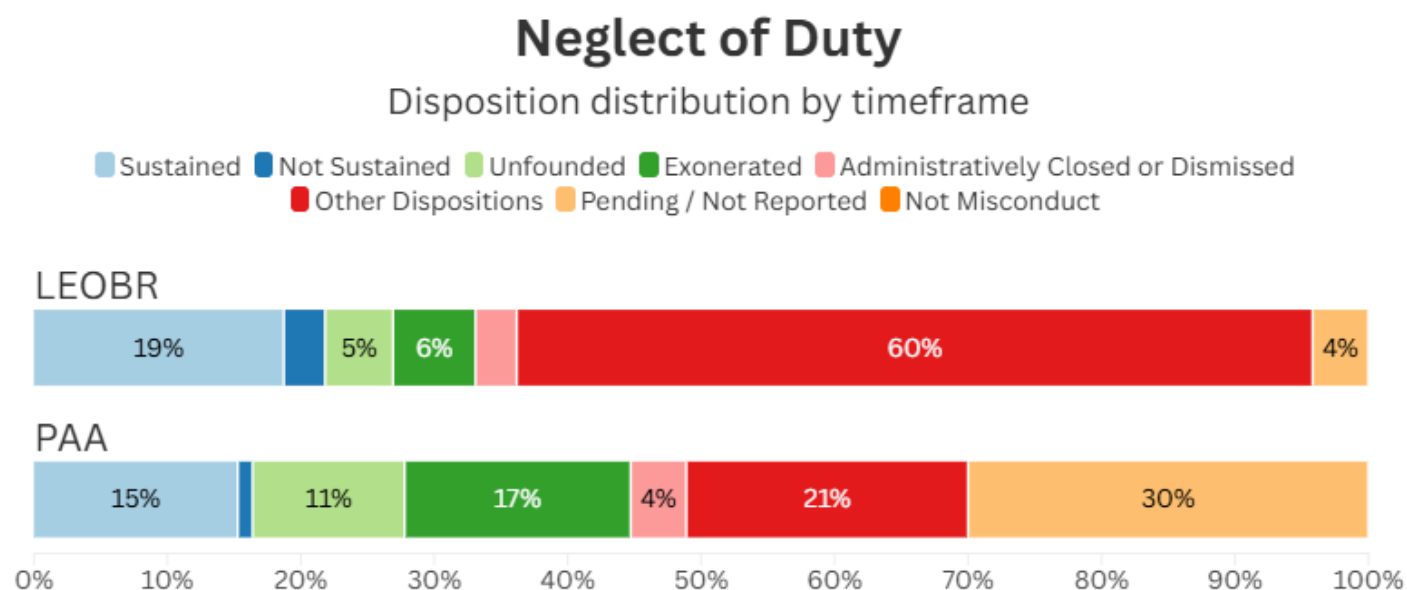


While approximately one-third of PAA integrity or truthfulness allegations were pending or not reported, there is still a notable decrease in the proportion of sustained cases between the LEOBR and PAA time frames. Law enforcement focus groups consistently attributed this disparity to a fundamental difference in understanding between law enforcement officers and the average ACC member about the role of integrity and truthfulness in policing. For example, law enforcement personnel in the focus groups reported ACC members often perceive these allegations as “not a big deal” or “little white lies” and are reluctant to recommend what they perceive as unnecessarily harsh punishment (typically termination) for the offense. But in the eyes of law enforcement professionals, ethics and integrity cannot be compromised as they are the foundation of public trust and legitimacy.

### ***Neglect of Duty allegations***

Dispositions for the neglect of duty allegations category are depicted in figure 20. Among LEOBR cases, 19 percent were sustained, 3 percent were not sustained, 5 percent were unfounded, 6 percent saw the officer exonerated, 3 percent were administratively closed or dismissed, 60 percent had other disposition types, and 4 percent were pending or not reported. Among PAA cases, 15 percent of allegations were sustained, 1 percent were not sustained, 11 percent were unfounded, 17 percent saw the officer exonerated, 4 percent were administratively closed or dismissed, 21 percent had other disposition types, and 30 percent were pending or were not reported to PERF.

**Figure 20. Neglect of duty allegations disposition distribution by time frame (LEOBR n=550; PAA n=360)**

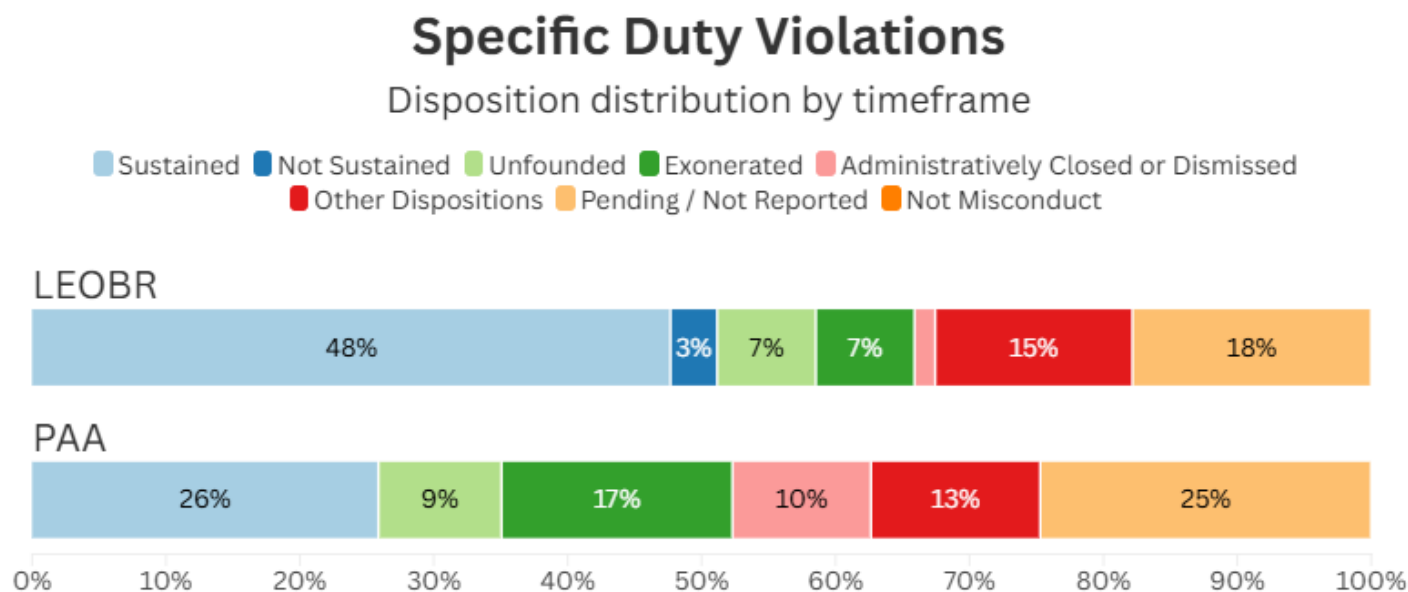


The drastic change in other dispositions between the two time periods (from 60 percent under LEOBR to 21 percent under PAA) may be due to the subtypes of disposition included in the “neglect of duty” category, and how their use has changed between the LEOBR and PAA eras. For example, under LEOBR, the “other dispositions” category includes withdrawn complaints and informal resolutions, but the PAA does not provide for either of these options.

### ***Specific duty violation allegations***

Figure 21 shows the distribution of disposition types for specific duty violation allegations. Among LEOBR cases, 48 percent of allegations were sustained, 3 percent were not sustained, 7 percent were unfounded, 7 percent saw the officer exonerated, 2 percent were administratively closed or dismissed, 15 percent had other disposition types, and 18 percent were pending or not reported. Among PAA cases, 26 percent of allegations were sustained, zero were not sustained, 9 percent were unfounded, 17 percent saw the officer exonerated, 10 percent were administratively closed or dismissed, 13 percent had other disposition types, and 25 percent were pending or were not reported to PERF.

**Figure 21. Specific duty violations disposition distribution by time frame (LEOBR n=258; PAA n=174)**

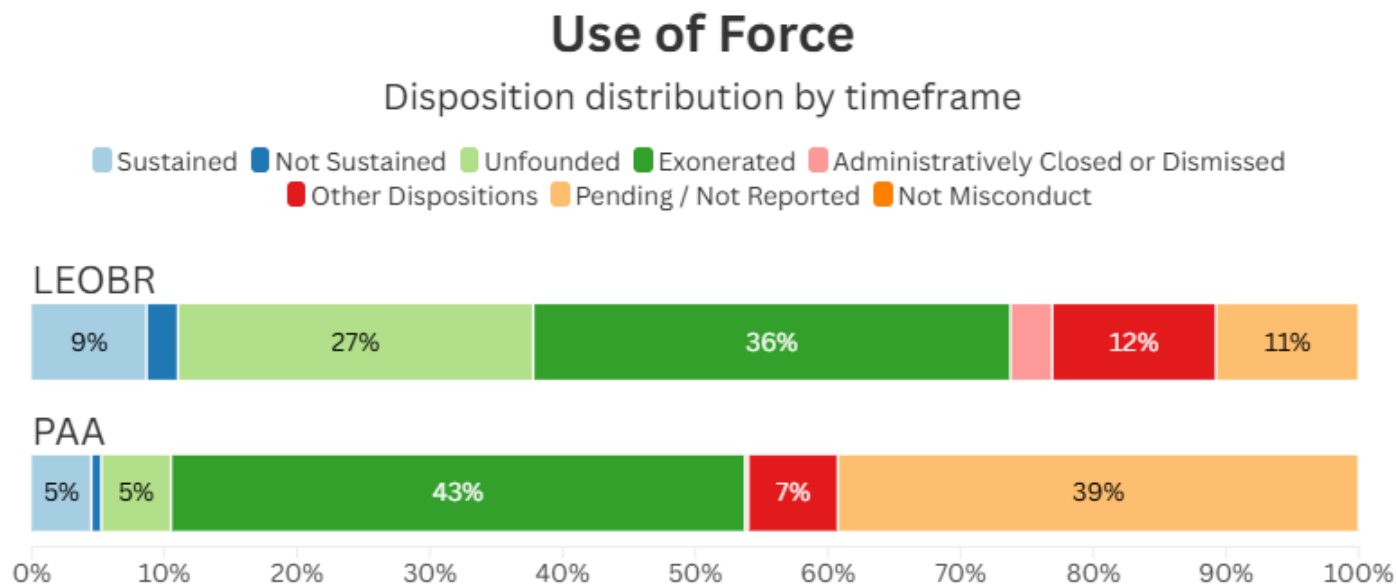


### Use of force allegations

Figure 22 shows the distribution of disposition types for use of force allegations. Among LEOBR cases, 9 percent of allegations were sustained, 2 percent were not sustained, 27 percent were unfounded, 36 percent saw the officer exonerated, 3 percent were administratively closed or dismissed, 12 percent had other disposition types, and 11 percent were pending or not reported. Among PAA cases, 5 percent of allegations were sustained, 1 percent were not sustained, 5 percent were unfounded, 43 percent saw the officer exonerated, none were administratively closed or dismissed, 7 percent had other disposition types, and 39 percent were pending or were not reported to PERF.



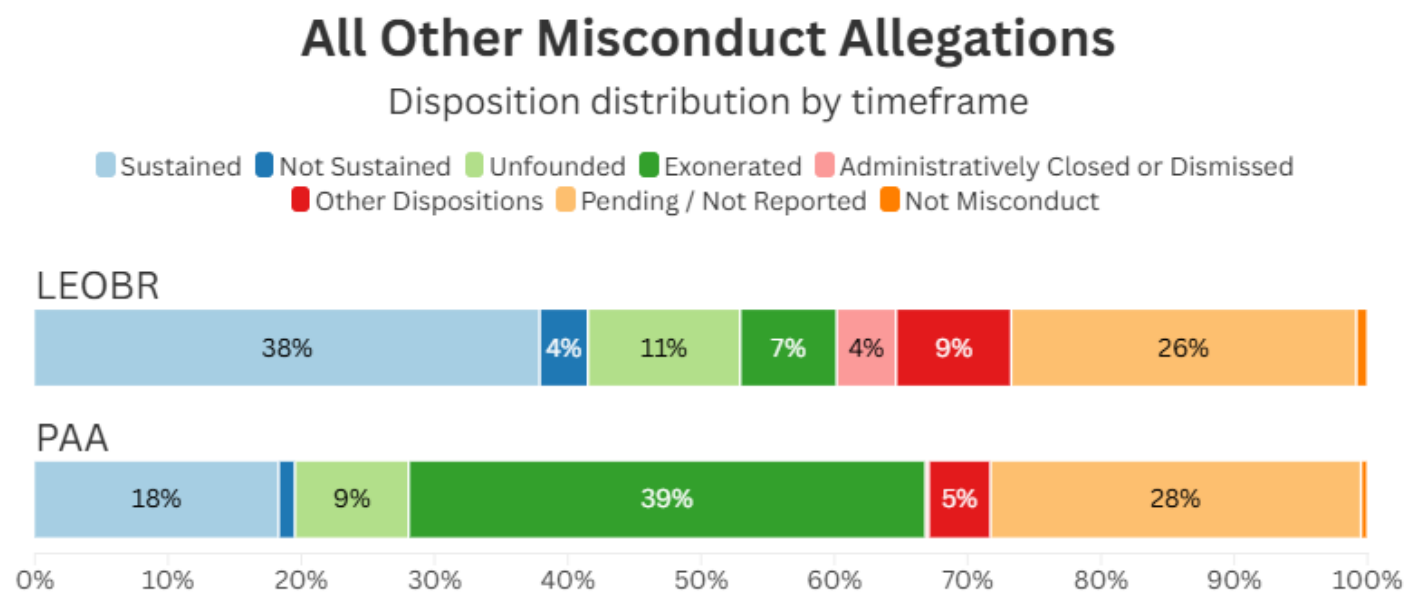
**Figure 22. Use of force allegations disposition distribution by time frame (LEOBR n=381; PAA n=400)**



### Other misconduct allegations

Dispositions for the other misconduct allegations category are depicted in figure 23. Among LEOBR cases, 38 percent were sustained, 4 percent were not sustained, 11 percent were unfounded, 7 percent saw the officer exonerated, 4 percent were administratively closed or dismissed, 9 percent had other disposition types, 1 percent were categorized as “not misconduct,” and 26 percent were pending or not reported. Among PAA cases, 18 percent of allegations were sustained, 1 percent were not sustained, 9 percent were unfounded, 39 percent saw the officer exonerated, none were administratively closed or dismissed, 5 percent had other disposition types, and 28 percent were pending or were not reported to PERF.

**Figure 23. All other misconduct allegations disposition distribution by time frame (LEOBR n=359; PAA n=410)**



**Disciplinary outcomes**

The figures in this section describe the disciplinary outcomes for sustained misconduct allegations. Like the previous section, each figure also breaks down findings into the two time frames of interest: allegations reported, investigated, and adjudicated under the LEOBR and those under the PAA.<sup>9</sup>

As with other findings in this report, it is important to be mindful of the data gaps when interpreting disciplinary findings. For example, in figure 24, more than half (57 percent) of the disciplinary outcomes among sustained PAA-era allegations are either still pending or unreported (missing). There is still value in making comparisons between the proportion of disciplinary outcomes in the two time periods, but those comparisons must be made with the acknowledgment that this amount of missing data significantly undermines the reliability of the findings.

With that said, figure 24 presents the full distribution of disciplinary outcomes for all sustained allegations during both the LEOBR and PAA periods. Among LEOBR cases, 21 percent of sustained allegations resulted in a letter of reprimand, 12 percent in termination, 12 percent in other financial consequences,<sup>10</sup> 18 percent in suspension, 8 percent in counseling or mediation, 8 percent in resignation or retirement, and 12 percent in other disciplinary outcomes.<sup>11</sup> For 10 percent of LEOBR-era sustained allegations, disciplinary outcomes were still pending at the time of data collection or were not reported to PERF. Among PAA cases, 67 percent of the disciplinary outcomes for sustained allegations were

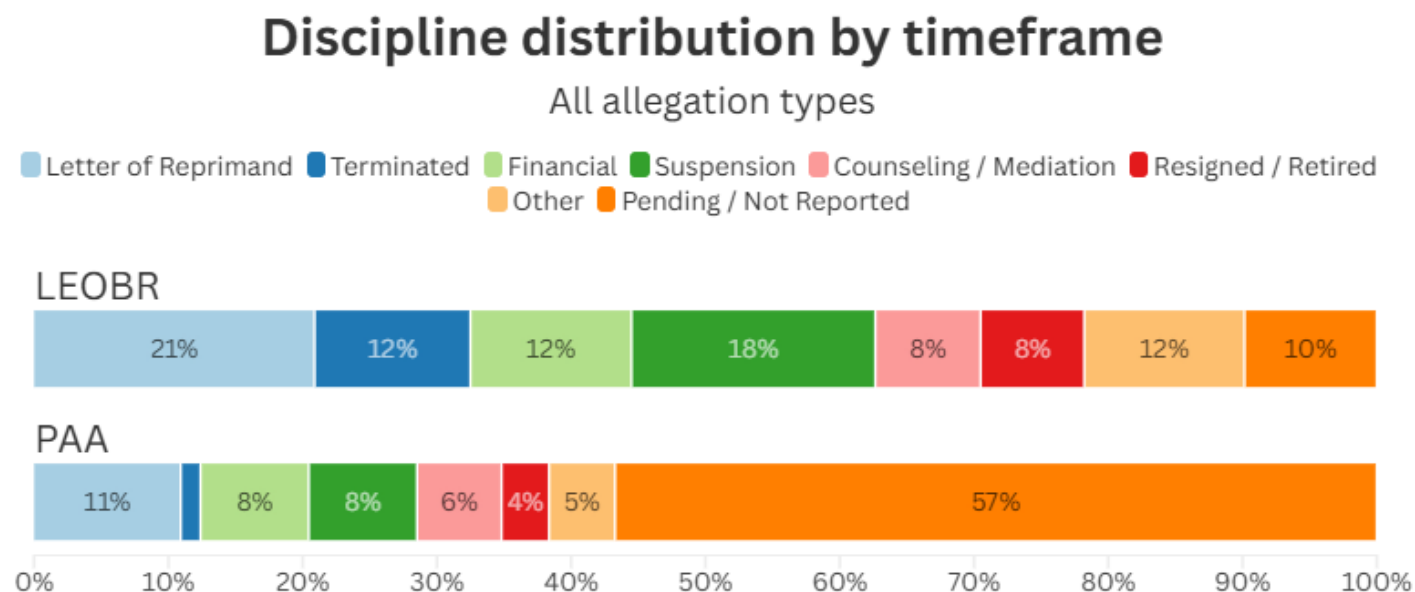
9 Some agencies reported disciplinary actions associated with unfounded, dismissed, or other allegation dispositions, but for clarity those are not included in the figures in this section. Our analysis focuses on the disciplinary measures administered as a direct result of a sustained finding.

