

TOTAL SWORN POLICE OFFICERS
LARGEST 50 DEPARTMENTS
OCTOBER 1979 THRU OCTOBER 1991

RANK	DEPARTMENT	1979	1985	1991	%CHANGE	
					79-91	85-91
01	New York City	28,012	26,073	26,856	-4.1	+3.0
02	Chicago	13,393	11,871	12,132	-9.4	+2.1
03	Los Angeles	6,669	7,051	8,193	+22.8	+16.1
04	Philadelphia	7,903	6,966	6,424	-18.7	-7.7
05	Washington, D.C.	4,034	3,837	4,502	+11.6	+17.7
06	Houston	3,012	4,363	4,077	+35.3	-6.5
07	Detroit	5,006	4,640	3,954	-21.0	-14.7
08	Baltimore	3,171	2,965	2,893	-8.7	-2.4
09	Dallas	2,031	2,170	2,857	+40.6	+31.6
10	Boston	2,187	1,829	1,989	-9.0	+8.7
11	Phoenix	1,597	1,273	1,982	+24.1	+55.6
12	Milwaukee	2,029	2,041	1,895	-6.6	-7.1
13	Honolulu	1,475	1,639	1,887	+27.9	+15.1
14	San Diego	1,306	1,407	1,886	+44.4	+34.0
15	San Francisco	1,554	1,929	1,840	+18.4	-4.6
16	Cleveland	1,864	1,742	1,682	-9.7	-3.4
17	San Antonio	1,238	1,273	1,571	+26.8	+23.4
18	Atlanta	996	1,278	1,533	+53.9	+19.9
19	New Orleans	1,482	1,378	1,522	+2.6	+10.4
20	St. Louis	2,002	1,627	1,516	-24.2	-6.8
21	Columbus, OH	914	1,223	1,403	+53.5	+14.7
22	Memphis	1,265	1,154	1,390	+9.8	+20.4
23	Denver	1,403	1,349	1,361	-2.9	+0.8
24	Jacksonville	955	945	1,253	+31.2	+32.5
25	Seattle	1,300	1,039	1,228	-5.5	+18.1
26	San Jose	762	976	1,170	+53.5	+19.8
27	Kansas City, MO	1,192	1,114	1,167	-2.0	+4.7
28	Pittsburgh	1,366	1,210	1,135	-16.9	-6.1
29	Newark	1,198	1,122	1,111	-7.2	-0.9
30	Nashville	928	984	990	+6.6	+0.6
31	Las Vegas	847	1,021	989	+16.7	-3.1
32	Indianapolis	996	951	988	-0.8	+3.8
33	Buffalo	1,247	993	973	-21.9	-2.0
34	Cincinnati	945	883	964	+2.0	+9.1
35	Ft. Worth	677	771	949	+40.1	+23.0
36	Oklahoma City	707	732	897	+26.8	+22.5
37	Charlotte	595	608	838	+40.8	+37.8
38	Tampa	582	692	830	+42.6	+19.9
39	Minneapolis	745	677	818	+9.7	+20.8
40	Jersey City	944	920	808	-14.4	-12.1
41	El Paso	680	686	768	+12.9	-11.9
42	Birmingham	685	619	724	+5.6	+16.9
43	Norfolk	588	617	676	+14.9	+9.5
44	Oakland	638	617	671	+5.1	+8.7
45	Toledo	702	758	668	-4.8	-11.8
46	Long Beach	616	652	664	+7.7	+1.8
47	Rochester	676	570	649	-3.9	+13.8
48	Baton Rouge	569	575	617	+8.4	+7.3
49	Omaha	553	574	608	+9.9	+5.9
50	St. Paul	547	517	515	-5.8	-0.3

POLICING SHORTAGES

<u>STATE/CITY</u>	<u>DESCRIPTION OF SHORTAGE AND DATE</u>
1. California	- State police force ordered to "trim its spending by nearly a third" - May lose 144 of 306 police officer slots - Legislatively imposed \$7.7 million total the agency must cut from its \$28 million budget - <i>The San Francisco Chronicle, Sept. 17, 92</i>
2. Berkeley, CA	- 85 police positions cut in the last 3 years - <i>San Francisco Chronicle, June 12, 93</i>
3. Los Angeles, CA	- A number of key reforms proposed by the Christopher Commission (formed in response to LA riots) including "those bolstering internal investigations, officer training, and the public complaint process" deferred as a result of budget constraints - <i>The Los Angeles Times, March 31, 1993</i>
4. Oakland, CA	- "Despite last year's (1991) record murder rate, the city's budget deficit makes it impossible to hire many more police officers" - \$5 million in reductions in the District Attorney's office, which could mean a cut of 40% in the criminal attorney staff - <i>The New York Times, April 15, 1992</i>
5. Sacramento, CA	- 8% or 5.5 million cut from police budget in Feb. - Plans to cut another 72 officers - <i>Sacramento Bee, May 19, 93</i>
6. San Diego County, CA	- Sheriff Jim Roach stated that there were just .48 patrol deputies for every 1,000 residents - Will lose SWAT team if 91-92 budget cuts implemented

- *LA Times*, Sep. 4, 91
- 7. San Fernando Valley, CA
 - Budget cuts
 - *LA Times*, Mar 7, 92
- 8. San Francisco, CA
 - Department short 116 uniformed police officers
 - Shortage resulted from unfilled vacancies and the number of officers on long term disability leave and temporary assignments
 - *San Francisco Chronicle*, Sept. 6, 91
- 9. San Jose, CA
 - Plans for layoffs/cutting fire and police departments by 6%
 - May have to lay off as many as 40 officers
 - *San Francisco Chronicle*, March 26, 93
- 10. Hartford, CT.
 - Budget cuts to reduce staffing and training
 - *Hrtfd. Courant*, June 30, 92
- 11. Washington, D.C.
 - Between 44% and 54 % of the 138 patrol cars in the city out of service during the month of August
 - *The Washington Times*, Aug. 1, 92
 - "The narcotic branch ... is not beginning any new drug investigations because of the shortage of surveillance cars ... "
 - *The Washington Post*, May 11, 90
 - Shortage of bilingual (in Spanish) police officers
 - *Washington Times*, May 10, 91
- 12. St. Petersburg, FL
 - Policing shortages
 - 1992
- 13. Maine
 - "Budget and personnel cutbacks have forced state police commanders to take their troopers off the highways or to assign individual troopers such long stretches of highway that motorists can travel 100 miles or more and never see a police car"
 - *The Boston Globe*, February 21, 93
- 14. Baltimore, MD
 - School police personnel shortage
 - *Daily Report Card*, Feb. 28, 92
- 15. Prince George's Cnt., MD
 - An early retirement program for police has

contributed to a shortage of officers patrolling the streets

- *Washington Times, June 15, 93*

16. Boston, MA

- Community policing program is narrow in scope because of shortage of officers
- Boston Police Department's superintendent in chief needs nearly 250 more than the current level to put an effective community policing program into place

- *The Boston Globe, Aug. 7, 92*

17. Brockton, MA

- Police staffing shortages
- Cannot give greater protection to potential victims of domestic violence

- *Boston Globe, May 28, 92*

18. Detroit, MI

- Detroit police department employed nearly 1000 less police in 1991 than 1990

- *Corporate Detroit Mag., 91*

19. New Hampshire

- Cutbacks similar to those in Maine and Vermont
- Sparse patrol of interstates

- *The Boston Globe, February 21, 1993*

20. Babylon, NY

- Police cutbacks
- Police patrols at historic low
- *Newsday, Aug 28, 92*

21. Buffalo, NY

- Officials said that recent attacks on police are indicative of a staffing shortage

- *Buffalo News, Dec. 7, 92*

22. Nassau County, NY

- \$4.6 million budget cut imposed on county jail
- Estimated to necessitate 260 layoffs from a staff of 900 correction officers

- *The New York Times, March 3, 92*

- 250 police cut in 1991

- another 250 police cut in 1992

- *The New York Times, Jan 12, 92*

- \$10 million budget cut in force March 1, 91

23. Houston, TX

- Vice chairman of Citizens on Patrol said his group depends on volunteer deputies to fill the gap left by Houston Police department's manpower shortage
- *Houston Chronicle, March 19, 92*

24. Vermont

- Because of cuts, there is no regular patrol of interstates 89 and 91
- *The Boston Globe, February 21, 93*

She... investments... fund... Its holdings include... assets that are health-related, but the total of these assets is a minor portion of the fund's entire portfolio — to our knowledge, less than 10 percent. Mr. Foster was aware of these facts. The matter was not discussed with the Office of Legal Counsel."

Reasonable ethicists will grant that Mrs. Clinton's health-related holdings are, as Nussbaum writes, "clearly insubstantial, because they are both a small amount of money and an insignificant part of the Clintons' total assets." Nobody suggests she was out

Entrapping the First Lady.

to make a buck on short sales of medical stocks.

But what may well have contributed to Mr. Foster's gloom was the need to protect the First Lady from the consequences of his FACA victory, with legal legerdemain. His solution was to put this active official outside the reach of the law.

Section 203 specifically exempts the President and the Vice President from the conflict-of-interest law. Adds the redoubtable, likable Mr. Nussbaum: "It is the view of the White House Counsel, consistent with the views of prior Administrations, that the First Lady, like the President, is not covered by the conflict-of-interest statutes and regulations."

That's the Foster-Nussbaum doctrine, not the law. The non-coverage of this most Governmentally energetic First Lady was not sanctioned by Congress, not approved by the courts, not even reviewed by Justice.

Justice's much-ignored Office of Legal Counsel, once led by such luminaries as Chief Justice Rehnquist and Justice Scalia, was again bypassed by the White House. (The *de facto* boss at Justice, Hillary law partner Webster Hubbell, even took over the poor guy's office space.) Mr. Nussbaum says that President Reagan's O.L.C. "opined that the First Lady was not subject to these laws" — as if Nancy Reagan ever claimed to be a Government official for any purpose.

The blind trust finalized three days after Foster's death does not clean up a half-year's dealings of an asset that a lawyer sensitive to the appearance of conflict should have ordered divested on Inauguration Day.

What must have added to Foster's mental burdens? Not the money made by Mrs. Clinton's \$14,000 piece of health stocks; that's chicken feed. It was the trap set for her by her own counsel: She must seek to join the President and V.P. as the only full-time Government officials exempt from the conflict-of-interest law.

Anthony Lewis is on vacation.

The Cop Fallacy

By David H. Bayley

President Clinton, seeking to carry out his campaign pledge to fight crime, has taken the first step toward fulfilling his promise to add 100,000 police officers across the country. He has announced his backing for a Democratic measure that, to start the ball rolling, would budget \$3.4 billion over five years. This, the President says, would pay for 50,000 new officers.