10 “Financial consequences” includes loss of leave, loss of pay, and fines.

11 “Other disciplinary outcomes” may include remedial training, demotion, reassignment, and loss of privileges.

pending or not reported. Eleven percent resulted in a letter of reprimand, 1 percent in termination, 8 percent in other financial consequences, 8 percent in suspension, 6 percent in counseling or mediation, 4 percent in resignation or retirement, and 5 percent in other disciplinary outcomes.

**Figure 24. Sustained allegations discipline distribution by time frame (LEOBR n=1,853; PAA n=1,371)**

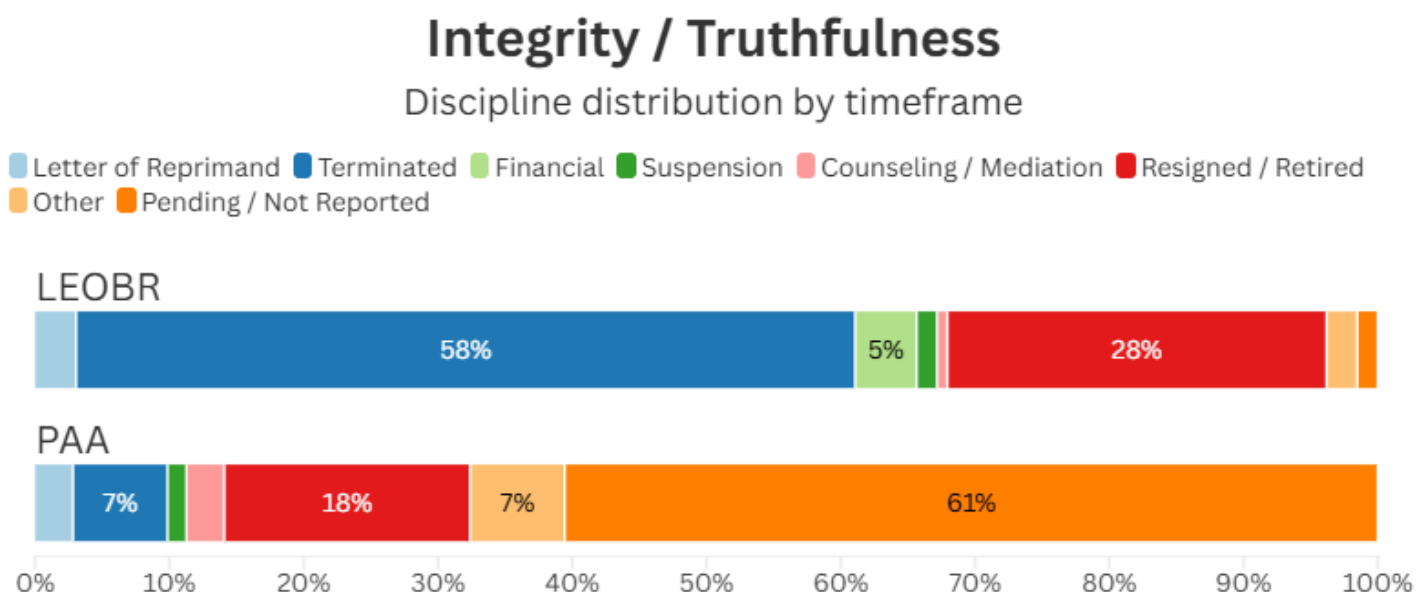


The following figures depict the distribution of disposition types for select allegation categories by time frame.

### ***Integrity or truthfulness allegations***

Among LEOBR cases, 3 percent of sustained integrity or truthfulness allegations resulted in a letter of reprimand, 58 percent in termination, 5 percent in other financial consequences, 2 percent in suspension, 1 percent in counseling or mediation, 28 percent in resignation or retirement, and 2 percent in other disciplinary outcomes. For 2 percent of LEOBR-era sustained integrity or truthfulness allegations, disciplinary outcomes were pending or not reported. Among PAA cases, 61 percent of the disciplinary outcomes for sustained integrity or truthfulness allegations were pending or not reported. Three percent resulted in a letter of reprimand, 7 percent in termination, 1 percent in suspension, 3 percent in counseling or mediation, 18 percent in resignation or retirement, and 7 percent in other disciplinary outcomes. See figure 25.

**Figure 25. Integrity and truthfulness sustained allegations discipline distribution by time frame (LEOBR n=140; PAA n=77)**

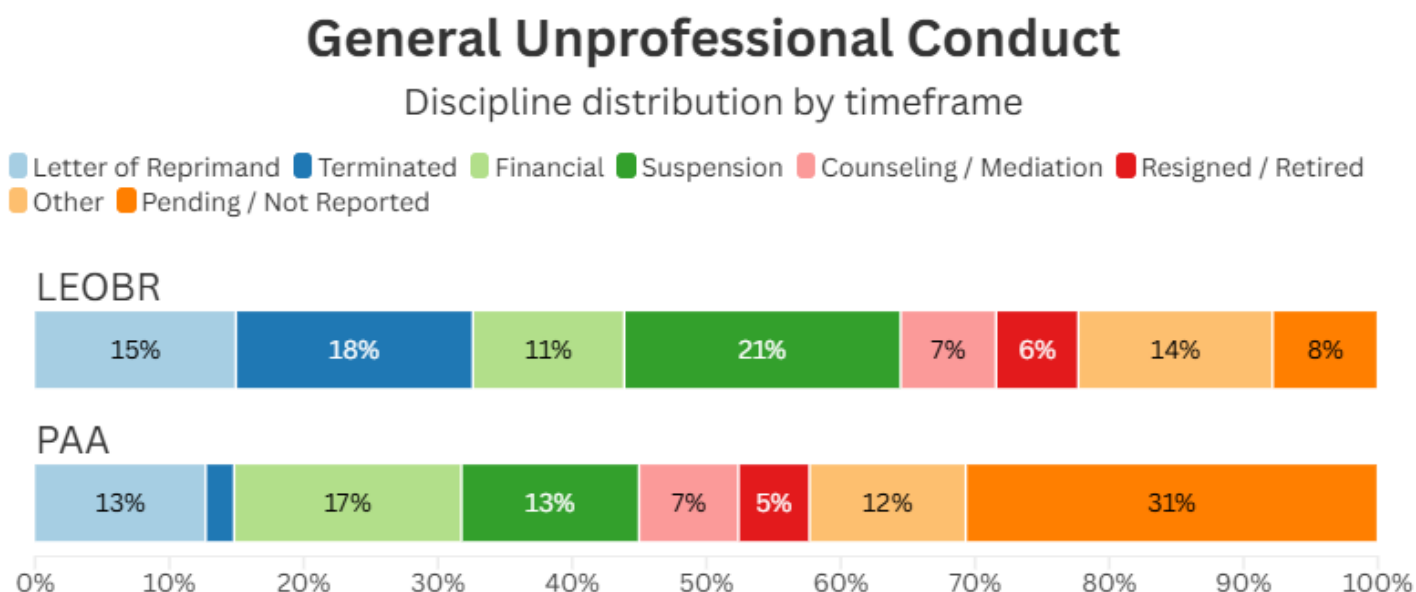


Recall that in the Dispositions section (page 34), there was a disparity in how often integrity or truthfulness allegations were sustained between the LEOBR and PAA periods. Despite missing more than half (61 percent) of the PAA discipline data, a similar disparity in disciplinary outcomes also appears to be emerging. Under the LEOBR, more than half (58 percent) of the sustained allegations related to an officer’s integrity or truthfulness resulted in termination; by contrast, only 7 percent of these sustained allegations under the PAA have thus far resulted in termination. It remains to be seen whether that number will rise as pending PAA cases continue to be resolved.

### **General unprofessional conduct**

Among LEOBR cases, 15 percent of sustained unprofessional conduct allegations resulted in a letter of reprimand, 18 percent in termination, 11 percent in other financial consequences, 21 percent in suspension, 7 percent in counseling or mediation, 6 percent in resignation or retirement, and 14 percent in other disciplinary outcomes. For 8 percent of LEOBR-era sustained unprofessional conduct allegations, disciplinary outcomes were pending or not reported. Among PAA cases, 31 percent of the disciplinary outcomes for sustained unprofessional conduct allegations were pending or not reported. Thirteen percent resulted in a letter of reprimand, 2 percent in termination, 17 percent in other financial consequences, 13 percent in suspension, 7 percent in counseling or mediation, 5 percent in resignation or retirement, and 12 percent in other disciplinary outcomes. See figure 26.

**Figure 26. General unprofessional conduct sustained allegations discipline distribution by time frame (LEOBR n=441; PAA n=217)**



## Timelines

As a part of this study, PERF intended to measure the average elapsed time (in days) for the various stages of the investigation and adjudication process and if or how those averages changed from the LEOBR period to the PAA period. However, providing the level of detail needed to measure these timelines was unrealistically burdensome for most agencies. While most agencies had records of key dates throughout the process, the data were often in a format that would be very time- and labor-intensive to gather into a usable format. For example, an ACC findings letter included in the case file might include the date it was returned to the agency, but to be usable a police department employee would have to manually look up and enter the data into a spreadsheet. For agencies with large caseloads and staffing constraints, this type of manual data collection and entry was simply too time- and resource-intensive.

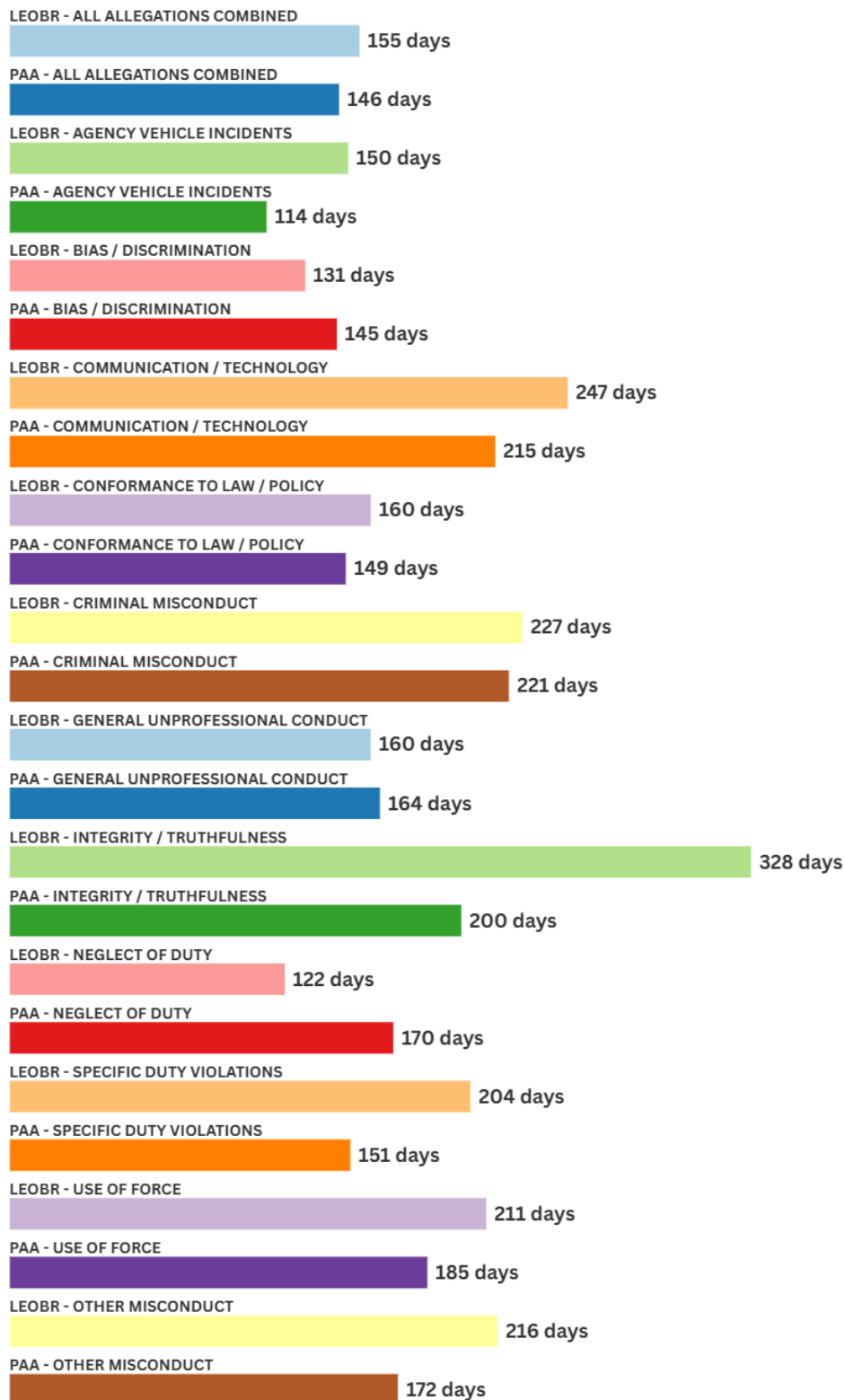
For this reason, only limited timeline analysis is available. Presented here are statistics that describe average case durations, which this study defines as the total time between the date the allegation was made and the date the investigating agency closed the case.<sup>12</sup> The average case duration across all allegation types was 155 days for LEOBR and 146 days for the PAA (see figure 27). For most allegation types, the total elapsed time from allegation date to closure date was less under PAA than under LEOBR. This appears to be a promising early result, but as with all findings in this study, it should be interpreted with caution. Shorter durations for the PAA cases may be a false effect because so many more PAA allegations were still pending at the time of data collection; as those allegations are resolved, their durations may affect the average case duration length.

<sup>12</sup> Therefore only allegations with both a known date of allegation and date of closure are included.



**Figure 27. Average process duration (date of allegation to date of closure) by time period (LEOBR n=5,908; PAA n=6,183)**

### Average Allegation Duration by Time Period





# Case Studies

To glean additional insights into the agencies' investigative and disciplinary processes, PERF sought to analyze a random sample of the 11,740<sup>13</sup> total reported cases. Focusing on the life course of these cases—from the date a complaint was filed to a trial board and judicial review—dramatically reduced the total number of cases from which to draw a random sample, because relatively few cases have reached final resolution at the trial board stage. In total, 14 agencies reported that at least one officer requested a trial board in only 70 of the 11,740 total cases.

The number of cases scheduled for trial board for each of the 14 agencies ranged from one to 22. Of the 70 total cases scheduled, the number of allegations per case ranged from one to 102, and the average number of allegations per case was six (see table 1).

---

<sup>13</sup> Inclusive of Baltimore Police Department cases.

**Table 1. Cases scheduled for administrative trials**

Agency	Cases scheduled for trial board	Total allegations among all cases scheduled for trial board	Average number of allegations per case (rounded)
Agency 1	5	24	5
Agency 2	2	8	4
Agency 3	1	2	2
Agency 4	19	39	2
Agency 5	4	9	2
Agency 6	24	273	11
Agency 7	2	6	3
Agency 8	1	4	4
Agency 9	2	6	3
Agency 10	2	7	4
Agency 11	1	1	1
Agency 12	1	4	4
Agency 13	4	14	4
Agency 14	2	4	2
<b>Total</b>	<b>70</b>	<b>401</b>	<b>6</b>

To focus only on cases with a full initial-complaint-to-trial-board life course, a number randomizer selected one of the 70 cases from each of these 14 agencies.

Like the data for the rest of the project, a significant portion—approximately 50 percent—of the data for the case studies was missing. Among the many examples of missing data, agencies omitted dates when cases were assigned for investigation or sent to the ACC and dates when the ACC remanded a case for investigation or held a case review hearing.

The missing data compromised PERF's ability to explain in detail how disciplinary investigations unfold throughout the lengthy, multi-step process involving complainants, involved officers, investigators, ACC members, agency heads, trial board members, and judiciary. For instance, eight of the 14 agencies did not report the outcome of the randomly selected case; among the six agencies that did report the outcomes, four stated that the officer resigned before the trial board was held, one suspended the officer for 20 days without pay, and one trial board had not yet been held. Thus, even when officers request a trial board, those hearings do not always take place.



# Discussion of Findings

The results of this study's evaluation of the PAA's impact are mixed. As the findings show, this was an important first step toward understanding the police accountability landscape in Maryland and how the PAA has shaped it. However, the study was stymied by the variety of challenges documented throughout this report. Revisiting the sample questions laid out in the report's Purpose of the Present Study section (page 7) helps to illustrate what the study was able to accomplish and what work is still needed:

- **Are police officers charged with misconduct more frequently under the PAA than under the LEOBR?**

Given the data provided, it appears that charges against officers were sustained more often under the LEOBR (32 percent) than under the PAA (22 percent).<sup>14</sup> However, this should *not* be interpreted as a definitive result. Between the limited sample size of agencies (approximately 36 percent of Maryland agencies participated, but six agencies with null data sets and BPD as an outlier were not included in the analysis) and the amount of missing data on outcomes (22 percent of LEOBR and 33 percent of PAA allegations had no reported disposition), there is too much uncertainty to confidently answer this question.

- **Are disciplinary outcomes more severe under the PAA than the LEOBR?**

Similarly, there is too little certainty in the data to definitively answer this question. There is a higher rate of each type of discipline under the LEOBR than under the PAA (e.g., 12 percent of sustained LEOBR allegations resulted in termination, compared with only 1 percent under the PAA; 18 percent of sustained LEOBR allegations resulted in suspension, compared with 8 percent under the PAA). However, *more than half* (57 percent) of the sustained PAA allegations did not have a reported disciplinary outcome. Therefore, any comparisons between the two time periods have significant limitations.

- **Do police officers request trial boards more or less frequently under the PAA than the LEOBR?**

There are too few data available to provide a quantitative analysis for this question. However, many law enforcement agencies have reported to PERF that in their experience, officers request more trial boards under the PAA than under the LEOBR. Agency leaders have expressed frustration that officers are incentivized to request a trial board whenever

---

<sup>14</sup> See figure 12.



a charge against them is sustained, as they have nothing to lose and everything to gain from a second chance at a better outcome. Some larger agencies even have trial board backlogs of dozens—even hundreds—of cases.

## Why is there a backlog of trial boards under the PAA that did not exist under the LEOBR?

According to the focus groups with police officials, officers accused of misconduct are no longer able to negotiate dispositions with the agency and reportedly have no incentive to accept the discipline offered by the department (based on ACC findings and recommendations) because a trial board hearing gives them another chance for a different, more favorable outcome. Under the LEOBR, officers were entitled to a hearing board but also had access to alternatives like negotiated agreements or summary punishment that offered opportunities for the officer to accept responsibility and bring matters to a swift but mutually agreed-upon resolution. These alternative options are no longer available under the PAA. The PAA also introduced the ACC as a new complexity in the adjudication process for which there was no analog under the LEOBR.

At the same time, the PAA shifted the makeup of a trial board from three law enforcement officers (under LEOBR)\* to one law enforcement officer,<sup>†</sup> one civilian,<sup>‡</sup> and an administrative law judge or retired district or circuit court judge (under the PAA). This change brings more oversight and public engagement in the police accountability system, but also comes with drawbacks. For instance, there are a limited number of qualified judges<sup>15</sup> throughout the state to lead the hearings, and some agencies have reported long contract negotiation and appointment processes with them. In some jurisdictions, there are also no trained civilian ACC members. Cases cannot proceed through the trial board process without its members being seated, and as a result, backlogs accrue.

The implications of the trial board backlog are not only fiscal. The inability to administer disciplinary action in a timely manner adversely affects the legitimacy of the disciplinary process, hurts employee morale as officers await their disciplinary fate, and undermines a police chief's authority to impose discipline.

---

\* One of whom must be of equal rank to the accused officer. LEOBR hearing boards could also have 1–2 voting or nonvoting members, dependent upon local law and the chief's discretion.

† The lone law enforcement officer on PAA trial boards must be of equal rank to the accused officer.

‡ Civilian members of PAA trial boards must receive training from the Maryland Police Training and Standards Commission prior to reviewing cases.

---

15 A qualified judge includes actively serving or retired administrative law judges and a retired judges of the District Court or a circuit court, appointed by the chief executive officer of the county.



- For the following questions, PERF did not receive sufficient data to provide even a preliminary analysis:
  - Are trial boards more likely to sustain charges against an officer under the PAA than the LEOBR?
  - Is 30 days after the completion of the investigation sufficient time for ACCs to make a charging decision?
  - How frequently do ACCs request additional information from police agencies before making a charging decision?
  - Are ACCs able to effectively manage their caseloads within statutory timelines?



# Recommendations

If the State of Maryland chooses to build upon the work PERF has begun, several recommendations would improve the data collection and analysis process and enable stakeholders to address many of the unanswered questions regarding police misconduct investigations.

## **Develop a consistent set of data points to be tracked by law enforcement agencies.**

The lack of consistency in how law enforcement agencies track misconduct and internal affairs investigation information made the data collection process arduous for both PERF and the participating agencies and was a major limitation of this study. Each agency in the state is unique, and not all agencies have the same data analysis needs or tracking capabilities. However, some consistency is needed in order to collect data and make reliable inferences. For example, if each agency tracked key case management dates (e.g., date of incident, date of report, date assigned to an investigator, date the completed investigation was sent to the ACC for review), accurate average timelines for each stage of the process could be established.

Contributing to the data tracking initiative should be voluntary, but PERF strongly recommends that every agency participate. The development of the list of data points to be tracked should be led by law enforcement practitioners with direct knowledge of the misconduct investigation and adjudication process. As a starting point, PERF recommends that agencies consider tracking, documenting, and reporting the data outlined here to comprehensively describe the investigative process, from complaint intake to case disposition:

1. Date of incident
2. Date PAB received complaint
3. Date allegation made or complaint received by agency
4. Allegation type(s)
5. Member of the public involved (yes or no)
6. Date case assigned to investigator
7. Date investigation completed
8. Date case sent to ACC
9. Agency recommended finding by allegation
10. Agency recommended discipline by allegation

11. Date ACC remanded case to agency for further investigation
12. Date case returned to ACC (if remanded for further investigation)
13. Date of findings and discipline decision by ACC
14. Date agency received ACC findings and recommendation of discipline
15. ACC findings by allegation
16. ACC disciplinary decision by allegation
17. Agency head increased ACC's recommendation for discipline (yes or no)
18. Final disposition before presentation of findings to involved officer
19. Discipline offered by agency
20. Date discipline offered to officer
21. Date officer accepted discipline
22. Date officer requested trial board
23. Date of trial board
24. Trial board findings
25. Trial board discipline decision
26. Trial board findings include a negotiated agreement (yes or no)
27. Date of officer's request for judicial review (if applicable)
28. Date of judicial review
29. Judicial review findings
30. Date of case closure

Such detailed data tracking would enable the State of Maryland to answer the following kinds of questions:

- How frequently do cases go to a trial board for resolution?
- How frequently do ACCs remand cases for further investigation?
- At what rate do ACCs meet the 30-day requirement to review and determine whether they will file charges against an officer or ask for further investigation by the agency?
- What is the average time it takes to hold a trial board after an officer requests one?
- How often do findings and disciplinary outcomes decided by the ACC differ from the recommendations provided by the agency?
- Are the disciplinary outcomes of trial boards more severe than the disciplinary actions recommended by the agency or ACC?
- What are the most common disciplinary actions taken against officers who are found guilty of the most serious violations of department policy (e.g., Category D, E, and F Violations of the Uniform State Disciplinary Matrix)?
- On average, how long does it take to hold a trial board and report its findings?
- Other than the investigation itself, what are the most time-consuming steps of the investigative and disciplinary processes?

## Develop a consistent set of naming conventions and definitions for terms.

Inconsistent use of terminology and definitions is another major inconsistency between agencies. As described in the Data Cleaning section of this report (see page 9), the data PERF collected were beset with differences in terminology, syntax, spelling, formatting, and definition. This made data analysis difficult and labor-intensive. For example, some agencies reported that they don't use the phrases "sustained" or "not sustained," and instead use "administratively charged" and "not administratively charged." As a part of the data cleaning, PERF recoded the administratively charged/not administratively charged data to consistently use the sustained/not sustained phrasing and group like data.

Like developing a standard set of metrics for agencies to track, PERF also recommends the practitioner-led development of a set of naming conventions and definitions.

## Study the financial impact of PAA implementation on Maryland communities.

Increased workload<sup>16</sup> and differing case outcomes are not the only ways the PAA has impacted Maryland communities. Throughout PERF's work in both phases of this project, law enforcement leaders reported that the PAA's requirements have had—or may potentially have—serious financial consequences for their agencies. For example, one chief of police estimated that each trial board costs their agency up to \$17,000 to facilitate. This cost includes covering the time for trial board members (including the contracted administrative law judge) to review the case, deliberate, and write up findings. Another agency reported that direct costs for trial boards don't come from the agency's budget, but each trial board takes up to 40 hours<sup>17</sup> worth of prep time for an investigator, which the agency does cover.

In Baltimore City, approximately 350 trial boards are pending adjudication. At a rate of \$17,000 per trial board, the cost of holding all 350 trial boards would be approximately \$5 million, assuming the estimated cost for holding a trial board in one jurisdiction is the same throughout the state. But even at a fraction of this estimated cost, this is an unbudgeted fiscal burden most jurisdictions will struggle to accommodate. With many police reform advocates seeking creative ways to reduce police agency spending, the PAA is on course to have the opposite effect.

There are also other costs to communities associated with the PAA, including the costs of advertising, selecting, training, and providing administrative support to PAB and ACC members—not to mention the financial stipends some members are provided.

On the other hand, civilian engagement via the PAB and ACC may offer financial benefits to their communities. By increasing accountability and transparency, these boards can help reduce incidents of misconduct, which can lead to expensive lawsuits, settlements,

---

16 Participant agencies reported a 5 percent increase in the number of allegations from the LEOBR to the PAA. Agencies have reported that in addition to the increased number of investigations, the workload for each case has become more complicated with the shift to the PAA process (e.g., more paperwork, more communication needed, more waiting on external parties to return documents).

17 Another agency reported that their investigators spend <5 hours on trial board prep; as with many other aspects of the investigation and adjudication process, there is a lot of variation between agencies.

and insurance payouts. Legal costs associated with police misconduct can be substantial, but public oversight can help mitigate these expenses by identifying patterns of behavior early and recommending reforms. Additionally, oversight boards can improve public trust and community relations, which in turn may lower the likelihood of protests, civil unrest, or costly emergency responses. Maryland communities' investments in the requirements of the PAA may be a smart fiscal strategy, but it is hard to know without sufficient study.

## **Revise the PAA legislation to reduce unnecessary burden from minor incidents.**

In the June 2024 report *Implementation of the Maryland Police Accountability Act of 2021*, PERF noted that while “most ACCs and law enforcement agencies agree that Category 1 vehicle collisions<sup>18</sup> are low-level violations that do not warrant ACC review,” the plain language of the PAA, though well-intentioned and comprehensive, causes both LEAs and ACCs to spend a disproportionate amount of their time and resources on these minor incidents. Doing so burdens ACCs, LEAs, and the broader accountability system with cases that lack meaningful public safety or misconduct concerns. Although this was clearly not the law’s intended purpose, it is a consequence of the PAA’s overly broad definition of misconduct. ACC members, many of whom serve as volunteers and are already strained with heavy caseloads, must spend valuable time reviewing low-level traffic infractions that supervisors could otherwise handle through routine internal performance management. Yet without legislative clarification, many jurisdictions will continue to refer even the most trivial traffic incidents for ACC review. Revising the PAA to exclude clearly defined low-severity administrative issues—such as Category 1 vehicle collisions without injury or significant damage—would preserve the integrity of the civilian oversight system while restoring common sense to police accountability practices. The PAA should be revisited and revised.

---

<sup>18</sup> “According to the Uniform State Disciplinary Matrix, vehicle collisions involving ‘minor damage to a police vehicle’ are Category 1 violations (see COMAR 12.04.10D(8)(c)) and can include very minor incidents, such as lightly tapping an object like a mailbox with a department-owned vehicle and generating minimal damage. Yet under the MPAA, that violation of policy, however minor, would be subject to the MPAA’s review provisions, since it would also involve a member of the public (i.e. the mailbox or other property belongs to a member of the public.)” PERF, *Implementation of the Maryland Police Accountability Act of 2021*, 27 (see note 3).



The Maryland state flag is partially visible in the top right corner of the page. It features a black and yellow checkered pattern with a red and white cross on a white background.

# Conclusion

The Maryland Police Accountability Act of 2021 was the most sweeping overhaul of the police accountability system since the first passage of the LEOBR over half a century ago. This study marks a foundational step in understanding its effects, highlighting both the promise of greater transparency and the challenges of inconsistent implementation, data limitations, and procedural complexity. While the data reveal areas where the PAA may be improving accountability processes, it also underscores the operational burdens placed on both LEAs and ACCs—particularly in reviewing low-severity incidents and managing significant trial board backlogs.

Moving forward, the success of the PAA will depend not only on legislative refinement but also on a shared commitment from state leaders, oversight bodies, and law enforcement agencies to strengthen infrastructure and improve data practices. Without consistent metrics, shared terminology, and streamlined procedures, the full potential of the law will remain unrealized. With targeted adjustments—especially to reduce inefficiencies and unnecessary workload—Maryland has an opportunity to lead the nation in developing a meaningful, balanced system of police accountability that is both transparent to the public and sustainable for the agencies tasked with implementing it.



# Glossary

**ACC.** Administrative Charging Committee, the administrative body for each county, Baltimore City, and state and multi-county agencies responsible for reviewing investigation findings, making a determination whether the officer will be administratively charged, and recommending discipline in accordance with the Uniform Disciplinary Matrix.<sup>19</sup>

**Administratively charged.** A police officer has been formally accused of misconduct in an administrative proceeding.<sup>20</sup>

**Exonerated.** A police officer acted in accordance with the law and agency policy.<sup>21</sup>

**GOCPP.** Maryland Governor's Office of Crime Prevention and Policy, the funding agency for this study.

**LEA.** Law enforcement agency.

**LEOBR.** Law Enforcement Officers' Bill of Rights.

**Not sustained.** A clearance designation used by some agencies and ACCs to indicate that the misconduct allegation against an officer did not lead to an administrative charge or discipline. "Unfounded" and "exonerated" are sometimes considered subcategories under "not sustained."

**PAA.** Maryland Police Accountability Act of 2021.

**PAB.** Police Accountability Board, the administrative body in each county (and Baltimore City) responsible for receiving complaints of police misconduct from members of the public, reviewing outcomes of disciplinary matters considered by charging committees, and reporting on trends in the disciplinary process and recommendations to policy that

---

<sup>19</sup> MD. CODE PUB. SAFETY §3-104, <https://mgaleg.maryland.gov/mgaweb/Laws/StatuteText?article=gps&section=3-104>.

<sup>20</sup> MD. CODE PUB. SAFETY §3-101(b) (see note 6).

<sup>21</sup> MD. CODE PUB. SAFETY §3-101(d) (see note 6).

would improve police accountability.<sup>22</sup> There is no PAB for state and multi-county agencies.

**Sustained.** A clearance designation used by some agencies and ACCs to indicate that the misconduct allegation against an officer was credible and substantiated, and will lead to administrative charging and discipline.

**Unfounded.** Allegations against a police officer are not supported by fact.<sup>23</sup>

---

22 MD. CODE PUB. SAFETY §3-102, <https://mgaleg.maryland.gov/mgaweb/Laws/StatuteText?article=gps&section=3-102>.

23 MD. CODE PUB. SAFETY § 3-101(k) (see note 6).



# **Appendix A. Data Request and FAQs**





PERF and the Governor's Office of Crime Prevention and Policy are launching an initiative to collect and analyze data on complaints, timelines, and outcomes from Maryland law enforcement agencies. Our goal is to measure the magnitude of issues, challenges, and gaps identified in our June 2024 report, [\*Implementation of the Maryland Police Accountability Act of 2021\*](#).

## Data requested from agencies

Below are data fields that PERF requests each agency populate. The center column describes the format that each field will be collected in (e.g., dates, open-ended, or single choice). The right column provides an example of (fictional) case data that corresponds with each field. If you have questions about the data request, please contact [zmack@policeforum.org](mailto:zmack@policeforum.org).

### Basic case data

The following are general fields; they may not apply to every case. **Fields that don't apply to a particular case should be left blank.** For example, if a case was reported directly to the agency and not through the PAB, then the "date complaint received by PAB" field should be left blank.

Other fields may be difficult to fill in because the data is not readily tracked in your agency's recordkeeping system (e.g., IAPRO). For example, the date on which an investigation was assigned to a detective may not be tracked in a searchable field. These fields could be filled in manually, but if doing so presents an undue burden then they should be left blank.

Data field to be collected	Type of Input	Example
Unique case ID number <sup>1</sup>	Open-ended	2023-00123
Date of incident	Date	9/25/2023
Date complaint received by the agency from the PAB	Date	9/26/2023
Date the complaint was received by the law enforcement agency	Date	9/28/2023

<sup>1</sup> This could be a number already created by your agency, or a unique identifier you create for PERF. IAPRO users may consider using the "Incident Database Row #" field as a unique identifier that is different from the agency-assigned case number.



<b>Data field to be collected</b>	<b>Type of Input</b>	<b>Example</b>
Allegations (i.e., how the agency categorizes complaints) – Please list all allegations for each case	Open-ended	<i>Absent Without Leave</i>
Did the complaint involve a member of the public?	Single Choice: Yes or No	<i>Yes</i>
Date the investigation was assigned/initiated	Date	<i>-- (left blank because the date is unknown)</i>
Date the investigation was completed	Date	<i>10/30/2023</i>
Did this case fall under the process guided by the Law Enforcement Officers' Bill of Rights (LEOBR) or the Police Accountability Act (PAA)? <sup>2</sup>	Single Choice: LEOBR or PAA	<i>PAA</i>

## ACC Review Data

The following questions may also apply if the case was referred to the ACC for review. However, some questions may not apply if the case did not or has not yet progressed to a certain stage of the review process. For example, the ACC's findings may not be reportable if the case is still under review. Fields that are applicable should be filled out to the extent possible. **Fields that are not applicable or for which the data is not readily tracked in the agency's recordkeeping system should be left blank.**

<b>Data field to be collected</b>	<b>Type of Input</b>	<b>Example</b>
Date of referral to ACC	Date	<i>11/5/2023</i>
Findings recommended by agency for each allegation	Choose whichever apply: Sustained; Not sustained; Unfounded; Exonerated; Administratively Closed; Withdrawn; Not applicable; Other (please specify)	<i>Sustained</i>
Discipline recommended by agency for each sustained charge	Open-ended	<i>2 days loss of leave</i>
Did the ACC remand the case to the agency for further investigation?	Single Choice: Yes or No <i>(reminder: leave blank if not applicable)</i>	<i>No</i>

<sup>2</sup> The PAA became effective statewide on July 1, 2022, though some agencies began following its process later due to pre-existing collective bargaining agreements. For each case, please indicate whether it was handled under the "rules" of either the LEOBR or the PAA.