The Republicans have introduced a tough crime bill calling for substantially more police officers but not specifying any numbers.

The public, too, believes that more cops on the street is the answer to crime. But the sad truth is that hiring more officers will have no effect on the amount of crime in our society. Criminologists find no relationship between the number of police officers and crime rates. They know that the best predictors of differences in crime rates, from year to year and between different places, are social and economic factors such as unemployment, education, income, gender, age and ethnic background.

This does not mean the police should be laid off or sent on vacation. Studies of strikes and natural disasters indicate that crime does increase when the police are totally unavail-

Clinton's expensive plan won't cut crime.

able. By the same token, saturating areas with police officers deters criminal activity. As the police will admit, however, saturation is too costly to maintain for more than short periods, even in small areas. Within practical limits, therefore, varying the number of police officers is unlikely to have any noticeable effect on crime.

Our society can't afford to hire enough cops to make a deterrent difference. The possibility of increasing police visibility by hiring more officers is governed by a 10-for-1 rule: To get one officer on the street at all times throughout the year, at least 10 have to be hired.

David H. Bayley is professor in the School of Criminal Justice at the State University of New York at Albany.

Only about 65 percent of the nation's police officers are assigned to uniformed patrol. The New York Police Department calculates its "street enforcement strength" — front-line patrol officers, detectives and narcotics investigators — at just under 10,000, about 36 percent of all officers. But not all 65 percent are available all the time. They work different shifts, go on vacation, take sick leave and are sent for periodic training.

Generally, police departments estimate that it takes 15 officers to provide one officer around the clock throughout the year. The New York department's figure is 12.3. This means that of the 65 percent of police officers assigned to uniformed duties, only one of every 12.3 will be available at any moment. This amounts to 11.8 percent of total strength.

Add to this the fact that many uniformed patrol officers work away from the street, primarily in administrative duties, and that officers assigned to patrol are not always on the street, and it quickly becomes obvious that there is a massive overestimate of how many officers are needed to create a street police effect. In New York City, for example, the police department estimates that it needs 12,000 officers to provide a street police effect. But the city's total strength is only 33,000. If these officers were assigned in proportion to population, New York State would have 50 more at any given moment, and New York City 125 to 150. This would increase the city Police Department's average street strength to about 1,000, which is 6.5 percent of total police officers.

If Mr. Clinton's proposals were doled out across the country, as politicians would probably insist, each town or city would get at most one or two more. Even this almost invisible increment is prohibitively expensive. A patrol officer costs about \$50,000 per year, salary and benefits together. Following the 10-for-1 rule the cost of one more street officer is really \$500,000.

The policy of deterring crime through increasing the visible presence of the police is bankrupt — a political nostrum that sounds good but is ineffective and costly. To prevent crime, the police must become inventive, not simply more numerous. They should, for example, make better use of community policing, reduce the senior ranks and give precinct commanders greater autonomy.

Until the police show that they know how to use personnel in new ways that make a difference in preventing crime, increased hiring should be put on hold.

when
posal
The
So
that will
relation
Duri
moment
already
and hos
that are
delivere
any inpr
Our
have alv
be tied t
is on pr
We h
proposa



Putting 100,000 Police on the Streets: Examples of How Some PERF Members Can Benefit From Passage of the Crime Bill

According to the U.S. Justice Department, municipalities have already hired more than 2,000 new officers through the \$150 million Police Hiring Supplement program, a downpayment on President Clinton's commitment to put 100,000 more police in law enforcement agencies across the country. The Justice Department's state-by-state analysis of how crime bill funds can be used to put more cops on the beat reveals that nearly 100,000 officers can be put on our nation's streets if the maximum crime bill funding is drawn on by eligible departments, and municipalities provide the projected matching funds or receive appropriate waivers. In looking at how PERF members would use this funding if the Senate passes the crime bill, it appears there would be the potential for an even greater number of police officers to be deployed in our communities. As the examples that follow demonstrate, if some of the money available under the "cops on the beat" program is used for technology, police overtime, and training—as is allowed under the provisions that allocate up to 20 percent of the funds for those purposes—the nation's police departments would be able to free up a significant number of current police officers to work directly with their communities on crime problems.

New York City Police Department—The New York City Police Department (NYPD) will attempt to put more cops on the beat by applying for crime bill funds for training, technology, and equipment—an investment that would free up more officers for community policing. Some examples of how New York City would use crime bill funding to increase street presence is through investments in technology, problem solving, and officer overtime.

Technology: For example, by investing in additional communications equipment, the department could increase the time that patrol officers would be available to respond to calls. Current shortages in communications equipment result in officers taking time away from the streets to share their equipment with oncoming shifts. In addition, investing in technology, training, and equipment to implement a computerized paperless arrest system would greatly increase street presence by freeing up a significant number of officers for patrol. According to preliminary calculations, a paperless system could increase street presence by an estimated 300 to 400 officers. Other uses could include investigative technological support and precinct automation.

Problem Solving: The NYPD would ask for assistance in providing police problem solving training and technology. This type of assistance would improve the quality and availability of information needed to solve the problems that lead to crime and fear of crime in New York City. This investment would also help officers address the underlying causes of crimes, and reduce their need to simply react to calls for police service from the same locations about the same problems over and over again.

Officer Overtime—Instead of only recruiting, hiring, and training new officers, the NYPD would ask for funding for overtime to pay for cops already on the beat. The increased street presence would be accomplished by officers already known to the community, and who, in turn, understand the needs of the citizens they serve.

San Diego Police Department—The San Diego Police Department would apply for funds available under the crime bill that would put more than 13 sworn officers on the streets of San Diego. The crime bill's prevention programs would also help the agency better engage the community in critical programs that would help the San Diego Police Department fight crime in its neighborhoods.

St. Louis (MO) Metropolitan Police Department—The St. Louis Metropolitan Police Department would use funds provided under the crime package to increase the number of officers on the street to fight crime. The department is also interested in the funding that would be available for prevention programs, particularly in view of the department's success with Community-Oriented Problem Solving initiatives, which rely heavily on neighborhood and community support. With the additional dollars, the department would be able to reach more people and provide greater accessibility to its officers.

Baltimore County (MD) Police Department—The Baltimore County (MD) Police Department would likely request support for 23 additional officers under the crime bill's grant funds. These officers would be spread among the department's precincts based on service demands. The officers would serve two primary functions: First, they would operate as rapid response community problem solvers, responding to troubled neighborhoods to identify problems that affect the residents' quality of life. They would also plan specific remedies in cooperation with residents. Second, these officers would coordinate a total government response to neighborhood problems—acting like consultants for patrol officers and others engaging in community problem solving.

Kansas City (MO) Police Department—Under President Clinton's downpayment on his pledge to fund 100,000 community police officers, the Kansas City Police Department received funding for 26 police officers. These officers are going to be used as Community Action Teams (CAT). Community Action Teams will consist of 26 officers deployed into specific geographic locations within the five patrol divisions. CAT members will meet with neighborhood citizens monthly, and together identify crime problems, needs, and potential solutions. CAT members will be equipped with mobile phones and pagers so that they will be readily accessible to citizens. To further increase their accessibility, a mobile police facility will be available for CAT use.

To coordinate an overall community policing effort, a Citizen Involvement Group will be formed, consisting of three representatives from each of the five geographic areas, one from the county prosecutor's office, and one member appointed by the city manager representing city agencies. The group will meet quarterly with CAT members and police department representatives to serve as a decision-making body to facilitate the implementation of solutions.

To complement this program, the KCPD will consider applying for crime bill funding available to police.

Yonkers (NY) Police Department—Due to the city's recent budgetary constraints, the police department has been unable to adequately replace police officers who have retired or left the department. If the Yonkers Police Department received funding under the crime bill's supplemental hiring program, the agency could hire 20 additional police officers, who would be put on the beat and would practice community policing throughout the city. Yonkers would deploy officers on foot patrol in the commercial and densely populated areas, increasing visibility and leading to better community relations and police/citizen partnerships.

Buffalo (NY) Police Department—If the crime bill passes the Senate and is signed into law by President Clinton, the Buffalo (NY) Police Department would be seeking funding to augment the community policing efforts currently underway there. Because the bill offers flexibility to police in how the money is spent, the department can implement programs and update its equipment and technology, thereby having a direct and dramatic impact on community policing in Buffalo. Some ways Buffalo would use the money follow:

- Adding computers in the department, which would aid in the development and implementation of a crime analysis strategy. Personal computers could also be used to replace the current system of record keeping and report writing, in which officers use time-consuming methods involving outdated typewriters—methods that take officers off the streets for long periods of time.
- The Buffalo Police Department would invest in mobile digital systems in patrol cars. Again, this would get officers out of the squad room and into the community.
- Because the department recently won the right to hire civilian technicians to take and file incident reports, this grant money could be used to hire non-sworn personnel, which would put police officers back on the street performing community policing functions that would result in the development of crime-fighting partnerships with the citizens of Buffalo.

The Police Executive Research Forum is an organization of progressive law enforcement chief executives and police professionals serving more than 40 percent of the nation's population. It is dedicated to improving policing practices through national leadership, experimentation, and research.

For more information on the Police Executive Research Forum or its legislative positions, please contact Martha Plotkin or Rob Chapman at 202/466-7820.



Putting 100,000 Police on the Streets: Examples of How Some PERF Members Can Benefit From Passage of the Crime Bill

According to the U.S. Justice Department, municipalities have already hired more than 2,000 new officers through the \$150 million Police Hiring Supplement program, a downpayment on President Clinton's commitment to put 100,000 more police in law enforcement agencies across the country. The Justice Department's state-by-state analysis of how crime bill funds can be used to put more cops on the beat reveals that nearly 100,000 officers can be put on our nation's streets if the maximum crime bill funding is drawn on by eligible departments, and municipalities provide the projected matching funds or receive appropriate waivers. In looking at how PERF members would use this funding if the Senate passes the crime bill, it appears there would be the potential for an even greater number of police officers to be deployed in our communities. As the examples that follow demonstrate, if some of the money available under the "cops on the beat" program is used for technology, police overtime, and training—as is allowed under the provisions that allocate up to 20 percent of the funds for those purposes—the nation's police departments would be able to free up a significant number of current police officers to work directly with their communities on crime problems.

New York City Police Department—The New York City Police Department (NYPD) will attempt to put more cops on the beat by applying for crime bill funds for training, technology, and equipment—an investment that would free up more officers for community policing. Some examples of how New York City would use crime bill funding to increase street presence is through investments in technology, problem solving, and officer overtime.

Technology: For example, by investing in additional communications equipment, the department could increase the time that patrol officers would be available to respond to calls. Current shortages in communications equipment result in officers taking time away from the streets to share their equipment with oncoming shifts. In addition, investing in technology, training, and equipment to implement a computerized paperless arrest system would greatly increase street presence by freeing up a significant number of officers for patrol. According to preliminary calculations, a paperless system could increase street presence by an estimated 300 to 400 officers. Other uses could include investigative technological support and precinct automation.

Problem Solving: The NYPD would ask for assistance in providing police problem solving training and technology. This type of assistance would improve the quality and availability of information needed to solve the problems that lead to crime and fear of crime in New York City. This investment would also help officers address the underlying causes of crimes, and reduce their need to simply react to calls for police service from the same locations about the same problems over and over again.

Officer Overtime—Instead of only recruiting, hiring, and training new officers, the NYPD would ask for funding for overtime to pay for cops already on the beat. The increased street presence would be accomplished by officers already known to the community, and who, in turn, understand the needs of the citizens they serve.

San Diego Police Department—The San Diego Police Department would apply for funds available under the crime bill that would put more than 13 sworn officers on the streets of San Diego. The crime bill's prevention programs would also help the agency better engage the community in critical programs that would help the San Diego Police Department fight crime in its neighborhoods.

St. Louis (MO) Metropolitan Police Department—The St. Louis Metropolitan Police Department would use funds provided under the crime package to increase the number of officers on the street to fight crime. The department is also interested in the funding that would be available for prevention programs, particularly in view of the department's success with Community-Oriented Problem Solving initiatives, which rely heavily on neighborhood and community support. With the additional dollars, the department would be able to reach more people and provide greater accessibility to its officers.

Baltimore County (MD) Police Department—The Baltimore County (MD) Police Department would likely request support for 23 additional officers under the crime bill's grant funds. These officers would be spread among the department's precincts based on service demands. The officers would serve two primary functions: First, they would operate as rapid response community problem solvers, responding to troubled neighborhoods to identify problems that affect the residents' quality of life. They would also plan specific remedies in cooperation with residents. Second, these officers would coordinate a total government response to neighborhood problems—acting like consultants for patrol officers and others engaging in community problem solving.

Kansas City (MO) Police Department—Under President Clinton's downpayment on his pledge to fund 100,000 community police officers, the Kansas City Police Department received funding for 26 police officers. These officers are going to be used as Community Action Teams (CAT). Community Action Teams will consist of 26 officers deployed into specific geographic locations within the five patrol divisions. CAT members will meet with neighborhood citizens monthly, and together identify crime problems, needs, and potential solutions. CAT members will be equipped with mobile phones and pagers so that they will be readily accessible to citizens. To further increase their accessibility, a mobile police facility will be available for CAT use.

To coordinate an overall community policing effort, a Citizen Involvement Group will be formed, consisting of three representatives from each of the five geographic areas, one from the county prosecutor's office, and one member appointed by the city manager representing city agencies. The group will meet quarterly with CAT members and police department representatives to serve as a decision-making body to facilitate the implementation of solutions.

To complement this program, the KCPD will consider applying for crime bill funding available to police.

Yonkers (NY) Police Department—Due to the city's recent budgetary constraints, the police department has been unable to adequately replace police officers who have retired or left the department. If the Yonkers Police Department received funding under the crime bill's supplemental hiring program, the agency could hire 20 additional police officers, who would be put on the beat and would practice community policing throughout the city. Yonkers would deploy officers on foot patrol in the commercial and densely populated areas, increasing visibility and leading to better community relations and police/citizen partnerships.

Buffalo (NY) Police Department—If the crime bill passes the Senate and is signed into law by President Clinton, the Buffalo (NY) Police Department would be seeking funding to augment the community policing efforts currently underway there. Because the bill offers flexibility to police in how the money is spent, the department can implement programs and update its equipment and technology, thereby having a direct and dramatic impact on community policing in Buffalo. Some ways Buffalo would use the money follow:

- Adding computers in the department, which would aid in the development and implementation of a crime analysis strategy. Personal computers could also be used to replace the current system of record keeping and report writing, in which officers use time-consuming methods involving outdated typewriters—methods that take officers off the streets for long periods of time.
- The Buffalo Police Department would invest in mobile digital systems in patrol cars. Again, this would get officers out of the squad room and into the community.
- Because the department recently won the right to hire civilian technicians to take and file incident reports, this grant money could be used to hire non-sworn personnel, which would put police officers back on the street performing community policing functions that would result in the development of crime-fighting partnerships with the citizens of Buffalo.

The Police Executive Research Forum is an organization of progressive law enforcement chief executives and police professionals serving more than 40 percent of the nation's population. It is dedicated to improving policing practices through national leadership, experimentation, and research.

For more information on the Police Executive Research Forum or its legislative positions, please contact Martha Plotkin or Rob Chapman at 202/466-7820.



Putting 100,000 Police on the Streets: Examples of How Some PERF Members Can Benefit From Passage of the Crime Bill

According to the U.S. Justice Department, municipalities have already hired more than 2,000 new officers through the \$150 million Police Hiring Supplement program, a downpayment on President Clinton's commitment to put 100,000 more police in law enforcement agencies across the country. The Justice Department's state-by-state analysis of how crime bill funds can be used to put more cops on the beat reveals that nearly 100,000 officers can be put on our nation's streets if the maximum crime bill funding is drawn on by eligible departments, and municipalities provide the projected matching funds or receive appropriate waivers. In looking at how PERF members would use this funding if the Senate passes the crime bill, it appears there would be the potential for an even greater number of police officers to be deployed in our communities. As the examples that follow demonstrate, if some of the money available under the "cops on the beat" program is used for technology, police overtime, and training—as is allowed under the provisions that allocate up to 20 percent of the funds for those purposes—the nation's police departments would be able to free up a significant number of current police officers to work directly with their communities on crime problems.

New York City Police Department—The New York City Police Department (NYPD) will attempt to put more cops on the beat by applying for crime bill funds for training, technology, and equipment—an investment that would free up more officers for community policing. Some examples of how New York City would use crime bill funding to increase street presence is through investments in technology, problem solving, and officer overtime.

Technology: For example, by investing in additional communications equipment, the department could increase the time that patrol officers would be available to respond to calls. Current shortages in communications equipment result in officers taking time away from the streets to share their equipment with oncoming shifts. In addition, investing in technology, training, and equipment to implement a computerized paperless arrest system would greatly increase street presence by freeing up a significant number of officers for patrol. According to preliminary calculations, a paperless system could increase street presence by an estimated 300 to 400 officers. Other uses could include investigative technological support and precinct automation.

Problem Solving: The NYPD would ask for assistance in providing police problem solving training and technology. This type of assistance would improve the quality and availability of information needed to solve the problems that lead to crime and fear of crime in New York City. This investment would also help officers address the underlying causes of crimes, and reduce their need to simply react to calls for police service from the same locations about the same problems over and over again.

Officer Overtime—Instead of only recruiting, hiring, and training new officers, the NYPD would ask for funding for overtime to pay for cops already on the beat. The increased street presence would be accomplished by officers already known to the community, and who, in turn, understand the needs of the citizens they serve.

San Diego Police Department—The San Diego Police Department would apply for funds available under the crime bill that would put more than 13 sworn officers on the streets of San Diego. The crime bill's prevention programs would also help the agency better engage the community in critical programs that would help the San Diego Police Department fight crime in its neighborhoods.

St. Louis (MO) Metropolitan Police Department—The St. Louis Metropolitan Police Department would use funds provided under the crime package to increase the number of officers on the street to fight crime. The department is also interested in the funding that would be available for prevention programs, particularly in view of the department's success with Community-Oriented Problem Solving initiatives, which rely heavily on neighborhood and community support. With the additional dollars, the department would be able to reach more people and provide greater accessibility to its officers.

Baltimore County (MD) Police Department—The Baltimore County (MD) Police Department would likely request support for 23 additional officers under the crime bill's grant funds. These officers would be spread among the department's precincts based on service demands. The officers would serve two primary functions: First, they would operate as rapid response community problem solvers, responding to troubled neighborhoods to identify problems that affect the residents' quality of life. They would also plan specific remedies in cooperation with residents. Second, these officers would coordinate a total government response to neighborhood problems—acting like consultants for patrol officers and others engaging in community problem solving.

Kansas City (MO) Police Department—Under President Clinton's downpayment on his pledge to fund 100,000 community police officers, the Kansas City Police Department received funding for 26 police officers. These officers are going to be used as Community Action Teams (CAT). Community Action Teams will consist of 26 officers deployed into specific geographic locations within the five patrol divisions. CAT members will meet with neighborhood citizens monthly, and together identify crime problems, needs, and potential solutions. CAT members will be equipped with mobile phones and pagers so that they will be readily accessible to citizens. To further increase their accessibility, a mobile police facility will be available for CAT use.

To coordinate an overall community policing effort, a Citizen Involvement Group will be formed, consisting of three representatives from each of the five geographic areas, one from the county prosecutor's office, and one member appointed by the city manager representing city agencies. The group will meet quarterly with CAT members and police department representatives to serve as a decision-making body to facilitate the implementation of solutions.

To complement this program, the KCPD will consider applying for crime bill funding available to police.

Yonkers (NY) Police Department—Due to the city's recent budgetary constraints, the police department has been unable to adequately replace police officers who have retired or left the department. If the Yonkers Police Department received funding under the crime bill's supplemental hiring program, the agency could hire 20 additional police officers, who would be put on the beat and would practice community policing throughout the city. Yonkers would deploy officers on foot patrol in the commercial and densely populated areas, increasing visibility and leading to better community relations and police/citizen partnerships.

Buffalo (NY) Police Department—If the crime bill passes the Senate and is signed into law by President Clinton, the Buffalo (NY) Police Department would be seeking funding to augment the community policing efforts currently underway there. Because the bill offers flexibility to police in how the money is spent, the department can implement programs and update its equipment and technology, thereby having a direct and dramatic impact on community policing in Buffalo. Some ways Buffalo would use the money follow:

- Adding computers in the department, which would aid in the development and implementation of a crime analysis strategy. Personal computers could also be used to replace the current system of record keeping and report writing, in which officers use time-consuming methods involving outdated typewriters—methods that take officers off the streets for long periods of time.
- The Buffalo Police Department would invest in mobile digital systems in patrol cars. Again, this would get officers out of the squad room and into the community.
- Because the department recently won the right to hire civilian technicians to take and file incident reports, this grant money could be used to hire non-sworn personnel, which would put police officers back on the street performing community policing functions that would result in the development of crime-fighting partnerships with the citizens of Buffalo.

The Police Executive Research Forum is an organization of progressive law enforcement chief executives and police professionals serving more than 40 percent of the nation's population. It is dedicated to improving policing practices through national leadership, experimentation, and research.

For more information on the Police Executive Research Forum or its legislative positions, please contact Martha Plotkin or Rob Chapman at 202/466-7820.