<b>Data field to be collected</b>	<b>Type of Input</b>	<b>Example</b>
Date the ACC remanded the case to the agency for further investigation	Date	-
Date investigation returned to ACC after further investigation	Date	-
ACC findings for each allegation	Choose whichever apply: Sustained; Not sustained; Unfounded; Exonerated; Administratively Closed; Withdrawn; Not applicable; Other (please specify)	<i>Sustained</i>
Discipline determined by ACC for each sustained charge	Open-ended	<i>3 days loss of pay</i>
Date of findings & discipline decisions by ACC	Date	<i>11/15/2023</i>
Date the agency received the ACC's findings and discipline decisions	Date	<i>11/19/2023</i>

## Post-ACC Review Data

If the ACC review is complete for this case, the following questions may apply. Questions that are not applicable should be left blank.

<b>Data field to be collected</b>	<b>Type of Input</b>	<b>Example</b>
Did agency head increase the level of discipline decided by the ACC?	Single Choice: Yes or No (reminder: leave blank if not applicable)	<i>No</i>
If yes, what increased discipline did the agency head offer?	Open-ended	-
Date that discipline was offered to the officer	Date	<i>11/22/2023</i>
Did the officer request a trial board?	Single Choice: Yes or No (reminder: leave blank if not applicable)	<i>Yes</i>
Date officer requested trial board	Date	<i>11/25/2023</i>

<b>Data field to be collected</b>	<b>Type of Input</b>	<b>Example</b>
Was the case presented to the trial board?	Single Choice: Yes, full case information presented; Yes, limited case information presented; No, no case presented; Trial Board has not yet been held	<i>Yes, limited case information presented</i>
Date of trial board determination	Date	1/5/2024
Trial board findings for each allegation	Choose whichever apply: Sustained; Not sustained; Unfounded; Exonerated; Administratively Closed; Withdrawn; Not applicable; Other (please specify)	<i>Sustained</i>
Trial board discipline determination for each sustained charge	Open-ended	<i>2 days loss of pay</i>
Did trial board findings include a negotiated agreement between agency and officer?	Single Choice: Yes; No <i>(reminder: leave blank if not applicable)</i>	<i>No</i>
Did the officer request judicial review by circuit court?	Single Choice: Yes, No <i>(reminder: leave blank if not applicable)</i>	<i>No</i>
Date of officer request for circuit court review	Date	-
Date of review by circuit court	Date	-
Circuit court findings for each allegation	Choose whichever apply: Sustained; Not sustained; Unfounded; Exonerated; Administratively Closed; Withdrawn; Not applicable; Other (please specify)	-
Circuit court discipline determination for each sustained charge	Open-ended	-
Date of final case closure	Date	1/8/2024
Other key facts, dates, or information not captured above	Open-ended	-

## If the case was not eligible for ACC review, the following questions may also apply.

These questions only apply for cases in which the ACC process is not relevant (e.g., if it did not involve a member of the public, or if it was initiated under LEOBR), and the findings and discipline are exclusively handled internally.

<b>Data field to be collected</b>	<b>Type of Input</b>	<b>Example</b>
What were the case's findings?	Choose whichever apply: Sustained; Not sustained; Unfounded; Exonerated; Administratively Closed; Withdrawn; Not applicable; Other (please specify)	<i>Sustained</i>
Discipline determined for each sustained charge	Open-ended	<i>3 days loss of leave</i>
Did the officer request a trial board?	Single Choice: Yes or No <i>(reminder: leave blank if not applicable)</i>	<i>Yes</i>
Date of officer request for trial board	Date	<i>11/25/2023</i>
Date of trial board determination	Date	<i>12/15/2023</i>
Trial board findings for each allegation	Choose whichever apply: Sustained; Not sustained; Unfounded; Exonerated; Administratively Closed; Withdrawn; Not applicable; Other (please specify)	<i>Sustained</i>
Trial board discipline determination for each sustained charge	Open-ended	<i>2 days loss of leave</i>
Did trial board findings include a negotiated agreement between agency and officer?	Single Choice: Yes; No <i>(reminder: leave blank if not applicable)</i>	<i>No</i>
Date of final case closure	Date	<i>1/8/2024</i>
Other key facts, dates, or information not captured above	Open-ended	<i>-</i>



## Frequently Asked Questions:

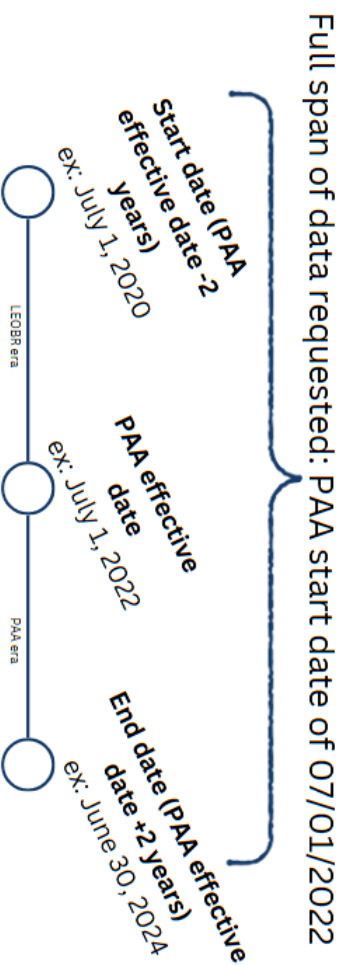
### Measuring the Impact of the Police Accountability Act in Maryland

The Police Executive Research Forum (PERF) and the Governor's Office of Crime Prevention and Policy are launching an initiative to collect and analyze data on complaints, timelines, and outcomes related to Maryland's Police Accountability Act. The goal is to measure the magnitude of issues, challenges, and gaps identified in our June 2024 report, [Implementation of the Maryland Police Accountability Act of 2021](#).

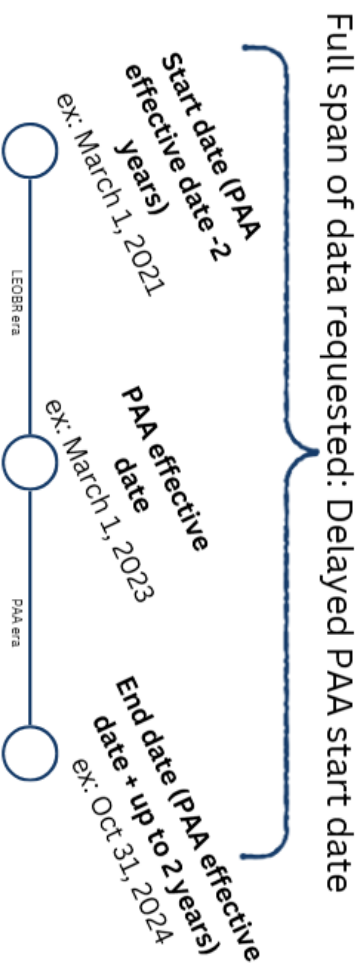
Below are the answers to some of the most common questions we have received from law enforcement agencies considering participation in this initiative. If your question isn't answered here, please contact PERF Research Associate Zoe Mack at [zmack@policeforum.org](mailto:zmack@policeforum.org) or 202-454-8314.

#### ► What is the relevant data period?

For this initiative, PERF is asking for up to four years of case data on internal affairs investigations. To allow comparison, this includes **2 years of data before the PAA took effect and two years after the PAA took effect**. For example, if your agency began following PAA procedures when the law went into effect on July 1, 2022, your agency would provide data from July 1, 2020 – June 30, 2024.



For some agencies, the PAA process did not take effect until a later date due to collective bargaining agreements. For example, if your agency did not begin following PAA procedures until March 1, 2023, your agency would provide data from March 1, 2021, to the end of the most recent month (e.g., October 31, 2024), a total of 3 years and 8 months.



### ► Should we only include cases from the Police Accountability Act era?

No. All cases in the purview of your agency's internal affairs office should be included for the specified period (subject to sampling, if discussed in advance with PERF), even if they fell under the LEOBR instead of the PAA. Cases that pre-date the PAA should still be included; the ACC and post-ACC related questions simply will not apply to them. Leave blank any fields that are not applicable.

### ► In what format should we submit data to PERF?

There are three options for submitting data to PERF:

1. Customized report - If your agency uses IAPro or a similar records management system (RMS) for internal affairs cases, you can build a customized report **to download data** that aligns with the data fields requested. There may be data fields that your agency does not track, but please do your best to include as many of the requested fields as possible.
2. Data entry form provided by PERF. This form is used to manually enter data case by case, so it is most suitable for agencies with smaller case volume that do not have an RMS.
3. Provide raw or redacted case files to PERF (within the provisions of a mutually agreed-upon data use and nondisclosure agreement) for PERF to manually extract the relevant data.

### ► How will we transfer data to PERF?

Data submitted via the data entry form will automatically be sent to PERF. For other files that need to be submitted, there are two basic options for transferring data:



1. Upload to Box.com (preferred option). Box.com is a secure, online file-sharing platform. The link below can only be used to upload files. You cannot view files that have been uploaded or see any information from other file uploaders. Files should be submitted to PERF at the following link: <https://app.box.com/f/b5c12047073e4a0baf699419ae0524a8>

2. Physical transfer using an external storage drive. If preferred, PERF can provide an encrypted and password protected external drive for an agency to save its files. The agency would then return the external drive to PERF via certified mail. Depending on the location of the agency, we may also be able to arrange an in-person pickup. Options for using an external storage drive to transfer data should be discussed in advance with PERF staff.

► **What about cases that don't involve a member of the public?**

PAA-era cases that are not eligible for ACC review because they don't involve a member of the public **should still be included** in your data set. Again, leave blank any fields that are not applicable to the specific case.

► **How do I enter cases that involve multiple officers?**

Because charges and discipline outcomes are specific to each officer, please submit information about each incident by individual officer. If more than one officer is involved in a single case, the same unique case ID number should be used for each officer to indicate that they were involved in the same case/incident.

For those submitting data from IAPro, a suggested practice is to use the "incident database row" field as the unique case identifier, and the "employee database row" field to differentiate between multiple officers within each case.

► **What if there are more allegation types than I have space to enter?**

If you are submitting data from IAPro, you should be able to provide as many allegation types as recorded in the system.

If you are using the web link to enter information manually, the form will allow up to five allegation types per officer per incident. If there are more than five allegation types, please include the five your agency considers to be the most serious offenses.

► **How will our files be secured?**

Only PERF staff working directly on this project have access to view the files submitted. All files will be kept in secure digital storage until the end of the project period, at which point they will be returned to the agency of origin or destroyed. If hard copies are made of any files, they will be kept in locked, access-controlled storage in PERF's offices, and destroyed at the conclusion of the project.

► **What should I do if I'm not sure how to answer a question or complete a field?**

Please contact the PERF project team for guidance! Research Associate Zoe Mack should be your first point of contact at [zmack@policeforum.org](mailto:zmack@policeforum.org) or 202-454-8314. We are happy to answer any questions.



## **Appendix B. First Recode of Allegation Data**

The following chart describes how the PERF team recoded the raw data collected from participant law enforcement agencies into consistent terms. Please note that variations and errors in spelling, syntax, spacing and other formatting elements appear below how they were provided to PERF by participating agencies.

Recoded theme	Raw data language
Not misconduct	"none"; "Not Misconduct"; "No accusation of policy violation"; "Duplicate Entry PSR 21-02"
Conduct unbecoming	" Unbecoming Conduct"; "2. Conduct Unbecoming"; " Unbecoming Conduct"; " unbecoming conduct "; "#1:Conduct Unbecoming"; "#1: Conduct Unbecoming"; "#2: Conduct Unbecoming"; "1. Conduct Unbecoming"; "1. Conduct Unbecoming"; "1. Conduct Unbecoming "; "#3: Conduct Unbecoming"; "Unbecoming"; "Unbecoming Condcut"; "Unbecoming Conduct"; "Unbecoming conduct "; "Unbecoming Conduct - Off Duty – 02"; "Unbecoming Conduct - On Duty – 01"; "2. Conduct Unbecoming"; "2. Conduct Unbecoming "; "2. Conduct Unbecoming "; "1. Conduct Unbecoming"; "2. Conduct Unbecoming"; "3. Conduct Unbecoming"; "3. Conduct Unbecoming "; "4. Conduct Unbecoming"; "5. Conduct Unbecoming"; "Conduct Unbecomming"; "Conduct"; "Conduct - Count 2"; "Conduct Unbecoming"; "Conduct Unbecoming "; "Conduct Unbecoming a Police Officer/Employee"; "Conduct Unbecoming County Employee"; "Conduct Unbecoming Off-Duty"; "Conduct Unbecoming/Conformance to Law"; "Index Code 302; Department Rules; Rule 13 Conduct Unbecoming Employee / Police Officer"; "Unprofessional/Unbecoming Conduct"; "conduct unbecoming an employee"; "Conduct Unbecoming - language"; "Conduct Unbecoming - Using status for influence"; "Conduct Unbecoming - Off-duty act that brings discredit"; "Conduct Unbecoming - general"; "Conduct unbecoming."; "bringing discredit upon the agency"; "Bringing discredit to the agency"; "Conduct off duty reflects unfavorable upon the agency 2 counts"; "unsatisfactory conduct - off duty"
Decorum/ Unprofessional	"Decorum/Unprofessional"; "All Other Attitude Complaints"; "Immoral Conduct"; "Came to the house to visit wife while he was not home."; "Smoking in Police Vehicle"; "Inappropriate Workplace Conduct"; "Played Vulgar Rap Music on Radio"; "Acting Unprofessionally"; "Unprofessional Conduct"; "1. Conduct with Departmental Members"; "1. Conduct with Departmental Members "

Bias/Profiling	" 2. Racial Bias/Profiling"; " Bias Based Profiling"; " Bias Based Profiling "; "1. Racial Bias/ Profiling"; "2. Racial Bias/ Profiling"; "Racial Bias / Profiling"; "Bias Based Profiling"; "Bias Based Profiling "; "Bias-based Profiling"; "Bias-based Profiling "; "Biased Based Profiling"; "Biased-based Profiling "; "Profiling"; "Racial Profiling"; "Racial Profiling - 50B"; "Bias-Free Policing"; "Racially Profiled Subject"; "Expressions of Racial Prejudice/Racial Epithets - 50"; "Targeted her as a Black Woman Accusing Her of Being the Aggressor"; "Bias-Based Profiling - Racial"; "Policing Impartiality"; "Unfairly Targeted"; "Use of Language – Inappropriate"; "Biased-based Policing Prohibited"; "Biased-based Policing - Reason for contact"; "Arrest based on race"; "Display Bias and Discrimination"; "Biased-Based Policing"; "Impartiality"; "Impartial Enforcement"; "Differential Treatment "
Workplace Discrimination/ Harassment	"[Agency] Employee Relations Manual, K-01, Non-Discrimination & Non-Harassment in Employment"; "Harassment (Within the Department)"; " Workplace Discrimination or Harassment"; "Hostile Work Environment"; "Hostile Work Enviornment"; "Conduct w/ Department Personnel"; "Employee Relations Manual"
Discrimination/ Harassment	" 3. Discrimination"; " Harassment & Discrimination "; "#2: Discrimination/Harassment"; "#2: Discrimination/Harassment"; "Disrimination & Harrassment "; "#5: Discrimination"; ""Discrimination""; "#1: Discrimination/Harassment"; "2. Discrimination"; "All Other Harassment/discrimination"; "Discrimination"; "Discrimination - 50C"; "Discrimination & Harassment"; "Discrimination & Harassment "; "Discrimination & Harrassment "; "Discrimination and Harassment"; "Discrimination/Harassment"; "Discriminatory Policing"; "Discrim/Harassment/Use of Derogatory Language"; "Harassment"; "Harassment & Discrimination"; "Harassment & Discrimination "; "Harassment (Other than Sexual) -01C"; "Harassment and Discrimination"; "Harrassment - (non discrimination)"; "Harrassment & Discrimination "; "Racial Discrimination - 50A"; "Racial Discrimination-Citizen Complaint"; "Racial Harassment/Discrimination"; ""Harassment""; "2. Harassment"; "3. Harassment"; "All Other Harassment of Non-Members"; "Sexual/Religious/Racial/Ethnic Harassment Non-Members"; "harrassment"; "Impartial Policing"; "discrimination harassment"; "racial descrimination"; "Discrimination; harassment; retaliation."
Rude/Discourteous	" 3. Rudeness"; " Courtesy"; " Courtesy "; "#2: Courtesy"; "#1: Courtesy"; "#1: Discourtesy"; "#2: Discourtesy"; "Rude & Discourteous – 48"; "Rude and Discourteous"; "Rude or