DA
PAGE
Bok's home district. Mr.
Democratic chairman.
Bill, "ouchy
mid-

Los Angeles Times

DATE: 8-16-94
PAGE: A1

Debatable Arithmetic Marks How the Crime Bill Adds Up

By RONALD BROWNSTEIN
TIMES POLITICAL WRITER

WASHINGTON—Pat Buchanan says it. On the floor of the House, Republican congressmen say it. Empower America, a conservative think tank, says it. But is it true?

Those critics of the \$33.2-billion crime bill try to paint it as soft on criminals by making a mantra of the claim that the legislation would fund two social workers for every police officer.

An examination of the facts, however, shows that their calculation rests on a pyramid of questionable or flatly improbable assumptions. To reach that conclusion, critics appear to underestimate the

number of police the bill could produce and wildly overestimate the number of social workers it would fund.

On the other hand, even some allies admit President Clinton's signature claim that the bill would

NEWS ANALYSIS

fund 100,000 police officers probably overstates its impact on local law enforcement. At best, that is a cumulative total: the bill aims to increase the nation's police force by 100,000 not immediately, but over six years. Meeting even that goal would require local governments to accept substantial financial commitments to supplement

the federal assistance from the bill.

As Congress moves toward reconsidering the crime legislation as soon as this week, "facts" are flying like arrows between both sides in the bitter debate. But, as in the case of the disputed police officers, the facts are often more complex than the sharp sound bites that slice the airwaves. The pitched struggle over the crime bill shows again that, in Washington, as in war, truth is often the first casualty of conflict.

The argument that the bill would generate more social workers than police officers appears to have its roots in an Aug. 2 "issue bulletin" put out by the Heritage Foundation, a conservative think tank.

In the paper, Scott A. Hodge, a fellow on federal budgetary affairs at the foundation, argues that the bill would only fund 20,000 police annually—and 40,000 social workers.

To reach the figure of 40,000 social workers, Hodge simply divides all the so-called crime prevention money in the bill—some \$1.23 billion

per year or \$7.4 billion over the six years covered by the legislation—by the average annual salary and benefits of social workers, which he estimates at \$36,000. "If all this social welfare money goes toward hiring new social workers," he writes, "the bill will add . . . at least two social workers . . . for every cop the bill puts on the street."

But the legislation makes clear that not all of that money could possibly go to hiring social workers. For instance, \$1 billion of the prevention money is designated for strengthening law enforcement, including hiring police and prosecutors, in cases involving violence against women.

Another \$900 million goes to establish after-school programs in troubled neighborhoods. Much of that money would go for the cost of keeping schools open and paying teachers, notes one House Judiciary Committee aide. Another \$40 million would go to operate midnight sports leagues.

Some programs in the bill, such as drug treatment for prisoners and grants to discourage young people from participating in gangs, clearly would produce employment for social workers. It is impossible to estimate in advance how many, said the Judiciary Committee aide, but the assumption that all the bill's prevention funds would go toward hiring social workers "just doesn't make any sense."

Hodge did not return a phone call seeking comment.

Hodge's conclusion that the bill only funds 20,000 police officers annually, which Republicans have widely echoed, also rests on a series of questionable assumptions. He estimates the cost of putting "one new cop on the street for one year in a high-crime area at between \$70,000 to \$80,000 per year." Based on that, he says the cost of adding 100,000 officers would be "at least" \$7 billion per year, or \$42 billion over the bill's six-year life.

Since the bill only provides \$8.845 billion in federal funds for police programs, he concludes, it will only fully fund "at most just 20,000 permanent cops on the street over the next six years."

But Justice Department officials said that the estimated annual cost for adding a police officer is wildly inflated. An International City/County Management Assn. survey last year found the median salary for entry-level police officers was \$23,546. Fringe benefits might add another third to that cost, bringing the total closer to around \$31,000, a department official said.

Those figures vary substantially from region to region, but even for high police-cost cities—such as Beverly Hills, Detroit, San Diego and Washington, D.C.—the total of first-year benefits and salary for a new police officer is more in the range of \$50,000, according to Justice

Although Clinton hardly stresses the point, the bill would not mean that cities could put 100,000 more officers on the streets for each of the next six years. The process is cumulative, the federal government in effect providing cities seed money to cover most of the initial costs of adding about 20,000 new officers per year through the year 2000.

Department surveys.

Using Hodge's methodology, that would reduce the annual cost of 100,000 officers to about \$3.1 billion, which means the federal government could fully fund more than 40,000 new officers annually by his calculations.

But, in fact, those calculations are somewhat beside the point because the legislation generally requires cities to pay for at least one-fourth of the cost of the new hires. That local contribution multiplies the federal dollars to produce more officers on the streets, proponents note.

Even so, to reach the 100,000 officers depends on another series of debatable assumptions.

The Administration reaches that total this way: of the \$8.8 billion in the bill allocated to police programs, \$7.34 billion is designated specifically for hiring new officers. The rest goes to training and other purposes.

The legislation authorizes the government to provide cities up to \$75,000 toward the salary

and benefits of each new officer hired. Divided into \$7.34 billion, that provides enough money to help hire 97,920 officers, the department estimates.

Municipalities have already hired another 2,080 officers with funds from a pilot program approved as part of the budget deal last summer. Taken together, that raises the total to Clinton's 100,000 figure.

But that neat calculation omits important qualifications. For one, if localities could not afford to put up their matching share, that would reduce the number of police hired.

Although Clinton hardly stresses the point, the bill would not mean that cities could put 100,000 more officers on the streets for each of the next six years. The process is cumulative, the federal government in effect providing cities seed money to cover most of the initial costs of adding about 20,000 new officers per year through the year 2000. Once the program has been in place for three years, the Justice Department calculates, the federal government will be subsidizing about 60,000 police officers per year.

This is where the math gets tricky. The federal grants will generally last for three years. To reach the figure of 100,000 officers, the Administration assumes that, after the three-year subsidies expire, local governments will keep on their payrolls all the police officers they hired with Washington's help.

So, for instance, in the program's fourth year, when the government is subsidizing about 60,000 officers, another 15,000 originally hired with funds from the bill are supposed to move into permanent positions with local money.

The Administration anticipates that process continuing until all the officers hired from the grants are absorbed into local police departments.

Will cities absorb all these officers when the federal grants run out? That is the greatest uncertainty in the debate over how many police the bill would add to the nation's streets. It's possible that cities would adjust their budgets to maintain the higher police staffing levels. But they may also lay off the new officers as soon as the federal money runs out, or pressure Washington to maintain the grants as a permanent subsidy.

Because the bill's funding for the new officers is not permanent and only partial critics have said that it amounts to a form of burdensome "unfunded mandate" on the cities. But the cities do not seem to view it that way.

The \$150-million pilot program for hiring officers in the Justice Department created in last year's budget deal has received more than 10 applications for every one it was able to fund.

HYPOTHETICAL ALLOCATION OF CRIME BILL POLICE HIRING FUNDS BASED ON THE GREATER OF
 (1) .5 PERCENT MINIMUM ALLOCATION PER STATE OR (2) EQUAL PERCENTAGE INCREASES IN NEW OFFICERS

STATE	AGENCIES	POPULATION	SWORN OFFICERS	GREATEST ALLOCATION IN EACH STATE	ADDITIONAL OFFICERS @ \$75,000	PERCENT INCREASE # OFFICERS	ALLOCATION METHOD
Alabama	297	4,121,000	8,481	\$111,382,234	1,485	17.5%	Equal Pct.
Alaska	28	568,000	873	\$36,720,122	490	56.1%	.5% Minimum
Arizona	93	3,774,000	7,521	\$98,774,412	1,317	17.5%	Equal Pct.
Arkansas	186	2,396,000	3,786	\$49,722,101	663	17.5%	Equal Pct.
California	454	27,844,000	60,325	\$792,257,197	10,563	17.5%	Equal Pct.
Colorado	230	3,331,000	7,979	\$104,789,394	1,397	17.5%	Equal Pct.
Connecticut	100	2,815,000	7,151	\$93,915,147	1,252	17.5%	Equal Pct.
Delaware	42	527,000	1,583	\$36,720,122	490	30.9%	.5% Minimum
D.C.	1	589,000	4,424	\$58,101,050	775	17.5%	Equal Pct.
Florida	352	13,220,000	31,093	\$408,348,993	5,445	17.5%	Equal Pct.
Georgia	582	6,602,000	18,222	\$239,312,236	3,191	17.5%	Equal Pct.
Hawaii	5	1,160,000	2,714	\$36,720,122	490	18.0%	.5% Minimum
Idaho	101	1,059,000	2,014	\$36,720,122	490	24.3%	.5% Minimum
Illinois	711	11,591,000	29,518	\$387,664,284	5,169	17.5%	Equal Pct.
Indiana	241	5,596,000	9,168	\$120,404,708	1,605	17.5%	Equal Pct.
Iowa	224	2,800,000	4,376	\$57,470,659	766	17.5%	Equal Pct.
Kansas	338	2,447,000	5,750	\$75,515,605	1,007	17.5%	Equal Pct.
Kentucky	381	3,728,000	6,754	\$88,701,286	1,183	17.5%	Equal Pct.
Louisiana	133	2,776,000	8,548	\$112,262,155	1,497	17.5%	Equal Pct.
Maine	137	1,221,000	1,978	\$36,720,122	490	24.8%	.5% Minimum
Maryland	129	4,848,000	12,488	\$164,006,761	2,187	17.5%	Equal Pct.
Massachusetts	302	5,904,000	14,188	\$186,333,114	2,484	17.5%	Equal Pct.
Michigan	567	9,379,000	18,824	\$247,218,392	3,296	17.5%	Equal Pct.
Minnesota	276	4,269,000	6,642	\$87,230,374	1,163	17.5%	Equal Pct.
Mississippi	113	1,553,000	3,057	\$40,148,036	535	17.5%	Equal Pct.
Missouri	283	5,069,000	9,889	\$129,873,708	1,732	17.5%	Equal Pct.
Montana	112	877,000	1,439	\$36,720,122	490	34.0%	.5% Minimum
Nebraska	159	1,542,000	2,757	\$36,720,122	490	17.8%	.5% Minimum
Nevada	26	1,158,000	2,963	\$38,913,520	519	17.5%	Equal Pct.
New Hampshire	113	929,000	1,913	\$36,720,122	490	25.6%	.5% Minimum
New Jersey	533	7,547,000	26,866	\$352,835,174	4,704	17.5%	Equal Pct.