	<p>Discourteous Actions"; "Courstesy"; "Courtesy"; "Courtesy "; "Courtesy "; "Courtesy – Language"; "Rudeness"; "Rule 22 – Courtesy"; ""Rude and Discourteous""; "Discourteous"; "Discourteous comments"; "Discourtesy"; "Discourtesy/Disrespect/Inappropriate Comment to Co-Worker/Supervisor"; "Discourtesy/Disrespect/Inapropriate Comment to Co-Worker/Supervisor"; "1. Rudeness"; "2. Rudeness"; "Deputy yelled and hollered at her and was being too dramatic"; "Civility and Respect"; "Called Complainant a Low Life"; "Disrespect employee"; "Protocol - Courtesy"; "Unprofessional Language"; "Unprofessional Language "; "1. Profane or Derogatory Language"; "4. Profane or Derogatory Language"; "Abusive or Discriminatory Language"; "Inappropriate Comments/Language/Profantiy Off Duty"; "Obscene Language/Gestures – 49"; "Profanity/Obscene Language/Gestures"; "Use of Profane/Obscene Language/or gestures"; "Inappropriate Comment"; "Inappropriate Comment(s)"; "Inappropriate Comments"; "Inappropriate Comments and/or Gesture(S)"; "Inappropriate Comments Related to Race, Religion, Ethnicity, National Origin, Sexual Orientation, Disability, or Gender"; "Use of Language"; "Verbal Admonition on Traffic Stop"; "Violation of Prohibited Speech Expression and Conduct"; "Language"; "Civility"; "Discourteous Conduct"; "Courteous toward public."; "rude and discourteous comments"; "Misconduct towards the public by being disrespectful"; "Misconduct to the public by being disrespectful and arrogant"; "Misconduct towards Public"; "Use of Obscene, indecent profane or derogatory language while on duty"; "abuse language"; "Disrespect"; "Officer having hand on weapon during traffic stop"</p>
Investigative Procedures	<p>" 2. Failure to Conduct Complete Investigation"; "1. Failure to Conduct Complete Investigation"; "1. Failure to Conduct Complete Investigation "; "1. Improper/Incomplete Investigation"; "2. Improper/Incomplete Investigation "; "2. Failure to Conduct Complete Investigation"; "3. Failure to Conduct Complete Investigation"; "3. Failure to Conduct Complete Investigation "; "3. Improper/Incomplete Investigation"; "4. Improper/Incomplete Investigation"; "4. Improper/Incomplete Investigation "; "8. Improper/Incomplete Investigation "; "Failure to Conduct Complete Investigation"; "Fail to investigate "; "Failure to Conduct Preliminary Investigation"; "The Deputies Didn't Do Anything"; "Did Not Handle Call to Complainants Liking"; "2. Failure to take Photographs of Personal Injury Collision"; "Investigating and Enforcement; Traffic</p>



	Stops"; "Investigative and Enforcement Traffic Stops"; "Investigative Procedures"; "Failure to Provide Investigative Findings to Complainant"; "2. Failure to Follow Investigative Protocols"; "Failure to Provide Investigative Findings to Complainant"; "No Probable Cause for Investigation"; "Fail to Conduct Proper Investigation"; "All Other Investigation Violations"; "All Other Violations Involving Investigations"; "Investigator's Responsibilities"; "Violation of Procedures For Preliminary/Follow-Up Invest"; "Illegally Obtained Information"; "2. Illegally Obtained Information"; "Improper Interview or Interrogation"; "Interrogation of Suspect and"; "Hit & Run and Other Follow-Up Investigations"; "fail to investigate incident"; "Fail to properly investigate/establish a crime was committed"; "Improper investigation"
Leaving Duty Post	" 2. Leaving Duty Post"; "Being Off Post or Leaving Assignment w/o Permission"; "Neglect of Duty - Off Post or Leaving Assignment Without Permission"
Abuse of Sick Leave	"1. Abuse of Sick Leave"; "Abuse Of Sick Leave"; " Use of Sick Leave"; "Working On ILD/Sick Leave Without Permission"; "Working Secondary Employment While On Sick Leave - 23B"; "Neglect of Duty - Medical Leave Violation"; "Improper Use of Sick Leave"; "Operating patrol vehicle while on Sick leave"
Absent Without Leave	"AWOL"; "Absent w/o Leave / Punctuality"; "Absent Without Leave (Awol)"; " A.W.O.L. – 34"; "A.w.o.l. Violation"; "Punctuality"; "Punctuality "; "Punctuality to Calls/Assignments/Court/Etc. – 53"; "Puncuality"; "Lateness To Assignment"; "#3: Reporting for Duty"; "Attendance"; "Policy AWOL"; "Attendance late for work"; "Late to Work"; "Late for Duty, reported late to work"
Overtime Violation	"Criminal Misconduct/Overtime Related"; "Neglect of Duty - Overtime Related"; "Overtime Compensation"; "Excessive Overtime"; "Failure to come to work on assigned overtime"
Failure to Identify	"Police Citizen Encounters (Failure to provide name)"; "Failure to Furnish Name/I.D./Assignment – 51"; "Failure to Identify according to [Agency] Form 225"; "Failure to Identify Being An Officer"; "Failure to Identify Self"; "Fail to Identify Himself"; "Failure to Provide Name / ID No. Upon Request"; " Agency Identification"; "Agency Identification"; "Carry Credent/Identification"
Failure to Appear in Court	"Failure to Appear in Court,"; "Failure to Appear in Court (Fta),"; " Court time, "; "#1: Court Appearances"; "#1: Court Appearances"; "1. FTA Court"; "1. FTA Court "; "2. FTA Court"; "2. FTA Court "; "Failure to Report For Court/Lateness to Court,"; "FTA Court,"; "Missed Court"; "Fail to attend court"; "Fail to appear in court"

Person in Custody Violation	"Allowing Prisoner to Escape – 66"; "All Other Prisoner Violations"; "Guarding Prisoner Violation"; "Mistreatment of Prisoner - 65"; "Improper Transportation of Prisoner"; "Transporting Of Prisoner"; "Release person from arrest "; "Release person from arrest "; "Securing/Treatment of People Being Detained or Transported"; "Treatment of Persons in Custody"; "Violation Temporary Detentions Policy"
Conformance to Law	"#1: Conformance to Laws"; "#2: Conformance to Laws"; "#2: Conformance to Laws"; "#3: Conformance to Laws"; "#4: Conformance to Laws"; "1. Conformance to Laws"; "Conformance to Law"; "Conformance to Law- Misdemeanor"; "Conformance to Laws"; ""Conformance to Laws""; " Index Code 302, Department Rules, Rule 1 Conformance to Law"; "Conformance to law."; "Conformance to Law-Notification"
Performance of Duty	" 2. Performance"; " Performance of Duty"; " Performance of Duty "; "1. Unsatisfactory Performance"; "2. Unsatisfactory Performance"; "2. Unsatisfactory Performance "; "3. Unsatisfactory Performance"; "4. Unsatisfactory Performance"; "General Knowledge & Performance"; "Performance"; "Performance "; "Performance Duty"; "Performance of Duties – 76"; "performance of duty"; "Performance of Duty "; "Unsatisfactory Performance"; "Unsatisfactory Work Performance"; ""Fail to Perform Duty""; ""Failure to Perform Duty""; "Failure to Perform Duty"; "Failure to perform duty / Violation of rights"; "Failure to Perform Required Duties"; "Fail to Perform Duty"; "Incompetence"; "Improper Tactics"; "Didn't Check Car Safety Seat"; "Failure to Assist Public - 45"; " 2. Failure to Complete Report in Timely Manner"; "1. Failure to Complete an Accurate Report"; "1. Failure to Complete Report"; "1. Failure to Complete Report "; "2. Failure to Complete Report"; "3. Failure to Complete Report"; "4. Failure to Complete an Accurate Report"; "Fail to take report "; "Failure to Write Report"; "Failure to File/Write Required Reports"; "Neglect/Failure to Write Report"; "Fail to report crime "; "Inaccurate/Incomplete Report"; "Inaccurate Report – 29"; "Inaccurate/Incomplete Report"; ""Inaccurate Reporting""; "Failure to Complete an Accurate Report"; "Accuracy of Charging Document/Warrant/Testimony"; "Accuracy of Reports"; "Failed to Remove Subject From Her Residence"; ""Complainant Wasn't Read Her Miranda Warning""; "Complainant Wasn't Read Her Miranda Warning"; "Fail to Attend and Complete Required Training"; " Requirement to be Armed "; "Emergency Psychiatric Evaluation Petitions"; "Petition for Emergency Evaluation"; "Transporting Patients"; "Community Relations"; "performance of duties and responsibilities";

	<p>"Inaccurate reporting"; "Performance Policy Violation"; "Policy Violation Efficiency-Unsatisfactory work performance 5 counts"; "Policy Violation Efficiency Unsatisfactory work performance 5 counts"; "Performance Level"; "Improper service"; "Patrol Functions"; "Patrol Function"; "Efficiency"; "Efficiency &amp; Punnctuality"; "Standards of Conduct - ensure safety"; "Medical Consideration"; "Medical Considerations"; "Building Safety"; "Persons Refusing EMS Care"; "Laws &amp; Directives"</p>
Neglect of Duty	<p>"#1: Neglect of Duty"; "#2: Neglect of Duty"; "#3: Neglect of Duty"; "Neglect of Duty"; "Neglect/General"; "Neglect of Duty - Failure to Attend Psi Medical Appointment"; "Neglect of Duty/Unsatisfactory Performance"; "Attention to Duty"; "Attentiveness to Duty"; "Duty Status"; "1. Attention to Duty "; "#1: General Responsibilites"; "1. Failure to Take Appropriate Action "; "Failure to Take Appropriate Action"; "Failure to Take Appropriate Police Action - 55"; "Failure to Take Necessary Police Action"; "Failure To Take Necessary Police Action (Not Supervisor Related)"; "Failure to Take Required Action Off Duty"; "Misuse Of Dept. Time"; "Mutual Aid Agreement - St. Mary's County"; "Protocol - Attention to Duty"; "Protocol Attention to Duty"; " Failure to Provide Assistance"; ""Failure to Provide Assistance ""; "2. Failure to Check or Reply to Email"; "Requirements of Voice &amp; Electronic Mail"; "neglect of duty/incompetence"; "Failure to perform required duty"; "Neglect of Duties"; "Ngelect of Duties"; "Neglect duty"</p>
Loitering/ Loafing/ Sleeping on Duty	<p>" Loitering, Loafing, Sleeping on Duty"; " Loitering-Sleeping-Loafing on Duty "; "Failure to Remain Awake/Alert (Sleeping) On Duty – 56"; "Neglect of Duty - Sleeping on Duty"; "Sleeping on duty"</p>
Integrity/ Truthfulness	<p>" Integrity "; "Integrity"; " 3. Truthfulness"; " 5. Truthfulness"; " Truthfulness"; " Truthfulness "; "1. Truthfulness"; "Lying to Complainant/Victim/Witness"; "All Other Intentional Misrepresentation Or Lying Allegations"; "Truthfulness"; "Truthfulness "; "2. Truthfulness"; "4. Truthfulness"; "4. Truthfulness "; "6. Truthfulness"; "7. Truthfulness"; "Untruthful Statements"; ""Lied in Report""; "Conduct/Dishonest Act"; "Dishonesty"; "Misrepresenting Facts On Any Other Dept. Form"; "Misrepresenting Facts To IAD/Command Investigator"; "Misrepresenting Of Facts On Offense Report"; "Misrepresenting Of Facts To Superior"; "Using deception to gain compliance"; "Code of Ethics"; "Ethics "; "False information in records "; "False report "; "False Report – 28"; "False Statement/Report"; "False Statement/Untruthfulness"; "Submitting false statements regarding an assault"; "False Allegations"; "Perjury – 13"; "Perjury,</p>

	False Swearing"; "False Testimony"; "Falsifying documents"; ""Conduct/ Integrity of the Reporting System""; ""Conduct/ Integrity of the Reporting System""; "Alteration Of Court Or Charging Document"; "False Entry To A Document"; "Cheating On Test/Homework/Other Assignments"; "Permitting Cheating"; "Accepting Gratuities"; "Gratuities"; "Believes Deputy took a bribe due to a comment made on a Venmo payment"; "False Statement"; "Falsifying, Manufacturing Evidence"; "Misrepresentation of Facts"; "Unethical Conduct"; "Inaccurate/False Report"; "False/misleading information"; "Ethics"; "Untruthfulness"; "Dishonest Conduct"; "Violate Ethics policy"; "Truthful reporting"; "Agency communications- Truthfulness"; "Failure to abide by the standards of ethical conduct 2 counts"; "Submitting a False Report"; "Policy Violation Conduct - dishonest conduct while on duty 5 counts"; "Policy Violation Performance Falsification work related records 4 counts"; "Policy Violation Performance falsification of work related records"; "Policy Violation Conduct dishonest conduct while on duty"; "False Charges"; "maintaining integrity of reporting system"; "Criminal dishonest 2 counts"; "Entrapment"; "Concealment"; "Corruption"
Criticism	" Criticism"; "Criticism/Ridicule of MSP/Other Agencies/Judiciary – 05"; "Critisism"
Insubordination	"#2: Insubordination"; "#3: Insubordination"; "Insubordination"; "Cooperation Between Ranks"; "Failure to Obey Lawful Order - 04"; "Failure to Obey Verbal Order"; "Failure to Obey Written Order"; "Disobey Direct Order"; "Fail to Obey Order"; "Compliance with Lawful Orders"; "Compliance with Orders"; "Failed to Comply to Orders"
Confidentiality	"Confidential Information"; "Confidential Information "; "Confidentiality"; " Confidential Information "; "Disclosure of Confidential Information"; "Deputy Knew Her Name Somehow"; "Breach of Security"; "Notification of Involvement"; "" Dissemination of restricted information to unauthorized person(s)""; "All Other Allegations Involving Improper Dissemination"; "All other Dissemination using County Databases"; "Release of Information"; "Dissemmination of information to unauthorized person(s)"; ""Disclosed Personal Information""; "Talking to others about Call Information"; "Fail to notify citizen of recorded line"; "dissemination of information"
Abuse of Power	""Abuse of Power""; "Abuse of Police Powers"; "Abuse of Power"; "Abuse of Power/Violation of Rights"; ""Abuse of Authority""; " Abuse of Authority"; "Abuse of Discretion/Authority"; "Abuse of position"; "4. Abuse of Position"; "#2: Abuse of Position"; "Using

	Official Position for Personal/Financial Gain - 06"; "Authority"; "Abuse of Process"; "Excessive Charges"; "Enforcement Authority"
Failure to Render Aid	"Failure to Render Aid"; "Neglect of Duty - Failure to Render Medical Aid"; "1. Failure to Provide Medical Care"; "Failure to Provide Medical"; "Medical/Mental Treatment Violation"; "Failure to Provide Care for Person in Need"
False Arrest	""False Arrest""; "False Arrest"; "False Arrest/Imprisonment"; "False Imprisonment"; ""Improper Arrest""; "2. Unlawful Arrest"; "Arrest without a Warrant"; "Arrest, Search, and Seizure"; "Arrest,Search and Seizure"; "Arrests"; "Arrests (Lack of PC, Failure to Make Required Arrest, Failure to Issue Citation)"; "Improper Arrest"; "Laws of Arrest"; "Unlawful arrest"; "Unlawful detention"; "Harassment / False Arrest"; "Didnt think he should have been charged because he didnt initiate the altercation"; "Illegal Arrest "
Use of Force	"use of force"; " use of force "; " Use of Force "; "Used of Force"; "Use of Force"; "Use of force "; "1. Use of Force"; "2. Use of Force"; "Authorization to Use Force"; "Lethal Force"; "Deadly Force Application"; "Force & Deadly Force"; "Use of Force (OIS)"
Use of Force Out of Policy	"Brutality "; "Brutality"; "Brutality "; "Brutality / Excessive Force"; "#1: Excessive Force"; "#2: Excessive Force"; "Excessive Force"; "Excessive Force Unreasonable of the Circumstances"; "Excessive Use of Force"; "Excessive/Inappropriate Force"; " Unnecessary force/Excessive force - Serious Injury"; "Unnecessary force/Excessive force - Unknown or Minor Injury"; "Unreasonable Force Used"; "Excessive/Unnecessary Force"; "Excessive/Unnecessary Force - Joint Manipulation"; "Excessive/Unnecessary Force - Pushed"; "Unnecessary Force Used, but Not Brutal/Excessive"; "Use of Force - Unnecessary"; "Force Out of Policy"; ""Force Complaint""; "Force Complaint"; "Unnecessary Force"; "Unreasonable use of force."; "Unreasonable Use of Force"; "Excessive Force- Handcuffing"; "Violation Use of Force Policy"; "Unreasonable Force"; "Unnecessary Use of Force"; "Standards of Conduct – Handcuffing"
Failure to De-escalate	"De-escalation"; "De-escalation "; "Failure to De-escalate"; "Violation Alternative Tactics - De-escalation Policy"
Improper Search/Seizure	"Improper Search"; "Improper Search – 80"; "Improper Search/Seizure"; "Improper Searches/Seizures/Entries"; "Improper Seizure of Personal Property"; ""Being Searched for a Taglight Being Out""; ""Improper Search""; "#2: Unlawful Search"; "Being Searched for a Taglight Being Out"; "Illegal Search";



	"Search of Prisoner"; "Improper Strip Search"; "Vehicle Searches "; "Illegally Confiscated Marijuana"; "Confiscated Marijuana Unlawfully"; "Stop and Frisk"; "Stop and Frisk "; "Unlawful Search and Seizure"; "Violation 4th Amendment Rights"
Unreasonable Response Time to Call	""Took to Long to Respond to Call""; ""Unreasonable Response Time to Call""; "Unreasonable Response Time to Call"; "Took to Long to Respond to Call"; "Officer Response"
Vehicle Pursuit Violation	"Patrol Manual Violation - Vehicle Pursuits"; "Police Vehicle Pursuits"; "Police Vehicle Pursuits "; "Pursuit Outside Charles County"; "Pursuit Policy"; "Pursuit Procedures"; "Pursuits"; "Vehicle Pursuit"; "Vehicle Pursuit Violation"; "Violation of Department Pursuit Policy"; "Unauthorized vehicle pursuit with no injury"; "Pursuits: When to Initiate"; "Pursuits: Reporting Requirements"; "Vehicular Pursuits"; "Initiating a Pursuit"; "Continuing the Pursuit"; "Unauthorized Vehicle Pursuit"; "Failure to Adherer To Vehicle Pursuit Policy"; " Response Classification"; " Emergency Response Classifications "
Traffic Stop Procedures	" traffic stop proceedures "; ""Fail to Conduct Proper Traffic Stop""; "Improper Traffic Stop"; "Traffic Stop Procedures"; "Traffic Stop Procedures "; "Unauthorized Traffic Stop and Use of Emergency Equipment"; "Improper Stop"; "Improper Stop/Search/Seizure"; "Procedures for Conducting Motor Vehicle Stop"; " Traffic Enforcement"; " Traffic Enforcement "; " Traffic Enforcement"; "Traffic Enforcement "; "Traffic Enforcement Out of Jurisdiction"; "Issuane of Unwarranted Traffic Citations"; "Lawfulness Traffic Stop
Improper Vehicle Operation	""Traffic Offense/Speeding""; "Traffic Offense/aggressive driving "; "Traffic Offense/Red-Light"; "Traffic Offense/Speeding"; ""Driving in Opposite Lane of Traffic""; "Minor Traffic Violation"; "Other Traffic Violation(s)"; "Other Traffic Violation(s) - Tailgating and flashing high beams"; "Traffic"; "Violation of Traffic Law - Automated Enforcement On Duty - 11A"; "Violation of Traffic Law - Off Duty – 12"; "Violation of Traffic Law - On Duty - 11"; ""Speeding""; "Speeding"; ""Swerved into the Complainan't lane""; "Careless Operation of Police Vehicle"; "Criminal Misconduct – Traffic"; ""Did Not Stop at Stop Sign""; "Did Not Stop at Stop Sign"; "Following to Close"; "Use of Restraint Devices Generally"; "Use of Safety Restraint Devices"; "Use of Seat Belts"; "Using cellphone while on the roadway"; "Restraint Violations"; "#1: Unsafe Operation of MV"; "Cut Complainant Off"; "Cut the Complainant Off & Weaving in and out of Traffic"; "Vehicle Operation"; "Reckless Driving"; "Tailgating"; "While Driving Veered Into Opposite Lane"; "Improper Veh