HYPOTHETICAL ALLOCATION OF CRIME BILL POLICE HIRING FUNDS BASED ON THE GREATER OF
 (1) .5 PERCENT MINIMUM ALLOCATION PER STATE OR (2) EQUAL PERCENTAGE INCREASES IN NEW OFFICERS

STATE	AGENCIES	POPULATION	SWORN OFFICERS	GREATEST ALLOCATION IN EACH STATE	ADDITIONAL OFFICERS @ \$75,000	PERCENT INCREASE # OFFICERS	ALLOCATION METHOD
New Mexico	97	1,545,000	3,326	\$43,680,853	582	17.5%	Equal Pct.
New York	402	16,382,000	51,126	\$671,445,362	8,953	17.5%	Equal Pct.
North Carolina	509	6,843,000	16,644	\$218,588,127	2,915	17.5%	Equal Pct.
North Dakota	98	635,000	1,003	\$36,720,122	490	48.8%	.5% Minimum
Ohio	502	10,793,000	19,640	\$257,935,041	3,439	17.5%	Equal Pct.
Oklahoma	292	3,212,000	6,228	\$81,793,250	1,091	17.5%	Equal Pct.
Oregon	171	2,972,000	4,683	\$61,502,535	820	17.5%	Equal Pct.
Pennsylvania	908	9,297,000	22,080	\$289,979,924	3,866	17.5%	Equal Pct.
Rhode Island	42	1,000,000	2,249	\$36,720,122	490	21.8%	.5% Minimum
South Carolina	235	3,601,000	6,170	\$81,031,528	1,080	17.5%	Equal Pct.
South Dakota	84	634,000	978	\$36,720,122	490	50.1%	.5% Minimum
Tennessee	266	4,925,000	9,772	\$128,337,129	1,711	17.5%	Equal Pct.
Texas	873	17,650,000	38,593	\$506,847,609	6,758	17.5%	Equal Pct.
Utah	110	1,800,000	3,300	\$43,339,391	578	17.5%	Equal Pct.
Vermont	51	570,000	849	\$36,720,122	490	57.7%	.5% Minimum
Virginia	263	6,377,000	11,072	\$145,410,223	1,939	17.5%	Equal Pct.
Washington	220	5,041,000	8,122	\$106,667,434	1,422	17.5%	Equal Pct.
West Virginia	273	1,527,000	2,348	\$36,720,122	490	20.9%	.5% Minimum
Wisconsin	320	5,005,000	11,251	\$147,761,056	1,970	17.5%	Equal Pct.
Wyoming	67	465,000	1,291	\$36,720,122	490	37.9%	.5% Minimum
TOTALS =	13,032	241,514,000	544,009	\$7,343,581,710	97,914	18.0%	

NOTE: Fourteen states would receive greater police hiring allocations from the .5% minimum method. These states are Alaska, Delaware, Hawaii, Idaho, Maine, Montana, Nebraska, New Hampshire, North Dakota, Rhode Island, South Dakota, Vermont, West Virginia and Wyoming. The remaining 36 states would receive greater allocations from the equal percentage increase in officers method.

filename: cbKLAIN4.wk1
 date: 8/16/94

**Background on the Crime Bill Policing Title:
The Public Safety Partnership and Community Policing Act**

- The Crime Bill is the primary vehicle, for implementing the President's plan to help put up to 100,000 additional officers on the streets to better prevent and control crime. [Approximately 2000 officers will be hired as a result of the \$150 million Police Hiring Supplement.]
- Attached is a chart showing how utilizing the House bill allocation criteria and funding limitations and the Senate bill authorization level of \$8.995 billion will can reach the 100,000 officer goal. [The chart is for internal discussion purposes only and should not be distributed.]
- Under this initiative, much like the Police Hiring Supplement, we will be paying up to a total of \$75,000 in multi-year grants toward the salary and benefits of each officer hired or rehired. (Most grant awards will spread the \$75,000 maximum per officer over three years.)
- The cost of starting salary and benefits varies among jurisdictions but the national average is approximately \$42,000 per year. Therefore, the crime bill program will pay between 40-75% of communities' actual salary and benefits expenses for hires or rehires over three years. **We anticipate the average federal share being between 50-60%.** [Both the House and Senate bills include a minimum matching requirement of 25% over the life of the grant and a preference is given to those exceeding the minimal match.]
- You will have the authority to waive the \$75,000 cap and/or the 25% minimum matching requirement, so you will have the flexibility to pay 100% of the salary and benefit expenses in cases that warrant it. Obviously if we pay more than an average of 50-60% of the costs we will not be able to meet the 100,000 cops goal.
- Of course, we could waive the matching requirement, raise the per officer cap and/or extend the term of grants beyond three years, if we are willing to forego the portion of crime bill policing funds not restricted to hiring or rehiring, but available for special projects, overtime and other purposes. As the attached chart indicates we have already assumed that approximately \$500 million of the "other purposes" funds will be required to reach the 100,000 goal (e.g., @98,000 crime bill hires + @2000 police hiring supplement hires)

HOUSE BILL ALLOCATION CRITERIA AND SENATE FUNDING AMOUNT (@ \$75,000 per officer)

File: CB100Kpo.VK1

Date: 3/30/94

Specific Assumptions:

- (1) \$8,095,500,000 = Remaining Authorization (\$8.995 Billion - 5% for Tech. Asst. - 5% for State Admin.)
- (2) \$3,440,587,500 = 50 % designated for jurisdictions above 100,000 population *.85 minimum for hiring/rehiring police
- (3) \$3,440,587,500 = 50 % designated for jurisdictions below 100,000 population *.85 minimum for hiring/rehiring police
- (4) \$1,214,325,000 = designated for "other purposes," which we assume INCLUDES \$500,000,000 for hiring/rehiring police (to be allocated among large and small jurisdictions equally at \$250,000,000 each)

Population Category	County Sheriffs	Local P.D.s	Total Juris.	Population (Local PDs only)	Percent of Pop. Group	Formula Distribution	Avg. Grant Amount	Avg. Sworn Officers	Officers Per Grant	Total Officers	Incr. in Officers	Percent Increase
1,000,000 or more	27	14	41	32,448,359	36.8%	\$1,357,181,417	\$33,101,986	5,341 1,052	441.4	102,887	18,096	17.6%
999,999 to 500,000	62	29	91	20,118,977	22.8%	\$841,494,071	\$9,247,188	1,254 356	123.3	58,394	11,220	19.2%
499,999 to 250,000	92	42	134	15,118,367	17.1%	\$632,339,119	\$4,718,949	742 199	62.9	49,729	8,431	17.1%
249,999 to 100,000	270	137	407	20,551,217	23.3%	\$859,572,893	\$2,111,973	273 93	28.2	62,385	11,461	18.4%
Large Subtotal	451	222	673	88,236,920	100.0%	\$3,690,587,500	\$5,483,785	405	73.1	272,895	49,208	18.0%
99,999 to 50,000	374	344	718	23,653,956	23.2%	\$855,027,717	\$1,190,846	118 48	15.9	58,649	11,400	19.4%
49,999 to 25,000	594	702	1,296	24,410,886	23.9%	\$882,388,727	\$680,855	58 23	9.1	53,733	11,765	21.9%
24,999 to 10,000	955	1,672	2,627	26,461,184	25.9%	\$956,501,557	\$364,104	29 13	4.9	59,612	12,753	21.4%
9,999 and Under	719	9,348	10,067	27,572,412	27.0%	\$996,669,499	\$99,004	10 6	1.3	59,529	13,289	22.3%
Small Subtotal	2,642	12,066	14,708	102,098,438	100.0%	\$3,690,587,500	\$250,924	16	3.3	231,523	49,208	21.3%
Grand Total	3,093	12,288	15,381	190,335,358	100%	\$7,381,175,000	\$479,889	33	6.4	504,418	98,416	19.5%

COMMON ASSUMPTIONS FOR HOUSE BILL ALLOCATION CRITERIA
AND SENATE FUNDING AMOUNT @ \$75,000 PER OFFICER

- (1) ALL JURISDICTIONS ELIGIBLE to receive crime bill funding for hiring/rehiring police officers **WILL BE FUNDED**. This includes 12,288 local police departments and 3,093 county sheriffs' departments, for a total of 15,381 jurisdictions that will receive awards.
- (2) Senate bill funding amount equals \$8.995 billion, of which \$6.881 billion (76.5 percent) is allocated for hiring/rehiring sworn police officers. The remaining funding amount is allocated for other purposes, including the following:
 - (a) 5 percent (\$450 million) for technical assistance and training;
 - (b) 5 percent (\$450 million) for administration; and
 - (c) 13.5 percent (\$1.214 billion) for "other purposes" which "may" include hiring/rehiring sworn police officers. (Of this \$1.214 billion, we assume that \$500 million will be used for hiring/rehiring sworn police officers in addition to the \$6.881 billion expressly allocated for hiring/rehiring police.)
- (3) The actual amounts of crime bill funding estimated for each population category (see formula distribution column) is equal to the percentage of population within that category out of the total population for its group (i.e., above 150,000 group or below 150,000 group).
- (4) The average grant amount is equal to the formula distribution divided by the number of total jurisdictions in the population category.
- (5) The average number of sworn officers per grant is equal to the average grant amount divided by \$75,000 per officer.
- (6) The average number of sworn officers for local police departments are shown in the first row of data within each population category. Comparable data for county sheriffs' departments are shown in the second row within each population category.
- (7) The total officers within each population category, the subtotal for each population group (i.e., above 150,000 group and below 150,000 group), and the percent increase in sworn officers are cumulative numbers for both local police and county sheriffs' departments.

- (8) Additional assumptions that are specific to each scenario are listed as "Specific Assumptions" at the top of each scenario.

SOURCES

- (1) Bureau of Justice Statistics (BJS) data from the 1990 Law Enforcement Management and Administrative Statistics (LEMAS) reports for local police and sheriffs' departments. (See BJS Bulletins, "A LEMAS Report: State and Local Police Departments, 1990" and "A LEMAS report: Sheriffs' Departments 1990.")

NOTES

- (1) Because the Senate bill divides the large and small jurisdiction groups at 150,000 population (instead of at 100,000 as LEMAS does), BJS retabulated the LEMAS data to provide estimates for the number of departments, population, total sworn officers, and average sworn officers above and below 150,000. BJS also retabulated the LEMAS data to provide comparable information for jurisdictions above and below 200,000 population for the estimates used in Alternative Four.
- (2) "Local police departments" include both municipal and county police departments.
- (3) The LEMAS population estimates include jurisdictions covered by local police departments only. (Populations for jurisdictions covered by sheriffs' departments are excluded.)

PUBLIC SAFETY PARTNERSHIP AND COMMUNITY POLICING GRANTS

Funding Allocation Mechanism

Both the House and Senate bills:

Allocate:

- Up to 5% of authorization for Technical Assistance and Evaluation Activities; and
- Up to 5% of authorization for Administrative costs to the States.

Of the remainder:

- At least 85% must go to discretionary grants for hiring/rehiring sworn law enforcement officers;
and
- Up to 15% may go to discretionary grants for hiring or other purposes, including overtime, training, special projects, multidisciplinary teams, communications technology, etc.