	Operation/Departmental"; "parking regulations"; "Serious Traffic Violations"; "Unsafe Operation of Departmental Vehicle"; "District Court - Payable Traffic Docket"; "Police Vehicle Operation"; "Operation of Department Vehicle"; "Negligent operation of departmental vehicle"; "Policy Parking"; "Traffic Citations"; "Standard of Conduct - Traffic Law Violation"; "Parking Regulations"; "Vehicle Use - General"; "traffic complaint"; "Traffic Violation"; "Violation of motor vehicle law"; "Failure to yield Right away"; "Traffic Violations"; "Violation Vehicle Operation"; "Police Vehicle Operations"; "Operation of Department Vehicles"; "Improper off duty use of Vehicle"; "Violation of vehicle laws"; "Roadblocks"; "Take-Home Car Program Requirements"; "Emergency Response Classifications and Guidelines"; " Self-Initiated Primary Response "
Driving Under the Influence	"Criminal Misconduct/Driving Under the Influence (Dui)"; "Driving While Intoxicated – 14"; "DUI"; "Off Duty DUI "; "Driving Under the Influence"; "Vehicle Use - Alcohol"
Agency Vehicle Crashes	" Agency Vehicle Crashes "; "Agency Vehicle Crashes"; "Vehicle Accident"; "Vehicle Crashes"; "Motor vehicle wreck"; "Department Crash "; "Damage Only To Police And Other Vehicle"; "Damage Only To Police Vehicle"; "Injury To Police Personnel Or Civilian"; "Traffic Accident/Distracted"; "Traffic Accident/Single Vehicle/Fixed Object"; "Failure properly operate department vehicle cause damage"; "Departmental Accident-Notification"; "Departmental Minor damage"; "Causing a M/V Accident"; "Damage to Vehicle"; "Departmental Injury Accident involving Citizen"
Violation of Federal/ State/Local Law	" Violation of State & Local Law"; " Violation of state & local laws"; " Violation of State & Local Laws "; "Violatio of State & Local Law"; "Violation of Laws"; "Violation of State"; "Violation of State & local law "; "Violation of State & Local Laws"; "Violation of state & local laws "; "Violation of State and Federal Laws"; "Violation of Federal, State and Local Laws"; "Violation of Federal, State or Local law"; "Violation of Laws"; "Violation of Laws (11 counts)"; "violation state & local laws "; "Fed Laws"; "Violation of Civil Law"; "Violation of Executive Order - Face Covering Mandate"; "Violation of Federal, State, Local, or Administrative Laws"; "Violation of Federal, State , Local , administrative laws or rules and regulations 2 counts"
Violation of Protection Order	" Violation of Protection Orders"; " Violation of Protection Orders "; "Respondent in Civil Protective Order"; "Unbecoming Conduct - Protective Order/Peace Order"

Criminal Misconduct	"Criminal"; "Criminal charge"; "Criminal charge "; "Criminal-Compliance with Laws"; "Criminal Misconduct"; "Criminal Misconduct – Felony"; "Criminal Misconduct – Misdemeanor"; "Criminal Misconduct/Felony"; "Criminal Misconduct/Misdemeanor"; "All Other Criminal Violations"; "Violation of Criminal Law - Off Duty – 10"; "Violation of Criminal Law - On Duty – 09"; "Violation of Criminal Law - On Duty: Misconduct in Office"; "Violation of Criminal Law"; "Vcs/Other Misdemeanor"; "Shoplifting"; "Lynching"; "Prostitution"; "Fraud"; "Criminal Misconduct/Theft Related"; " Theft"; "Theft Petty/grand"; "Theft/Credit Card Fraud"; "Stalking"; "Trespassing"; "Domestic Assault"; "Domestic Incident"; "Domestic Violence - 10A"; "Criminal Misconduct/Domestic Violence"; "Criminal Law Domestic"; "Assault"; "Assault And Battery"; "Struck Complainant with Court Papers"; "Second Degree Assault"; "Child Abuse"; "Child Neglect"; "Civil Child Custody Orders"; "Sex Offense"; "Sexual Conduct - On Duty - 01A"; "#2: Sexual Behavior"; "#4: Sexual Behavior"; "Sexual Misconduct On Duty"; "Criminal Misconduct/Sexual Misconduct"; "Inappropriate Touching ")
Sexual Harassment	"Sexual Harassment"; "Sexual Harassment "; "Sexual Harassment/Discrimination "
Weapon Safety	" 2. Weapon Safety"; "Carrying Unauthorized Weapon Off Duty"; " Failed to store a weapon properly"; "Failure to properly secure weapon in vehicle"; "Failure to Secure Weapon On/Off Duty"; "Unauthorized/Careless Use/Handling/Display of Weapon"; "Neglect/Firearms Related"; "Negligent Use/Handling of Taser"; "Negligent Use/Handling/Storage of Firearms"; "Indiscriminate/Careless Display/Use - 69"; "Conducted Energy Weapons"; "Violation off-duty firearm policy"; "Firearms Safety and Security"; "Carrying a firearm after consuming alcohol or medication"; "Carrying a unqualified firearm"; "Failure to Secure Firearm"; "Unauthroized Weapon"; "Failure To Secure Departmental Firearm"; "Carry of Firearms"; "Handling of Firearms"; "Firearms "
Authorized Use of Firearms	" Authorized use of Firearms"; " Duty Firearms"; "Duty Firearms"; "Duty Firearms "
Accidental Discharge	"Accidental Discharge"; "Accidental Discharge "; "Accidental Discharge of handgun"
Weapon Discharge Violation	"Discharge of Agency Firearm – 70"; "Failure to Report Weapon Discharge"; "Weapon Discharge Violation / Off Duty"; "Weapon Discharge Violation / On Duty"; "Ced Taser Discharge"

Use of Intoxicants	" Use of Intoxicants"; " Use of Intoxicants "; "Intoxicated On Duty, Drinking On Duty"; "Att to Duty/Use Alch-Drugs"; "#4: Use of Drugs"; "Use of Alcohol On Duty" "Use of Alcohol Off Duty "
Destruction of Property	""Destruction of Property""; "Destruction of Property"; "1. Damage to County Property"; "Damage to County Property"; "Damaging Department Equipment"; "Property Damage"; "Property-Damaged"; "Equipment Damage Violation"; "Vandalism"
Breaking and Entering	"Breaking And Entry"; "Unlawful Entry"
Evidence/Property Control Procedures	"1. Improper Evidence Handling"; "2. Improper Evidence Handling"; "All Other Evidence/found Property Violations"; "Collection and Marking Certain Evidence/Found Property"; "Collection and Preservation of Evidence"; "Disposal of Evidence"; "Evidence – Property"; "Evidence and Property Control"; "Evidence Collection"; "Failure to Secure Evidence"; "Failure to Secure Evidence – 41"; "Improper Evidence Handling"; "Initial Recovery of Evidence At Scene"; "Processing/Testing of Evidence"; "Property"; "Property and Evidence Management"; "Storage and/or Release of Evidence"; "Tampering With/Unauthorized Destruction of Evidence – 43"; "Prisoners Property"; "Lost property"; "General Property Procedures"; "General Property Procedures "; "Initial Recovery of Found Property"; "Disposal of Property"; "Storage/Release of Found Property"; "Allowed Respondent to much time to Retrieve Items"; ""Allowed Respondent to much time to Retrieve Items""; "Procedural Violation - Property and Evidence Submission"; "Improper handling of evidence"; "Fail to collect necessary evidence"; "Missing Property"; "Personal Property - Custody of Adults"
Maintenance of Property	"#4: Property, Uniforms, Equip."; "#5: Property, Uniforms, Equip."; "Maintenance of Property"; "3. Maintenance of Police Vehicle"; "In-car camera equipment maintenance"; "All Other Equipment Violations"; "Losing / Stolen Agency Equipment"; "Vehicle Service Procedures"; "Equipment Misuse"; "Misuse of Agency Vehicle "; " Service Procedures"; "Failure to Inspect Dept. Vehicle"; "Unauthorized Repair of Department Equipment"; "Improper Use of Equipment"; "Inspection of Vehicles"; "Neglect of Duty - Improper Inspection of Service Vehicle"; "Neglect of Duty - Improper Maintenance of Firearms"; "Neglect of Duty - Loss or Damage of Equipment (Not to Include Firearms)"; "Failure to Care and Maintaine Department Property"; "Property Care & Maintenance"; "Lost Departmental Property"; "Equipment Loss";

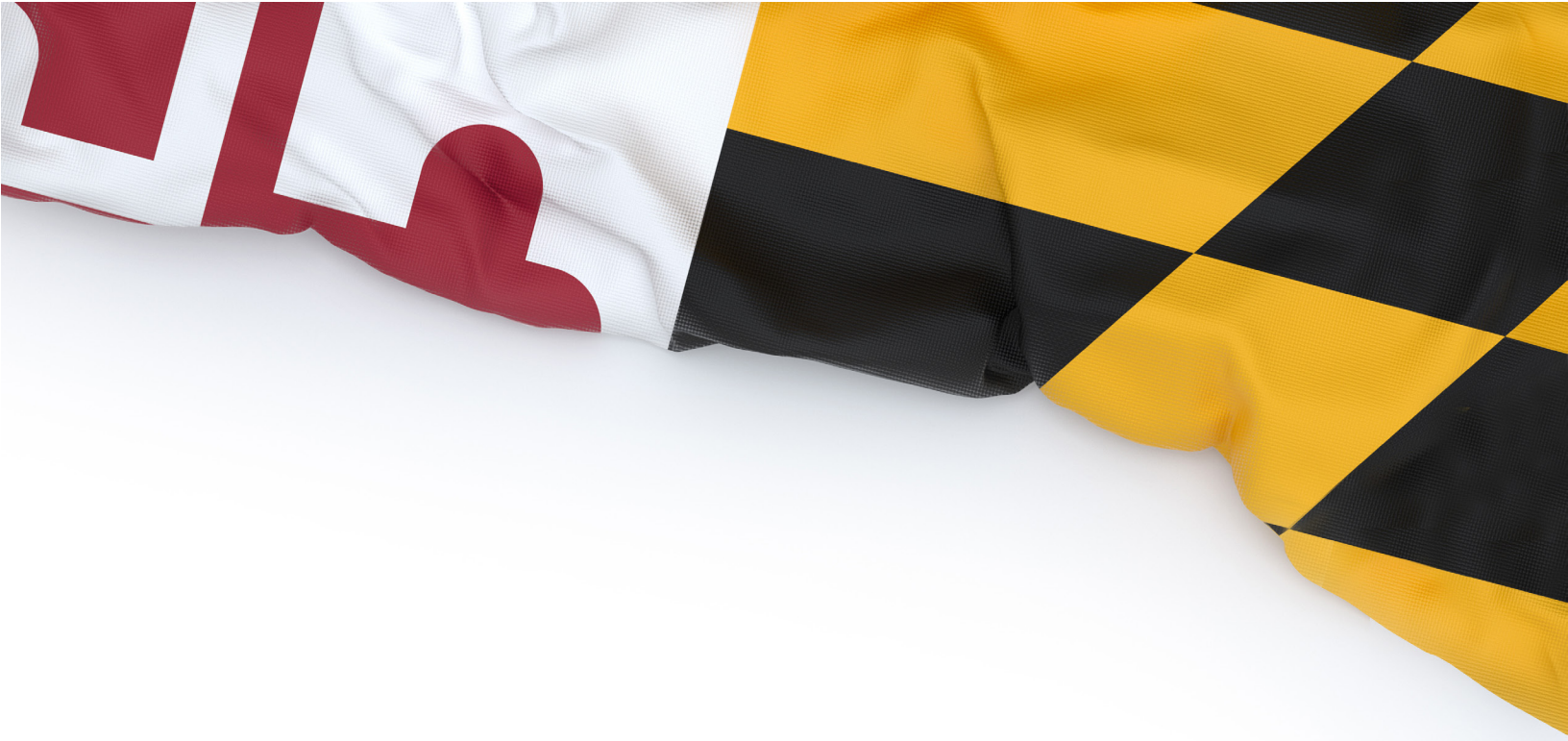
	"Loss of Police Property"; "Mishandling property"; "misuse of agency equipment"
Intimidation	""Intimidation""; "Complainant Felt Intimidated by Deputy's Actions"; "Intimidation"; "Threats"; "Coerced / forced complainant to make statements"; "Threatening Non-Member With Arrest/Violence"
Retaliation	"1. Retaliation"; "Retaliation"
Audio/Video Recordings	" Digital Mobile Audio & Video Recordings"; " Digital Mobile Video Audio Recordings "; " DMVR Recordings"; "Audio Recordings"; "DMVR Function and Use"; "DMVR Recording Guidelines"; "Video Recordings "; "Digital Mobile Audio"; "Digital Mobile Video"; "Fail to Comply with In-Car Camera Use Policy"; " Use of digital cameras"; " Use of Digital Cameras "; "Use of Digital Cameras for Photographing Crime Scenes"; "Policy Camera"; "Violation of Portable Audio/Video recording policy"
Body Worn Camera Violation	"2. Failure to Activate BWC"; "6. Failure to Activate BWC"; "BWC Procedures,"; "BWC Violation Other"; "Failure to Operate Bwc as Required"; "Neglect/Bwc"; " Body Camera Violation"; "Body warn Camera Violation"; "Body Worn Camera USE/ACTIVATION/DEACTIVATION VIOLATIONS"; "Body Worn Camera USE/ACTIVATION/DEACTIVATION VIOLATIONS-"; "Failure to Activate Body Worn Camera"; "Operation of Body Worn Camera"; "Failure to Comply with Body-Worn Camera Use Policy"; ""Body Camera Violation""; "Procedural Violation - Body Warn Camera"; "BWC policy violation"; "Unauthorized release of BWC footage"; "Cessation of BWC Recording"; "Failure to Activate BWC"; "Activation of BWC"; "Fail to use body camera"; "Body Camera"; "Body Worn Camera"; "Failure to activate body camera"; "Fail to keep body camera activated"; "Fail to utilize body camera"; "BWC Violation"; "Policy Violation: Fail to Wear Body Worn Camera"; "Procedure of failing to activate Portable Audio/Video recorder"; "recording without notification"
Reporting Procedures	" General Reporting Procedures "; "Failure to Comply with Traffic Stop Reporting Procedures"; "General Reporting Procedures"; " Report Preparation"; "Report Writing"; "Reporting Procedures"; "Reporting Proceedures"; "Reporting Requirements"; "Reports and Report Writing"; "Delinquent Reports"; "Documentation"; "Violation Report Preparation Policy"; "Policy Reports"; "Failure to complete reports"; "Policy Reporting"; "Required reporting"; "Prompt reporting"; "Fail to file necessary report"; "Fail to complete necessary report"; "2. Improper Reclassification of a Call"



Failure to Report Misconduct	" Failure to report misconduct"; "Unreported Misconduct"
Use of Force Reporting	" use of force reporting "; "Use of Force Reporting"
Search Warrant Application	" Search Warrants "; "Executed Search Warrant While no One was Home"; "Search Warrant Application"
Secondary Employment	"1. Secondary Employment Violation "; "No Secondary Employ. Permit On File (incl. Expired Permit)"; "Performing Secondary Employment While On Duty – 24"; "Secondary Employ. Restriction Violation"; "Secondary Employment"; "Secondary Employment Violation"; "Unapproved Secondary Employment – 23"
Lack of Supervision	" 5. Lack of Supervision"; "1. Lack of Supervision "; "6. Lack of Supervision "; "7. Lack of Supervision"; "Improper Supervision"; "Failure to Supervise"; "All Other Supervisory Related Allegations"; "Failure of Supervisor to Take Supervisory Action"; "Supervisor Failed to Ensure Investigation Follow-Up"; "Supervisor Failing to Ensure Preliminary Investigation Adhered To"; "Uof Investigation"; "Failed to Complete a Report; Failure to supervise"; "Fail to supervise"; "Failure to turn in report (Supervisor)"
Failure to Notify Supervisor	"2. Failure to Notify Supervisor"; "Fail to Notify Supervisor"; " Failure To Notify Supervisor of Being Arrested"; "Failure to Notify Supervisor of Personal Injury"; "Failure To Notify Supervisor of Traffic Citation"; "Failure to Notify Supervisor/Shift Commander of Required Notification"; "Failure to Notify a Supervisor of a Use of Force"; "Failure to Report Use of Force"; "1. Failure to Report Vehicle Damage "; "2. Failure to Report Vehicle Damage"; "Failure To Report Accident"; "Failure to Submit Required Report - 26"
Out of Uniform/Improper Dress	"Out Of Uniform Or Improper Dress"; "Wearing of Body Armor"; "Wearing Uniform off duty"; "Neglect of Duty - Improper Uniform or Appearance"; "Violation of Badges, Patches, And Identification"
Associations	" Associations"; " Contact with Registered Cannabis Patients"; " Relations with Vendors & Contractors"; "Associate with Persons of Questionable Character"; "Inappropriate Association"; "Involvement with Friends/Relatives When Prohibited"; "Visiting Certain Establishments"
Communications	"#3: Communications"; "Communicating with Deaf/Hearing Impaired"; "3. Radio Procedures"; "3. Use of Police Phone"; "Inappropriate use sending info via E-mail/Text Message, etc."; "Procedural Violation - Radio Procedures"; "Radio Procedures";