Include a waivable matching requirement that caps the federal share at 75%.

The Senate bill:

- Authorizes \$8.9 billion over five years.
- Allocates:
 - 60% of grant funds to jurisdictions with populations of 150,000 or less; and
 - and
 - 40% of grant funds to jurisdictions with populations over 150,000.
- Caps hiring grants at \$50,000 per officer hired per annum, or \$250,000 per officer over 5-years.
- Guarantees each state a minimum 0.6% of the grant funds.

The House bill:

- Authorizes \$3.45 billion over 5 years.
- Allocates:
 - 50% of grant funds to jurisdictions with populations of less than 100,000;
and
 - 50% of grant funds to jurisdictions with populations of 100,000 or more.
- Caps hiring grants at \$75,000 per officer hire over the life of the grant.
- Guarantees each state a minimum 0.25% of the grant funds.

ESTIMATED ALLOCATION OF OFFICERS BY POPULATION UNDER A FORMULA GRANT APPROACH

CLOSE HOLD

Assumption 1: Attorney General Option = 2,198 Officers

Assumption 2: Average 3 Year Federal Cost of \$68,244

Note: Population data and dollar amounts are reported in thousands (x 1,000).

REGION DIVISION STATE	METROPOLITAN POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)	NONMETROPOLITAN POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)	TOTAL POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)
UNITED STATES	192,726	77.5%	\$116,235	1,703	55,984	22.5%	\$33,765	495	248,710	100.0%	\$150,000	2,198
NORTHEAST REGION	44,791	18.0%	\$27,009	396	6,018	2.4%	\$3,629	53	50,809	20.4%	\$30,638	449
Northeast Div.	10,598	4.3%	\$6,391	94	2,609	1.0%	\$1,573	23	13,207	5.3%	\$7,964	117
Maine	441	0.2%	\$266	4	787	0.3%	\$475	7	1,228	0.5%	\$740	11
New Hampshire	622	0.3%	\$375	5	487	0.2%	\$294	4	1,109	0.4%	\$669	10
Vermont	131	0.1%	\$79	1	431	0.2%	\$260	4	562	0.2%	\$339	5
Massachusetts	5,438	2.2%	\$3,279	48	578	0.2%	\$349	5	6,016	2.4%	\$3,628	53
Rhode Island	928	0.4%	\$560	8	75	0.0%	\$45	1	1,003	0.4%	\$605	9
Connecticut	3,038	1.2%	\$1,832	27	250	0.1%	\$151	2	3,288	1.3%	\$1,983	29
Mid-Atlantic Div.	34,193	13.7%	\$20,618	302	3,409	1.4%	\$2,056	30	37,602	15.1%	\$22,674	332
New York	16,386	6.6%	\$9,881	145	1,605	0.6%	\$968	14	17,991	7.2%	\$10,849	159
New Jersey	7,730	3.1%	\$4,661	68	X	0.0%			7,730	3.1%	\$4,661	68
Pennsylvania	10,077	4.1%	\$6,076	89	1,805	0.7%	\$1,088	16	11,882	4.8%	\$7,165	105

ESTIMATED ALLOCATION OF OFFICERS BY POPULATION UNDER A FORMULA GRANT APPROACH

Assumption 1: Attorney General Option = 2,198 Officers

Assumption 2: Average 3 Year Federal Cost of \$68,244

Note: Population data and dollar amounts are reported in thousands (x 1,000).

REGION DIVISION STATE	METROPOLITAN POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)	NONMETROPOLITAN POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)	TOTAL POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)
UNITED STATES	192,726	77.5%	\$116,235	1,703	55,984	22.5%	\$33,765	495	248,710	100.0%	\$150,000	2,198
MIDWEST REGION	42,689	17.2%	\$25,741	377	16,980	6.8%	\$10,239	150	59,669	24.0%	\$35,980	527
E. N. Central	32,557	13.1%	\$19,632	288	9,452	3.8%	\$5,700	84	42,009	16.9%	\$25,331	371
Ohio	8,567	3.4%	\$5,166	76	2,280	0.9%	\$1,375	20	10,847	4.4%	\$6,541	96
Indiana	3,796	1.5%	\$2,289	34	1,748	0.7%	\$1,054	15	5,544	2.2%	\$3,343	49
Illinois	9,450	3.8%	\$5,698	83	1,981	0.8%	\$1,195	18	11,431	4.6%	\$6,893	101
Michigan	7,446	3.0%	\$4,490	66	1,850	0.7%	\$1,116	16	9,296	3.7%	\$5,605	82
Wisconsin	3,298	1.3%	\$1,989	29	1,593	0.6%	\$961	14	4,891	2.0%	\$2,949	43
W. N. Central Div.	10,132	4.1%	\$6,110	90	7,528	3.0%	\$4,539	67	17,660	7.1%	\$10,649	156
Minnesota	2,960	1.2%	\$1,785	26	1,415	0.6%	\$853	13	4,375	1.8%	\$2,638	39
Iowa	1,223	0.5%	\$737	11	1,554	0.6%	\$937	14	2,777	1.1%	\$1,675	25
Missouri	3,387	1.4%	\$2,042	30	1,730	0.7%	\$1,043	15	5,117	2.1%	\$3,086	45
North Dakota	257	0.1%	\$155	2	381	0.2%	\$230	3	638	0.3%	\$385	6
South Dakota	205	0.1%	\$124	2	491	0.2%	\$296	4	696	0.3%	\$420	6
Nebraska	766	0.3%	\$462	7	812	0.3%	\$490	7	1,578	0.6%	\$952	14
Kansas	1,333	0.5%	\$804	12	1,145	0.5%	\$690	10	2,478	1.0%	\$1,494	22

ESTIMATED ALLOCATION OF OFFICERS BY POPULATION UNDER A FORMULA GRANT APPROACH

Assumption 1: Attorney General Option = 2,198 Officers

Assumption 2: Average 3 Year Federal Cost of \$68,244

Note: Population data and dollar amounts are reported in thousands (x 1,000).

REGION DIVISION STATE	METROPOLITAN POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)	NONMETROPOLITAN POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)	TOTAL POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)
UNITED STATES	192,726	77.5%	\$116,235	1,703	55,984	22.5%	\$33,765	495	248,710	100.0%	\$150,000	2,198
SOUTH REGION	60,588	24.4%	\$36,535	535	24,858	10.0%	\$14,989	220	85,446	34.4%	\$51,524	755
S. Atlantic Div.	32,461	13.1%	\$19,574	287	11,106	4.5%	\$6,697	98	43,567	17.5%	\$26,271	385
Delaware	443	0.2%	\$267	4	224	0.1%	\$135	2	667	0.3%	\$402	6
Maryland	4,439	1.8%	\$2,677	39	343	0.1%	\$207	3	4,782	1.9%	\$2,884	42
District of Col.	607	0.2%	\$366	5	X	0.0%			607	0.2%	\$366	5
Virginia	4,483	1.8%	\$2,703	40	1,704	0.7%	\$1,028	15	6,187	2.5%	\$3,731	55
West Virginia	653	0.3%	\$394	6	1,140	0.5%	\$687	10	1,793	0.7%	\$1,081	16
North Carolina	3,758	1.5%	\$2,266	33	2,871	1.2%	\$1,731	25	6,629	2.7%	\$3,997	59
South Carolina	2,113	0.8%	\$1,274	19	1,374	0.6%	\$829	12	3,487	1.4%	\$2,103	31
Georgia	4,212	1.7%	\$2,540	37	2,266	0.9%	\$1,366	20	6,478	2.6%	\$3,906	57
Florida	11,754	4.7%	\$7,088	104	1,184	0.5%	\$714	10	12,938	5.2%	\$7,802	114
E.S. Central Div.	8,513	3.4%	\$5,133	75	6,663	2.7%	\$4,018	59	15,176	6.1%	\$9,151	134
Kentucky	1,714	0.7%	\$1,034	15	1,971	0.8%	\$1,189	17	3,685	1.5%	\$2,222	33
Tennessee	3,300	1.3%	\$1,990	29	1,577	0.6%	\$951	14	4,877	2.0%	\$2,941	43
Alabama	2,723	1.1%	\$1,642	24	1,317	0.5%	\$794	12	4,040	1.6%	\$2,436	36
Mississippi	776	0.3%	\$468	7	1,798	0.7%	\$1,084	16	2,574	1.0%	\$1,552	23
W.S. Central Div.	19,614	7.9%	\$11,827	173	7,089	2.9%	\$4,275	63	26,703	10.7%	\$16,102	236
Arkansas	943	0.4%	\$569	8	1,408	0.6%	\$849	12	2,351	0.9%	\$1,418	21
Louisiana	2,935	1.2%	\$1,770	26	1,285	0.5%	\$775	11	4,220	1.7%	\$2,545	37
Oklahoma	1,870	0.8%	\$1,128	17	1,276	0.5%	\$769	11	3,146	1.3%	\$1,897	28
Texas	13,867	5.6%	\$8,362	123	3,119	1.3%	\$1,881	28	16,986	6.8%	\$10,243	150

ESTIMATED ALLOCATION OF OFFICERS BY POPULATION UNDER A FORMULA GRANT APPROACH

Assumption 1: Attorney General Option = 2,198 Officers

Assumption 2: Average 3 Year Federal Cost of \$68,244

Note: Population data and dollar amounts are reported in thousands (x 1,000).

REGION DIVISION STATE	METROPOLITAN POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)	NONMETROPOLITAN POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)	TOTAL POPULATION (x 1,000)	PERCENT OF U.S. POP.	GRANT DOLLARS (formula)	POLICE OFFICERS (formula)
UNITED STATES	192,726	77.5%	\$116,235	1,703	55,984	22.5%	\$33,765	495	248,710	100.0%	\$150,000	2,198
WEST REGION	44,658	18.0%	\$26,929	395	8,128	3.3%	\$4,901	72	52,786	21.2%	\$31,830	466
Mountain Div.	9,179	3.7%	\$5,535	81	4,480	1.8%	\$2,701	40	13,659	5.5%	\$8,236	121
Montana	191	0.1%	\$115	2	608	0.2%	\$367	5	799	0.3%	\$482	7
Idaho	206	0.1%	\$124	2	801	0.3%	\$483	7	1,007	0.4%	\$607	9
Wyoming	134	0.1%	\$81	1	319	0.1%	\$192	3	453	0.2%	\$273	4
Colorado	2,686	1.1%	\$1,620	24	608	0.2%	\$367	5	3,294	1.3%	\$1,986	29
New Mexico	733	0.3%	\$442	6	782	0.3%	\$472	7	1,515	0.6%	\$914	13
Arizona	2,896	1.2%	\$1,746	26	769	0.3%	\$464	7	3,665	1.5%	\$2,210	32
Utah	1,336	0.5%	\$806	12	387	0.2%	\$233	3	1,723	0.7%	\$1,039	15
Nevada	996	0.4%	\$601	9	206	0.1%	\$124	2	1,202	0.5%	\$725	11
Pacific Div.	35,479	14.3%	\$21,394	313	3,648	1.5%	\$2,200	32	39,127	15.7%	\$23,594	346
Washington	3,976	1.6%	\$2,398	35	891	0.4%	\$537	8	4,867	2.0%	\$2,935	43
Oregon	1,947	0.8%	\$1,174	17	895	0.4%	\$540	8	2,842	1.1%	\$1,714	25
California	28,493	11.5%	\$17,181	252	1,267	0.5%	\$764	11	29,760	12.0%	\$17,945	263
Alaska	226	0.1%	\$136	2	324	0.1%	\$195	3	550	0.2%	\$332	5
Hawaii	836	0.3%	\$504	7	272	0.1%	\$164	2	1,108	0.4%	\$668	10

Source: Statistical Abstract of the United States, 1993. U.S. Bureau of the Census.

Filename: CENPOP1.WK1

Date: 8/19/93

THE WHITE HOUSE
WASHINGTON

July 27, 1994

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED
JOSE CERDA

SUBJECT: Keeping Your Pledge on 100,000 Cops

The community policing program has been preserved, even strengthened, in conference. The final crime bill is likely to authorize nearly \$9 billion over 6 years -- enough for you to credibly say that we will be able to put 100,000 more police on the street. We also made changes in conference that will give cities like Houston and New York more flexibility to try different ways to expand the number of police on the street.

I. MAJOR PROVISIONS OF THE COMMUNITY POLICING PROGRAM

The final crime bill will authorize \$8.995 billion over the next 6 years out of the Violent Crime Reduction Trust Fund for community policing. That works out to almost an even swap -- a reduction of 100,000 positions in the federal bureaucracy is enough to pay for 100,000 more police, which is exactly the promise you made in your acceptance speech at the Democratic Convention.

1. How the Program Works: The money will be divided equally among large and small cities: half goes for cities with populations over 150,000, the other half for cities and towns under 150,000. The bill provides \$450 million for technical assistance and evaluation. As in our pilot program, the Administration will award policing grants on a competitive basis. With \$9 billion, we should be able to meet the full demand for new police.

The program will emphasize new hires, with some flexibility for cities that want to redeploy their current force. At least 85% of the grant funds must go to hire, rehire, and train new police officers. Communities are encouraged to use these funds to hire former members of the Armed Forces to serve as community policing officers, particularly in areas where a military base has closed. At the Attorney General's discretion, the remaining grant funds -- up to 15% -- can be used to promote community policing in other ways: redeploying existing officers (through overtime, new equipment, etc.), developing new technologies, and offering specialized training to officers.

2. Added Flexibility: To give cities even more flexibility and make it easier for them to put more police on the street faster, we added a provision that for the first three years of the program will allow cities to use some of the money from the 85% hiring pot for innovative strategies to redeploy existing officers, so long as they can demonstrate that doing so will put more police on the street. New York City, which has already expanded its police force, will be able to purchase the technology for a paperless arrest system that will allow the department to increase its street presence by at least 300 to 400 officers. Houston, which used overtime to put the equivalent of 655 officers on the streets within 90 days and cut crime by 22% in 2 years, will be able to expand that effort. To keep overtime from eating up the whole program (and make sure that we're not accused of hiring 100,000 secretaries instead of 100,000 cops), this provision expires after three years and is limited to a maximum of 20% of the grant money in FY95 and FY96 and 10% in FY97.

Mayors like Lanier and Giuliani are very happy with the added flexibility, as is Schumer, who pushed hardest for it. So, too, are police chiefs from major cities -- such as New York's Bill Bratton and Chicago's Matt Rodriguez -- who are committed to making your program work. Last week, the mayors who earlier expressed doubts about the community policing program -- Lanier, Rendell, and Giuliani -- sent us strong letters of support.

3. How We Can Reach 100,000: Policing grants will be awarded for three to five years, with a declining federal match that will average between 50% and 75%, depending on a city's size and salary levels. The federal share is limited to a total of \$75,000 per officer over the life of the grant. Cities with higher costs or limited resources may apply for a waiver of the federal match. (In the pilot program, only 4 % of all applicants applied for such a waiver.) Per officer costs vary widely from city to city, but our best national estimate is that it costs on average about \$42,000 per year in salary and benefits for each new officer.

Based on these formulas, Justice projects a total of at least 99,000 more police on the street over the next 6 years: a minimum of 88,000 new hires and rehires; another 9,000 more police on the street through redeployment; and over 2,000 new hires and rehires from grants already awarded through the pilot program.

We actually have the potential to exceed 100,000. Justice will have the discretion to use money from the "up to 15%" pot to provide grants for hiring as well as equipment and redeployment -- enough to hire or redeploy up to 17,000 more police. In addition, the conferees agreed to our original request of \$125 million for the Police Corps (Walinsky wanted much more, but Brooks wouldn't go any higher), which will provide another 3-5,000 new officers. We will also help communities put more police on the street by providing up to 25,000 public safety volunteers through National Service, expanding public housing police through the proposed COMPAC program, and giving schools money for police and security guards through Safe and Drug-Free Schools legislation.

II. MAKING SURE THE PROGRAM SUCCEEDS

The crime bill gives us the authority to put 100,000 cops on the street, but to actually achieve that goal, we will need to focus the Administration's efforts in three key areas:

1. Appropriations: In theory, the crime bill is fully paid for -- the Trust Fund authorizes the use of savings realized from the Federal Workforce Reduction Act. But crime bill expenditures are still subject to appropriation, and we can expect resistance from appropriators down the road if money remains tight. So far, we've done relatively well. Last year we asked for \$200 million and got \$150 million. This year we asked for \$1.7 billion and both houses have given us over \$1.3 billion. Community policing will need to remain one of your highest priority investments if we're going to achieve 100,000 cops.

2. Cop Czar: Administering all the grant programs in the crime bill will be an enormous challenge for the Justice Department. With \$30 billion to spend over the next 6 years, the Violent Crime Reduction Trust Fund will have a larger annual budget than two Cabinet agencies -- Commerce and the State Department. The selection of someone to run the community policing program at Justice should be given the same careful attention as a Cabinet appointment, even though it doesn't require Senate confirmation. The Justice Department is developing a list of candidates, including some chiefs who have been at the forefront of community policing. Your cop czar needs to be someone of unquestioned integrity who has the backbone to use this program not just to give away money, but to fundamentally change the way police forces around the country do business.

3. President's Council on Policing: If we're going to bet \$9 billion on a single idea -- community policing -- we've got to preserve and protect the integrity of the idea, and help ensure that it works. The success of this program, more than anything else we do, will affect whether crime goes up or down on your watch. It won't do us any good to have put 100,000 cops on the street if crime doesn't go down, if people's sense of personal security doesn't go up, and if departments dismiss community policing as just one more hoop they have to jump through to get money. We need to hold departments to high standards in return for our grants to ensure that they really do change, and when we find something that works in one community, we ought to help spread the word to others.

One way to make sure that happens, and to see that it gets the highest level of attention from the Administration, would be for you to meet periodically with a group of law enforcement leaders from around the country. This group could serve as a kind of Joint Chiefs of Staff for the war on crime, and allow you to work directly with those on the front lines to see that we're doing all we can. At the same time, you might consider having periodic briefings on personal security with the Attorney General, the Drug Director, and the FBI Director. Restoring Americans' sense of personal security will take the same determination and attention you devote to issues of national security.



Office of Policy Development
United States Department of Justice
10th and Constitution Ave. NW
Washington, D. C. 20530

TO: Bruce Reed

456-7028
FAX: ()

FROM: Grace Mastelli

VOICE: (202)
FAX: (202) 514-8639

Total Pages (excluding this cover): 3

Additional Message:

As per conversation but
CLOSE HOLD see ↓
column

Annual Approp. Estimated

POLICE TITLE/CRIME BILL SCENARIOS: \$1.3 Billion in FY 1995 + "Front-Loaded" Allocations in FYs 1996-1997 and declining thereafter

file: cbwreq1.wk1

ANNUAL APPROPRIATIONS	FY 1995	FY 1996	FY 1997	FY 1998	FY 1999	FY 2000		TOTAL APPROPRIATIONS	PERCENT OF TOTAL APPR.
Policing Title (95%)	\$1,235,000,000	\$1,827,562,500	\$1,827,562,500	\$1,462,050,000	\$1,096,537,500	\$1,096,537,500		\$8,545,250,000	95.0%
TA/Eval/Admin (5%)	\$65,000,000	\$96,187,500	\$96,187,500	\$76,950,000	\$57,712,500	\$57,712,500		\$449,750,000	5.0%
Total Appropriations <i>Est</i>	\$1,300,000,000	\$1,923,750,000	\$1,923,750,000	\$1,539,000,000	\$1,154,250,000	\$1,154,250,000		\$8,995,000,000	100.0%
BASELINE/CONFERENCE VERSION (85% / 15% split)							TOTAL OFFICERS	TOTAL APPROPRIATIONS	PERCENT OF POLICING APPR.
85% to hiring/rehiring =	\$1,049,750,000	\$1,553,428,125	\$1,553,428,125	\$1,242,742,500	\$932,056,875	\$932,056,875		\$7,263,462,500	85.0%
Total Officers @ \$75K	13,997	20,712	20,712	16,570	12,427	12,427	96,846		
15% to other purposes =	\$185,250,000	\$274,134,375	\$274,134,375	\$219,307,500	\$164,480,625	\$164,480,625	N/A	\$1,281,787,500	15.0%
OPTION ONE: ADDITIONAL "NON-HIRING" SUBTRACTED FROM "85%" = 20% IN FY95, 10% IN FY96, and 0% thereafter							TOTAL OFFICERS	TOTAL APPROPRIATIONS	PERCENT OF POLICING APPR.
85% to hiring/rehiring =	\$839,800,000	\$1,398,085,313	\$1,553,428,125	\$1,242,742,500	\$932,056,875	\$932,056,875		\$6,898,169,688	80.7%
(Non-hiring Amendment) =	\$209,950,000	\$155,342,813	\$0	\$0	\$0	\$0		\$365,292,813	4.3%
(Fewer "hires/rehires") =	2,799	2,071	0	0	0	0	4,871		
Total "hires/rehires" =	11,197	18,641	20,712	16,570	12,427	12,427	91,976		
15% to other purposes =	\$185,250,000	\$274,134,375	\$274,134,375	\$219,307,500	\$164,480,625	\$164,480,625	N/A	1,281,787,500	15.0%
OPTION TWO: "NON-HIRING" SUBTRACTED FROM "85%" = 20% IN FY95, 10% IN FY96, 10% IN FY97, and 0% thereafter							TOTAL OFFICERS	TOTAL APPROPRIATIONS	PERCENT OF POLICING APPR.
85% to hiring/rehiring =	\$839,800,000	\$1,398,085,313	\$1,398,085,313	\$1,242,742,500	\$932,056,875	\$932,056,875		\$6,742,826,875	78.9%
(Non-hiring Amendment) =	\$209,950,000	\$155,342,813	\$155,342,813	\$0	\$0	\$0		\$520,635,625	6.1%
(Fewer "hires/rehires") =	2,799	2,071	2,071	0	0	0	6,942		
Total "hires/rehires" =	11,197	18,641	18,641	16,570	12,427	12,427	89,904		
15% to other purposes =	\$185,250,000	\$274,134,375	\$274,134,375	\$219,307,500	\$164,480,625	\$164,480,625	N/A	1,281,787,500	15.0%