	"Improper Use Agency Correspondence"; "Failure to notify Communications"
Department Technology Misuse	"Unauthorized Use of MILES, NCIC or CJIS Systems - 31A"; "Obtain Offense Report for Unrelated Official Duty"; "Using MDC for non-department business"; "LPR Program "; "NX Disclosure of Info (All state databases)"; "Computer Misuse"; "Computer/Email/Internet Misuse"; "Improper Use of Departmental Computer - 100"; "Wiretapping / Telephone Misuse"; "Violation CJIS"; "Misuse NCIC"
Violation of Social Media Policy	"Violation of Social Media"; "Violation of Use of Social Media Policy"; "Inappropriate Use of Private Media Service"
Expectations of Supervisors	"2. Expectations of Supervisors and Commanders"; "3. Expectations of Supervisors and Commanders"; "5. Expectations of Supervisors and Commanders"; "6. Expectations of Supervisors and Commanders"; "Supervisor responsibilities"
Duty to Intervene	"Failure to Intervene"
Towing and Impounding Procedures	"Tow Service Program"; "Towed Vehicle Without Cause"; "Towing and Impound Procedures"; "Upset that Vehicle was Towed"; "Procedural Violation - Impounds & Vehicles"
Planting Evidence	"Criminal Misconduct/Planting Evidence"
Interfering with Investigation	"1. Interfering with Investigation"; "Obstructing or Hindering a Criminal Invest. (including OJ)"; "Interference"; "Interference with Traffic/Criminal Case - 38"
Unauthorized Passenger	"Unauthorized Passenger in Vehicle - 75A"; "Persons Allowed in Sheriff's Vehicle "; "Transporting non County personnel without authorization"
Interfering with Free Speech	"Interfering with Right to Assemble"; "Interference with Civilians' Protected Free Expression/Speech"; "Officers Did Not Show Clear Understanding of 1st Amendment laws"; "Interfering with a Person's Right to Observe or Record Law Enforcement Activities"; "Private citizens video taping officers in public "; "Violation 1st and 14th Amendments"; "Violation 1st and 14th Amendments"; "Respect for Constitutional Rights". "Transporting non personnel without notifying communications"; "Constitutional Violation"; "Constitutional Violation"
In-Custody Death	In-Custody Death
Failure to Accept Complaint	"Failure to Accept Complaint - 47"; "Failure to Provide MSP Form 225"; "Failure to Take Citizen Complaint Against Dept. Member"; "Handling of Citizen Complaints"; "3. Failure to Document IAD Complaint"
Other Misconduct	"Misconduct"; "Misconduct "; "Misconduct In Office (sworn Only)"; "All Other Off Duty Violations"; "Other Policy Violation"; "" General Conduct - Compliance""; "Miscellaneous/Other MSP"

	<p>Violations - 99"; "Complaints and Internal Investigations"; "Policy"; "Failure to Abide by Dept. Rules &amp; Regulations"; "Failure to Comply with Agency Policy - 79"; "1. Conformance to Policy"; "All Other Serious Violations (i.e. Those Set On Criminal Court Date)"; "Procedure Violations"; "Protocol"; "Procedural Violation"; ""Protocol"; "Protocol""; ""Violation of Rights"; "Violation of Rights"; "K-9 arrests "; "Wrote Complainant a Drivers Re-Examination Report"; "Enforcement Outside Jurisdiction"; "Extra Jurisdictional Authority of Officers"; "Residency"; "Policy Violation"; "Conformance of Policy"; "conformance to policy/law"; "General Order Violation", "conformance to policy"; "Violation of Perryville personnel handbook"; "conformance to rules and procedures"; "Violation General Order"; "Jurisdictional Limitations"; "Validity of K9 Drug Sniff"; "Relief"; "Code of Conduct"; "contacted medical personnel without consent"; "Contacted domestic violence hotline without consent"; "Filed paperwork without complainant's consent"; "Violate Diversity, Equity &amp; Inclusion Policy"; "Violate Town Diversity, Equity &amp; Inclusion Policy"; "Cds Violations"</p>
--	------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------



# **Appendix C. Second Recode of Allegation Data**

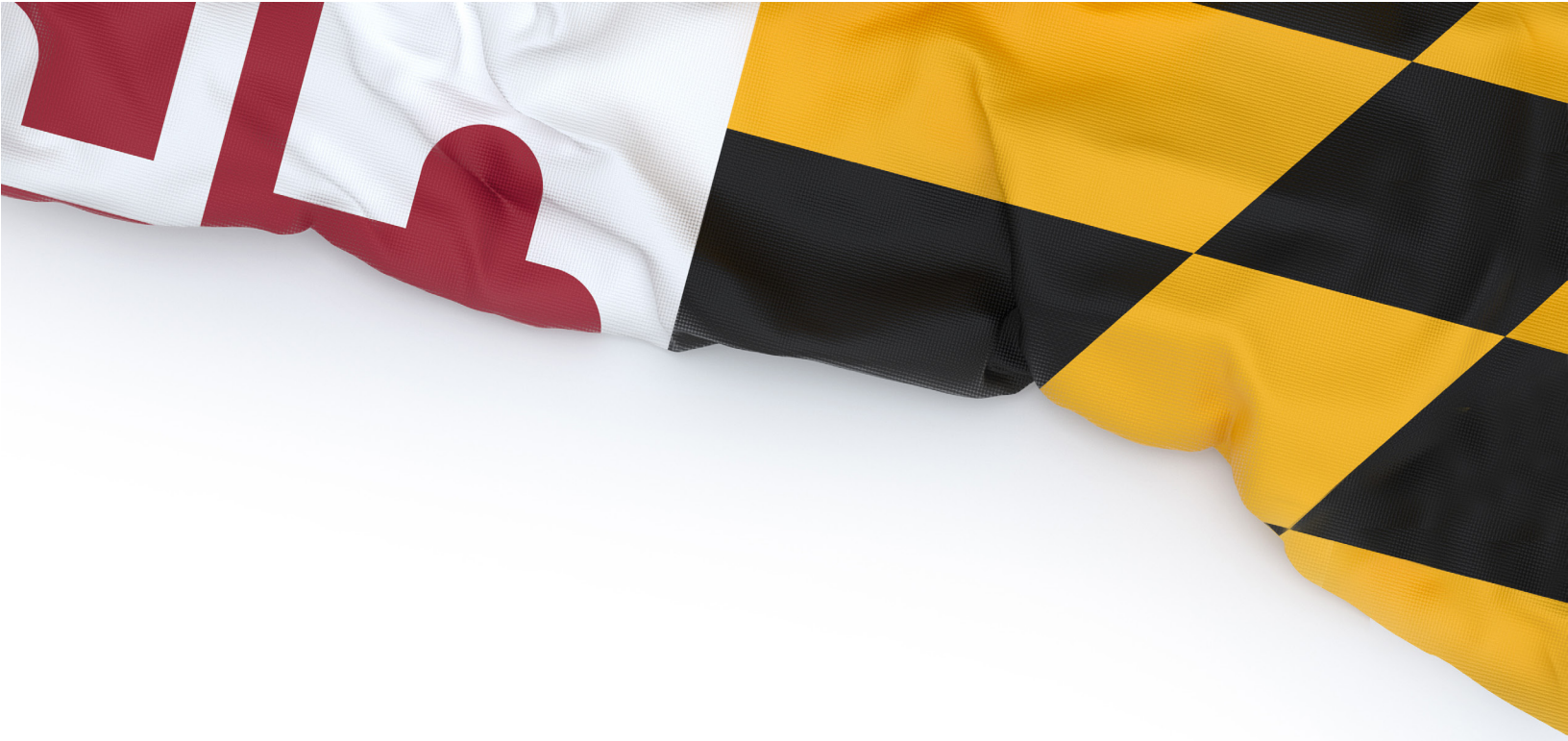
The following chart describes how the PERF team took the allegation types from the first recode and grouped them into broader categories in the second recode. Categories denoted with an asterisk (\*) were later collapsed into the “Other Misconduct” category due to low incidence.

<b>Second recode category</b>	<b>Included first recode allegation types</b>
Agency Vehicle Incidents	Improper Vehicle Operation Departmental Accident Agency Vehicle Crashes
General Unprofessional Conduct	Conduct Unbecoming Decorum/Unprofessional Rude/Discourteous Criticism Intimidation Retaliation Interfering with Free Speech Insubordination
Bias/Discrimination	Bias/Profiling Workplace Discrimination/Harassment Differential Treatment Sexual Harassment
Communication/Technology	Communications Department Technology Misuse Violation of Social Media Policy Audio/Video Recordings Body Worn Camera Violation
Neglect of Duty	Neglect of Duty Leaving Duty Post Loitering/Loafing/Sleeping on Duty Failure to Render Aid Unreasonable Response Time to Call
Specific Duty Violations	Failure to Identify Failure to Appear in Court Person in Custody Violation Traffic Stop Procedures Search Warrant Application Towing and Impounding Procedures Evidence/Property Control Procedures Maintenance of Property



	Secondary Employment
Conformance to Law/Policy	Conformance to Law Performance of Duty Overtime Violation Abuse of Sick Leave Absent Without Leave Vehicle Pursuit Violation Violation of Federal/State/Local Law Laws & Directives Violation of Protection Order Improper Search/Seizure Duty to Intervene Out of Uniform/Improper Dress
Use of Force	Use of Force Use of Force Out of Policy Failure to De-escalate
Integrity/Truthfulness	Integrity/Truthfulness False Arrest Planting Evidence Interfering with Investigation Fraud
Criminal Misconduct	Criminal Misconduct Theft Stalking Trespassing Domestic Violence Assault Child Abuse/Neglect Child Custody Sexual Misconduct Breaking and Entering Lynching Shoplifting Prostitution
* Firearms/Weapon Safety	Weapon Safety Authorized Use of Firearms Accidental Discharge Weapon Discharge Violation

* Substance Abuse	Use of Intoxicants Driving Under the Influence
* Reporting/Procedures	Investigative Procedures Reporting Procedures Failure to Report Misconduct Use of Force Reporting Failure to Accept Complaint
* Supervision/Management	Lack of Supervision Failure to Notify Supervisor Expectations of Supervisors
Other Misconduct	Other Misconduct Confidentiality Abuse of Power Destruction of Property Unauthorized Passenger In-Custody Death Criminal Association Abuse of Discretion/Authority Associations
Not Misconduct	Not Misconduct
Type not reported to PERF	NA/None/blanks



# **Appendix D. Baltimore Police Department Data**

# Why BPD data is presented separately

PERF quickly identified the Baltimore Police Department (BPD) as an anomaly among participating agencies, contributing approximately half of all misconduct cases (5,713 of 11,740) and about two-thirds of all misconduct allegations (19,886 of 31,977) statewide. As Figure 1 depicts, BPD reported more than six times the number of misconduct allegations than the agency with the second largest number (3,200).<sup>1</sup>

## Agencies With the Most Misconduct Allegations

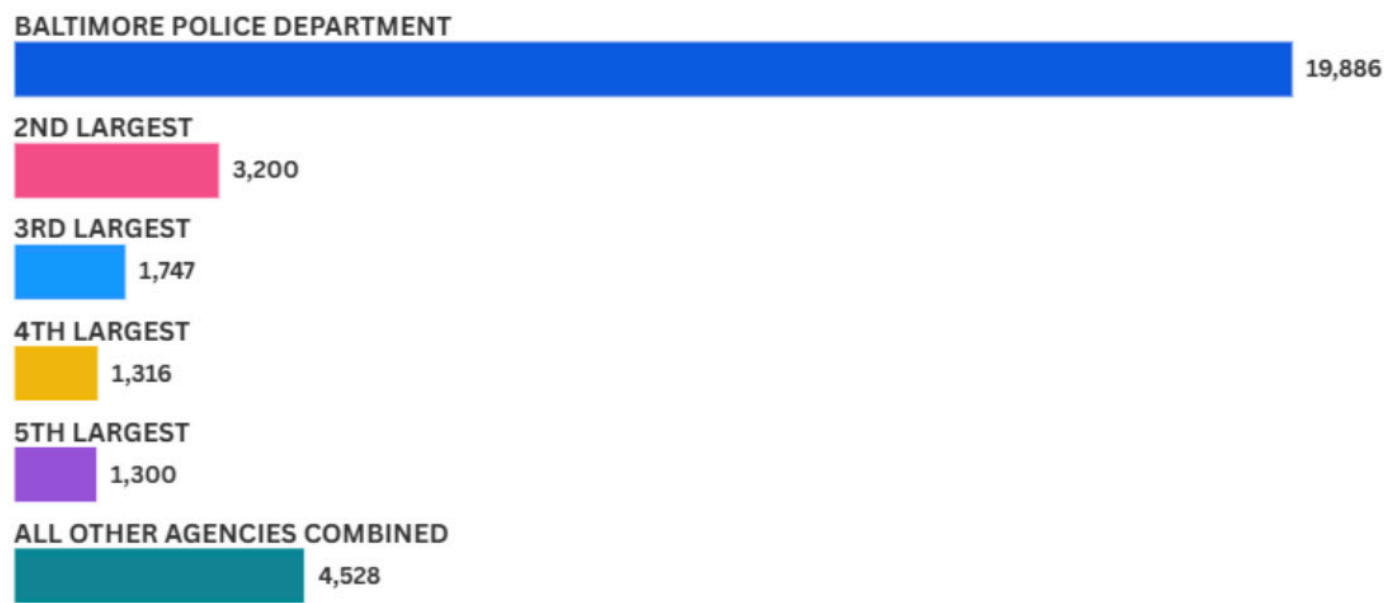
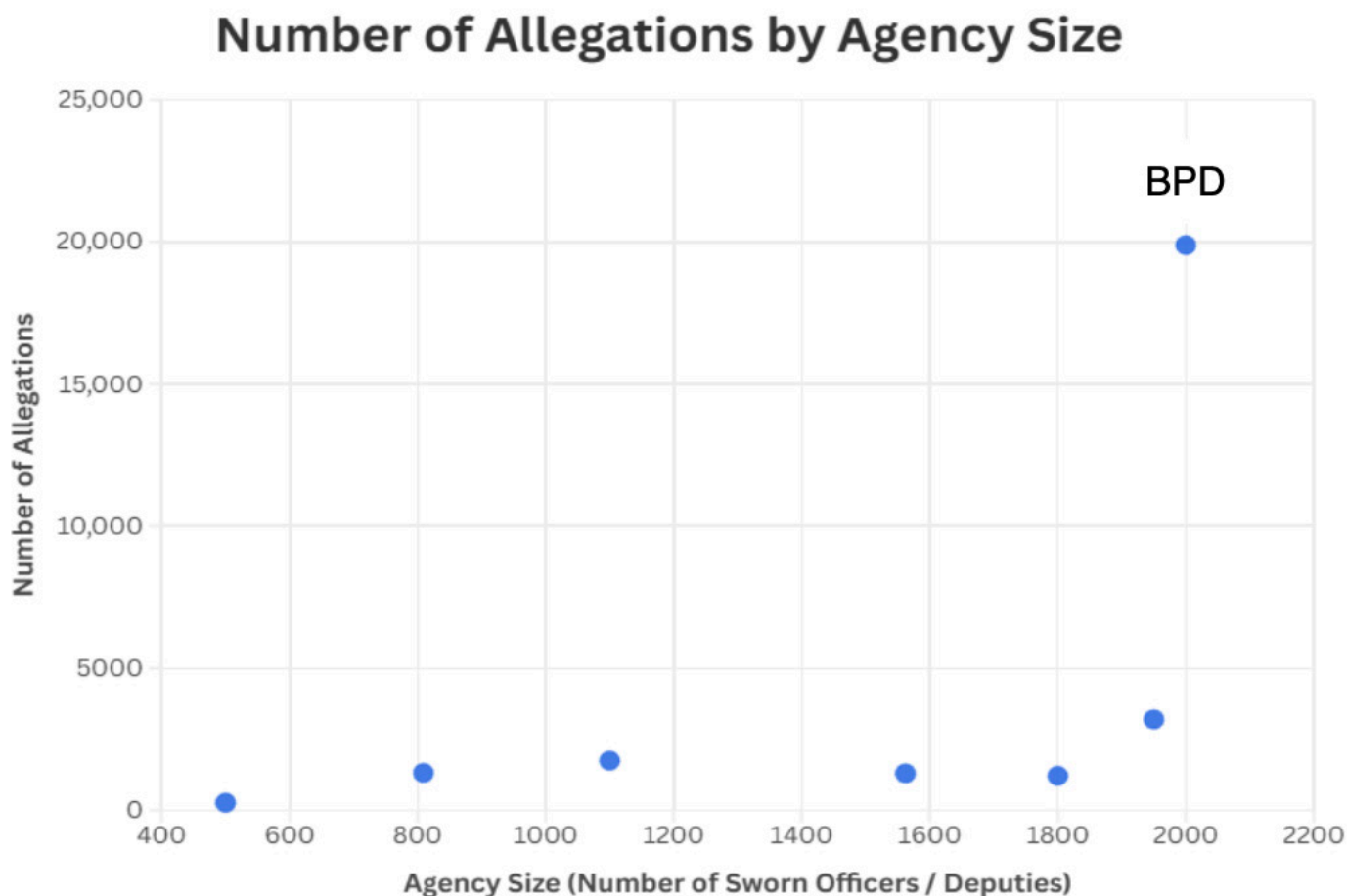


Figure 1: Agencies with the most misconduct allegations.

<sup>1</sup> BPD's data is shown by name in this supplement, with the permission of BPD command staff. Except for their recognition as a participating agency in the Acknowledgements section of this report, no other agency's data is identified by name, per agreement between PERF and those agencies.

Figure 2 further emphasizes this point, with BPD a clear outlier from even the state's other large agencies (over 500 sworn officers/deputies).



*Figure 2: Number of allegations by agency size*

There are many reasonable explanations for these disparities—among them differences in agency policy, community demographics, local politics, and Baltimore’s consent decree with the U.S. Department of Justice, enacted in 2017 to remedy an alleged pattern or practice of unconstitutional policing and violations of federal law.<sup>2</sup> However, given the volume of BPD’s data compared to other agencies, comingling of BPD’s data with all other agencies’ data would, functionally, be an analysis of BPD’s data. PERF therefore requested – and received – BPD’s permission to present its data separately from the other participating agencies.

2 U.S. Department of Justice, “United States of America v. Police Department of Baltimore City, et al.,” January 12, 2017, <https://www.justice.gov/opa/file/925056/dl>.



# BPD Data Summary

Basic descriptive statistics for BPD’s misconduct data over the four-year period of July 1, 2020 – June 30, 2024, are provided below.

## Allegations

The five most common allegation types in the BPD were Neglect of Duty, General Unprofessional Conduct, Conformance to Law/Policy, Communication/Technology, and Specific Duty Violations (Figure 3).<sup>3</sup> Together, these five allegation types comprised 85% of all allegations BPD submitted.

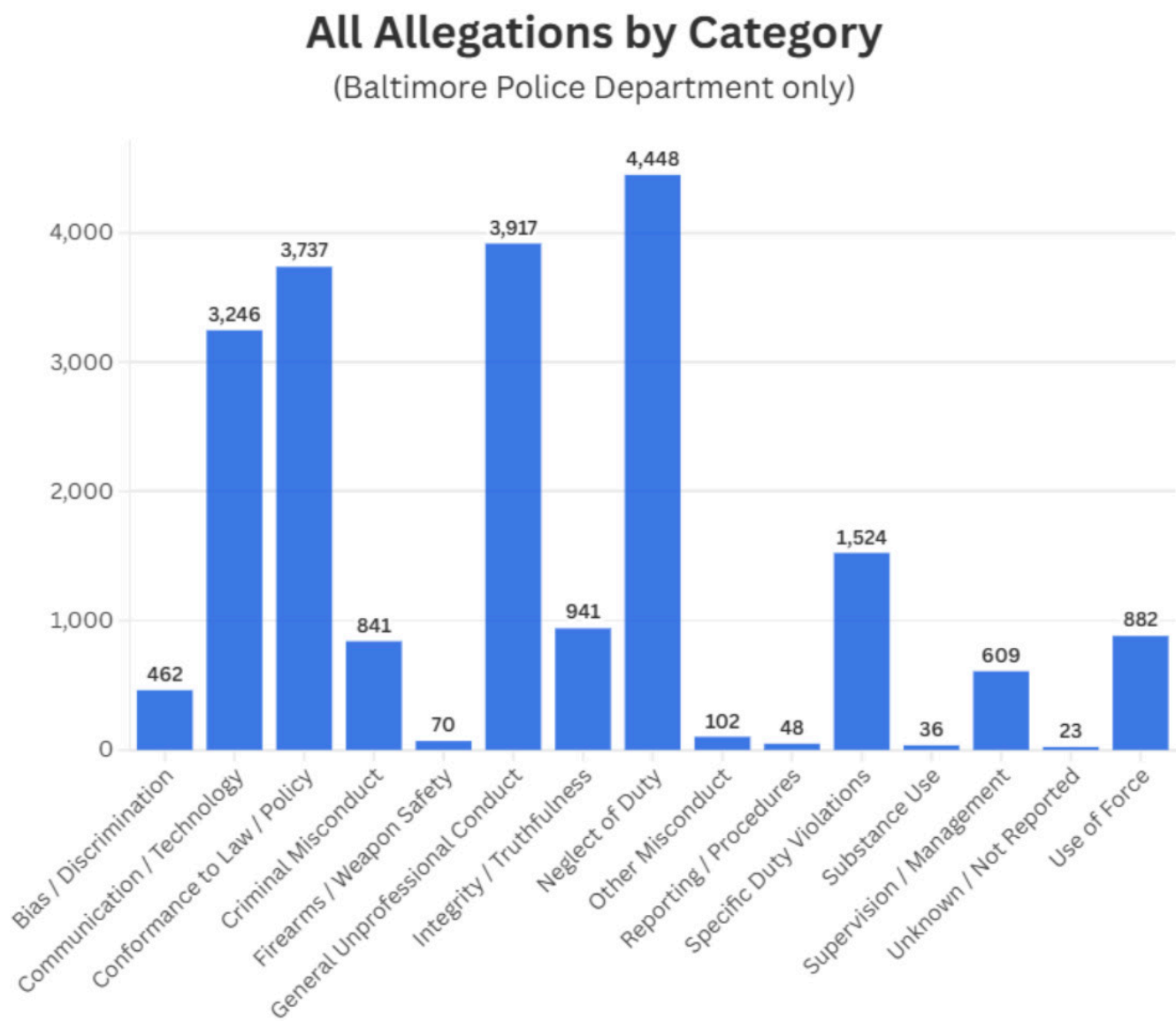


Figure 3: Allegations by category for BPD data

<sup>3</sup> See page 14 for definitions of each allegation type.

Neglect of Duty was the category with the largest number of allegations. This category included any allegations reported as neglect of duty, inattentiveness to duty, failure to take appropriate action, or similar. There were 3,904 such allegations. The Neglect of Duty category also included allegations of failure to render aid (432), loitering/loafing/sleeping on duty (66), and leaving duty post (46).

Within the Communication/Technology category, the vast majority of allegations were related to body-worn camera (BWC) use: failure to operate BWC as required (3,047), neglect/BWC (28), and BWC violation – other (107). While many law enforcement agencies in Maryland have only recently adopted BWCs in compliance with the PAA, BPD has used these tools for many years (and therefore have had more “opportunity” for this allegation type than other agencies). Other Communication/Technology allegations were related to department technology misuse (64), which may include misuse of other non-BWC systems, databases, or communications media.

## Dispositions

Figure 4 depicts the distribution of dispositions for these allegations. BPD sustained approximately 62 percent of all allegations reported (12,378 of 19,886), and either administratively closed, did not sustain, exonerated, unfounded, dismissed, or otherwise did not charge 33 percent (6,542 of 19,886) of the allegations.<sup>4</sup> Two percent of allegations were pending at the time of data collection (412 of 19,886), and three percent had other dispositions (553 of 19,886).<sup>5</sup>

---

4 Allegations with a disposition of “not charged” involved an unknown member of the department. This designation is provided to BPD by the ACC. Administratively closed or dismissed allegations are those that are both not sustained and not within the purview of the ACC.

5 Across all agencies, “other dispositions” are typically non-disposition data types entered as a disposition. For BPD, these other dispositions include allegations with dispositions of “accused resigned/retired,” “accused terminated,” and “case expired.”

# Dispositions

(Baltimore Police Department Only)

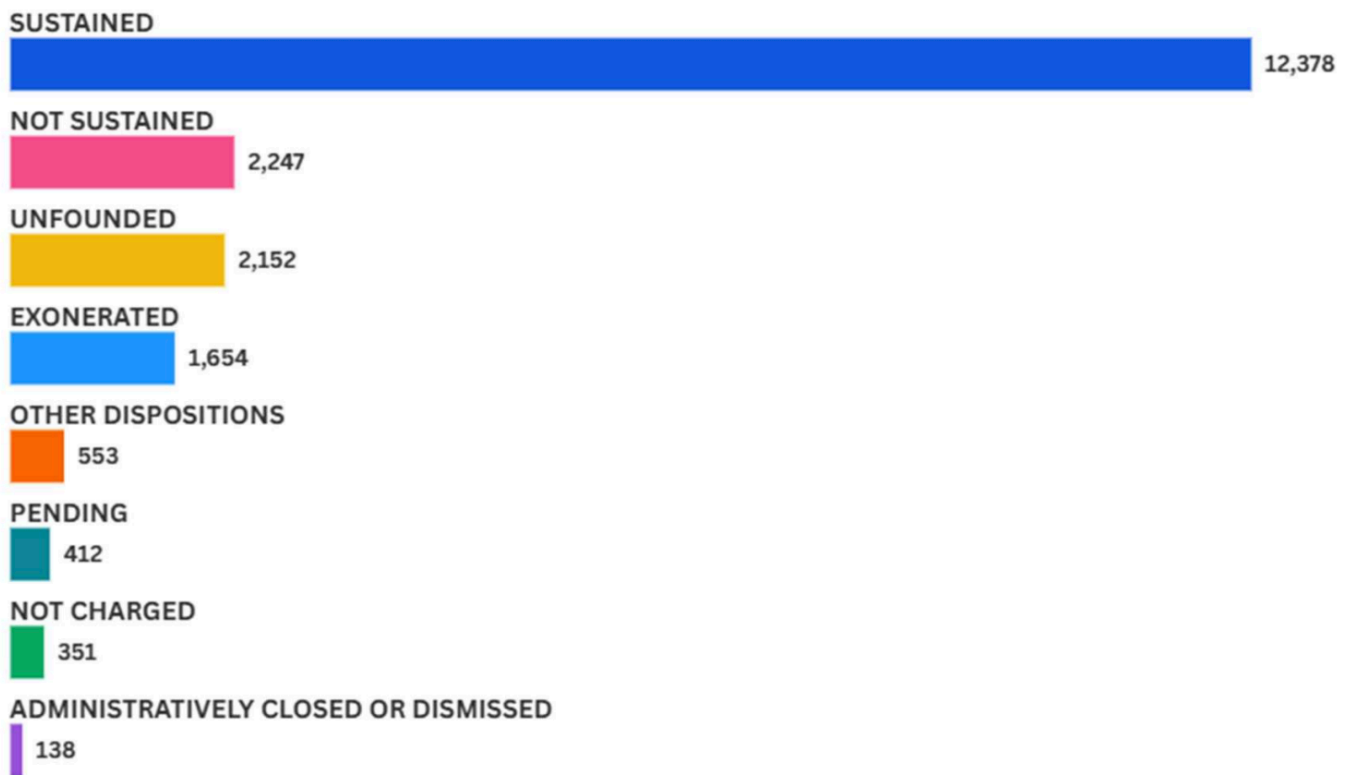


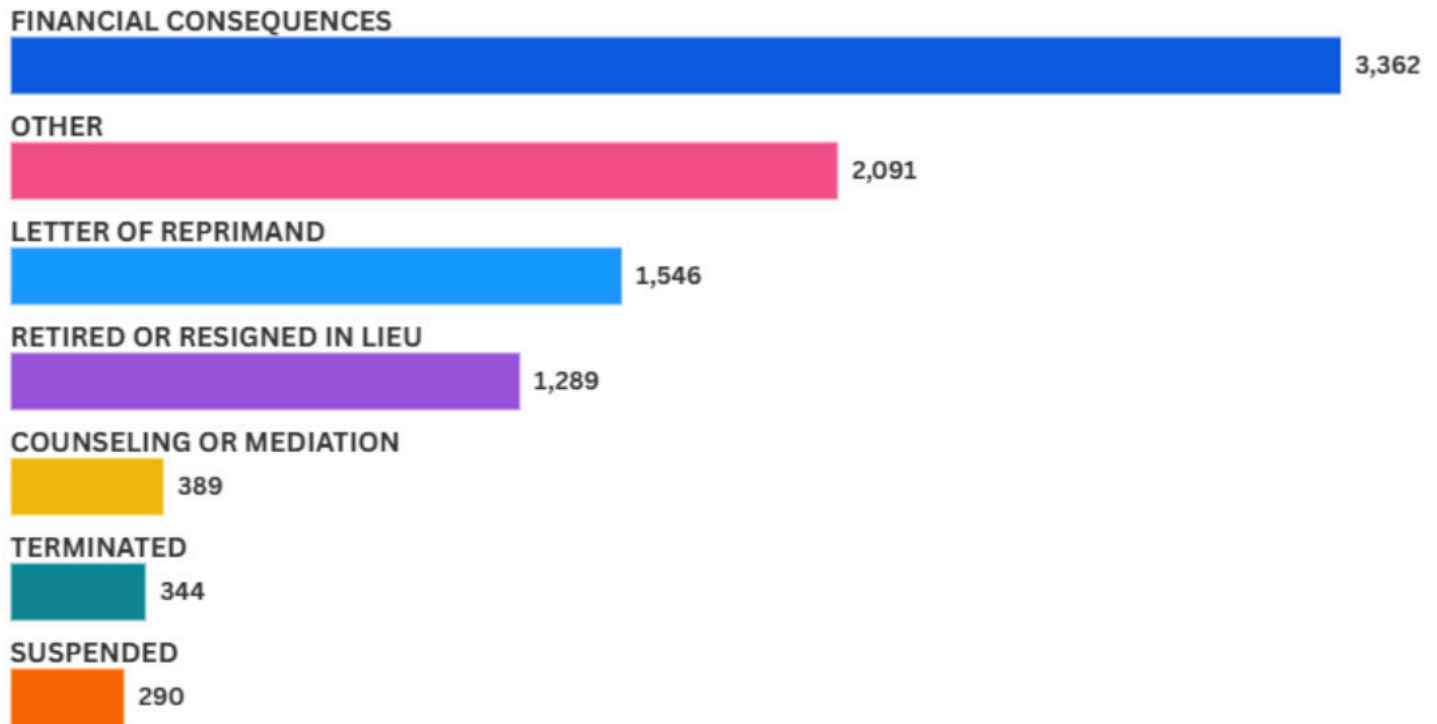
Figure 4: Disposition of BPD allegations

## Disciplinary Actions

The most common form of discipline BPD offered its personnel was financial, including loss of leave, loss of pay, and fine(s) (Figure 5). The second most common category of discipline—labeled as “other”—included remedial training (51), demotion (20), and various types of evaluations (e.g., anger management, drug screening, fitness for duty evaluation, and psychological evaluation). The second most common category of disciplinary action—labeled as “other”—constituted 22 percent of all disciplinary actions. No further description of these “other” disciplinary actions was reported.

# Disciplinary Actions

(Baltimore Police Department Only)



*Figure 5: Distribution of Disciplinary Actions*

# Acknowledgments

PERF is deeply appreciative of the support and participation of the many partners who made this project possible. First and foremost, thank you to the following agencies that provided data, expert insight, and guidance to the PERF team throughout this study. Thank you for being so generous with your time and receptive to the very big asks we made of you.

- Anne Arundel County Police Department
- Baltimore County Police Department
- Baltimore County Sheriff's Office
- Baltimore Police Department
- Bel Air Police Department
- Berlin Police Department
- Bladensburg Police Department
- Bowie Police Department
- Bowie State University Police Department
- Calvert County Sheriff's Office
- Cecil County Sheriff's Office
- Charles County Sheriff's Office
- Cheverly Police Department
- Colmar Manor Police Department
- Cumberland Police Department
- Delmar Police Department
- Dorchester County Sheriff's Office
- Elkton Police Department
- Frederick Police Department
- Frostburg State University Police Department
- Glenarden Police Department
- Greenbelt Police Department
- Greensboro Police Department
- Hagerstown Community College Police Department
- Hampstead Police Department
- Howard County Police Department
- Hyattsville Police Department
- Johns Hopkins University Police Department
- Laurel Police Department
- Maryland Department of State Police
- Maryland National Capital Park Police – Montgomery County Division
- Maryland Alcohol, Tobacco, and Cannabis Commission
- Montgomery County Department of Police
- Montgomery County Sheriff's Office
- Morgan State University Police Department
- Oxford Police Department
- Perryville Police Department
- Pocomoke City Police Department
- Prince George's County Police Department
- Queen Anne's County Office of the Sheriff
- St. Michaels Police Department
- Smithsburg Police Department
- Snow Hill Police Department
- Somerset County Sheriff's Office
- St. Mary's County Sheriff's Office
- Sykesville Police Department
- University of Maryland Baltimore County Police Department
- University of Maryland Eastern Shore Police Department
- University of Maryland Police Department
- Upper Marlboro Police Department
- Westminster Police Department
- Wicomico County Sheriff's Office



PERF extends a special thanks to the focus group participants and our host sites: Baltimore County Police Department, Laurel Police Department, the Eastern Shore Higher Education Center at Chesapeake College, and the Maryland Public Safety Education Training Center. We are also particularly grateful for the funding support from the Maryland Governor's Office of Crime Prevention and Policy and to our champions there, Director of Criminal Justice Programs Marty Hammond and Assistant Director for Public Safety Strategies Rich Alban. Thank you also to Darren Popkin, Executive Director of the Maryland Chiefs of Police and Sheriff's Associations; Chief Russ Hammil of the Laurel Police Department; Chief Dave Morris of the Cheverly Police Department; and Wayne Silver, Executive Director of the Maryland Police Training and Standards Commission for your guidance and patience, expert insights, and assistance with publicizing the project.

This project was managed by PERF Senior Research Associate Kristen McGeeney. Kristen led the project's development and communications, presented at and co-facilitated focus group meetings, and was the lead author of this report. PERF Senior Principal Martin Bartness provided project oversight, co-facilitated focus group meetings, and contributed to the content and editing of this report. Research Associate Zoe Mack supported data collection, cleaning, and analysis and logistical support for meetings and webinars. Executive Director Chuck Wexler; Director of Management, Technical Assistance, and Special Projects (MTASP) Tom Wilson; and MTASP Deputy Director Jennifer Sommers provided valuable insights, editing, and oversight. Editor Melissa Fox edited the report, and Communications Associate Dustin Waters designed it. Former Senior Associate Bailey Maryfield led data collection, cleaning, and preliminary analysis.



POLICE EXECUTIVE  
RESEARCH FORUM