POLICE TITLE/CRIME BILL SCENARIOS: \$1.3 Billion in FY 1995 + "Front-Loaded" Allocations in FYs 1996-1997 and declining thereafter

(file: cbwhreq1.wk1)

ANNUAL APPROPRIATIONS	FY 1995	FY 1996	FY 1997	FY 1998	FY 1999	FY 2000		TOTAL APPROPRIATIONS	PERCENT OF TOTAL APPR.
Policing Title (95%)	\$1,235,000,000	\$1,827,562,500	\$1,827,562,500	\$1,462,050,000	\$1,096,537,500	\$1,096,537,500		\$8,545,250,000	95.0%
TA/Eval/Admin (5%)	\$65,000,000	\$96,187,500	\$96,187,500	\$76,950,000	\$57,712,500	\$57,712,500		\$449,750,000	5.0%
Total Appropriations	\$1,300,000,000	\$1,923,750,000	\$1,923,750,000	\$1,539,000,000	\$1,154,250,000	\$1,154,250,000		\$8,995,000,000	100.0%
BASELINE/CONFERENCE VERSION (85% / 15% split)							TOTAL OFFICERS	TOTAL APPROPRIATIONS	PERCENT OF POLICING APPR.
85% to hiring/rehiring =	\$1,049,750,000	\$1,553,428,125	\$1,553,428,125	\$1,242,742,500	\$932,056,875	\$932,056,875		\$7,263,462,500	85.0%
Total Officers @ \$75K	13,997	20,712	20,712	16,570	12,427	12,427	96,846		
15% to other purposes =	\$185,250,000	\$274,134,375	\$274,134,375	\$219,307,500	\$164,480,625	\$164,480,625	N/A	\$1,281,787,500	15.0%
OPTION THREE: "NON-HIRING" SUBTRACTED FROM "85%" = 20% FY95, 20% FY96, 10% FY97, 10% FY98, 5% FY99, and 0% FY2000							TOTAL OFFICERS	TOTAL APPROPRIATIONS	PERCENT OF POLICING APPR.
85% to hiring/rehiring =	\$839,800,000	\$1,242,742,500	\$1,398,085,313	\$1,118,468,250	\$885,454,031	\$932,056,875		\$6,416,606,969	75.1%
(Non-hiring Amendment) =	\$209,950,000	\$310,685,625	\$155,342,813	\$124,274,250	\$46,602,844	\$0		\$846,855,531	9.9%
(Fewer "hires/rehires") =	2,799	4,142	2,071	1,657	621	0	11,291		
Total "hires/rehires" =	11,197	16,570	18,641	14,913	11,806	12,427	85,555		
15% to other purposes =	\$185,250,000	\$274,134,375	\$274,134,375	\$219,307,500	\$164,480,625	\$164,480,625	N/A	\$1,281,787,500	15.0%
OPTION FOUR: "NON-HIRING" SUBTRACTED FROM "85%" = 20% FY95, 20% FY96, 10% FY97, 10% FY98, 5% FY99, and 5% FY2000							TOTAL OFFICERS	TOTAL APPROPRIATIONS	PERCENT OF POLICING APPR.
85% to hiring/rehiring =	\$839,800,000	\$1,242,742,500	\$1,398,085,313	\$1,118,468,250	\$885,454,031	\$885,454,031		\$6,370,004,125	74.5%
(Non-hiring Amendment) =	\$209,950,000	\$310,685,625	\$155,342,813	\$124,274,250	\$46,602,844	\$46,602,844		\$893,458,375	10.5%
(Fewer "hires/rehires") =	2,799	4,142	2,071	1,657	621	621	11,913		
Total "hires/rehires" =	11,197	16,570	18,641	14,913	11,806	11,806	84,933		
15% to other purposes =	\$185,250,000	\$274,134,375	\$274,134,375	\$219,307,500	\$164,480,625	\$164,480,625	N/A	\$1,281,787,500	15.0%



POLICE TITLE/CRIME BILL SCENARIOS: \$1.3 Billion in FY 1995 + "Front-Loaded" Allocations in FYs 1996-1997 and declining thereafter

file: cbwhreq1.wk1

ANNUAL APPROPRIATIONS	FY 1995	FY 1996	FY 1997	FY 1998	FY 1999	FY 2000		TOTAL APPROPRIATIONS	PERCENT OF TOTAL APPR.
Policing Title (95%)	\$1,235,000,000	\$1,827,562,500	\$1,827,562,500	\$1,462,050,000	\$1,096,537,500	\$1,096,537,500		\$8,545,250,000	95.0%
TA/Eval/Admin (5%)	\$65,000,000	\$96,187,500	\$96,187,500	\$76,950,000	\$57,712,500	\$57,712,500		\$449,750,000	5.0%
Total Appropriations	\$1,300,000,000	\$1,923,750,000	\$1,923,750,000	\$1,539,000,000	\$1,154,250,000	\$1,154,250,000		\$8,995,000,000	100.0%
BASELINE/CONFERENCE VERSION (85% / 15% split)							TOTAL OFFICERS	TOTAL APPROPRIATIONS	PERCENT OF POLICING APPR.
85% to hiring/rehiring =	\$1,049,750,000	\$1,553,428,125	\$1,553,428,125	\$1,242,742,500	\$932,056,875	\$932,056,875		\$7,263,462,500	85.0%
Total Officers @ \$75K	13,997	20,712	20,712	16,570	12,427	12,427	96,846		
15% to other purposes =	\$185,250,000	\$274,134,375	\$274,134,375	\$219,307,500	\$164,480,625	\$164,480,625	N/A	\$1,281,787,500	15.0%
OPTION FIVE: "NON-HIRING" SUBTRACTED FROM "85%" = 20% FY95, 10% FY96, 10% FY97, 10% FY98, 10% FY99, and 0% FY2000							TOTAL OFFICERS	TOTAL APPROPRIATIONS	PERCENT OF POLICING APPR.
85%- to hiring/rehiring =	\$839,800,000	\$1,398,085,313	\$1,398,085,313	\$1,118,468,250	\$838,851,188	\$932,056,875		\$6,525,346,938	76.4%
(Non-hiring Amendment) =	\$209,950,000	\$155,342,813	\$155,342,813	\$124,274,250	\$93,205,688	\$0		\$738,115,563	8.6%
(Fewer "hires/rehires") =	2,799	2,071	2,071	1,657	1,243	0	9,842		
Total "hires/rehires" =	11,197	18,641	18,641	14,913	11,185	12,427	87,005		
15% to other purposes =	\$185,250,000	\$274,134,375	\$274,134,375	\$219,307,500	\$164,480,625	\$164,480,625	N/A	1,281,787,500	15.0%
OPTION SIX: "NON-HIRING" SUBTRACTED FROM "85%" = 20% FY95, 10% FY96, 10% FY97, 10% FY98, 10% FY99, and 10% FY2000							TOTAL OFFICERS	TOTAL APPROPRIATIONS	PERCENT OF POLICING APPR.
85%- to hiring/rehiring =	\$839,800,000	\$1,398,085,313	\$1,398,085,313	\$1,118,468,250	\$838,851,188	\$838,851,188		\$6,432,141,250	75.3%
(Non-hiring Amendment) =	\$209,950,000	\$155,342,813	\$155,342,813	\$124,274,250	\$93,205,688	\$93,205,688		\$531,321,250	9.7%
(Fewer "hires/rehires") =	2,799	2,071	2,071	1,657	1,243	1,243	11,084		
Total "hires/rehires" =	11,197	18,641	18,641	14,913	11,185	11,185	85,762		
15% to other purposes =	\$185,250,000	\$274,134,375	\$274,134,375	\$219,307,500	\$164,480,625	\$164,480,625	N/A	1,281,787,500	15.0%



The Washington Times

DATE: 4-20-94

PAGE: A-17

MORTON KONDRACKÉ

Instead of creating 65 new federal death penalty crimes, politicians should prove they are tough on crime by doing one thing that's proved to be effective — putting adequate numbers of cops on the streets.

The 100,000 additional police called for in the crime bill Congress is debating won't begin to meet the need, according to New York lawyer Adam Walinsky, the man most responsible for getting the government to fund even that number.

To restore American cities to the 3-to-1 cop-to-serious crime ratio of 1960, Mr. Walinsky says, the United States needs 5 million police, whereas the crime bill will increase the number of cops to only 635,000.

Because of the explosion of violent crime over the past 30 years — from 288,000 reported offenses in 1960 to nearly 2 million last year — and because of the much slower growth of police forces, the 1960 ratio has more than reversed — to 3.2 serious crimes for every policeman.

According to Mr. Walinsky, society is making up for the fact that its public police are overwhelmed by creating private police forces. Justice Department figures indicate that America now has 1.5 million private security guards. Growth is so rapid that the number will reach 4 million to 5 million by the year 2000.

"The surge in private police is a market test of how much people feel the need of protection," says Mr. Walinsky. "The upper classes and, increasingly, the middle class, will be able to create enclaves for themselves in the form of malls, gated communities and private neighborhood patrols. In between enclaves, on the public streets, we'll have a road warrior culture."

A substantial percentage of new housing construction in Southern California — some estimate, up to

America now has 1.5 million private security guards. Growth is so rapid that the number will reach 4 million to 5 million by the year 2000.

Inadequate police power in crime bill?

two-thirds — is in gated communities with restricted access and private patrols. In Washington's Georgetown neighborhood, residents can pay \$100 a year for an unarmed patrol service to walk residents from their cars to their homes

and accompany them while they walk their dogs.

"To the extent that people feel safe because they've bought their protection," Mr. Walinsky says, "they aren't likely to spend the tax money necessary to adequately police the rest of the city, where poor people live. To the extent that people don't feel safe, they'll buy guns. And they will use them. This is a recipe for a lost country."

Mr. Walinsky doesn't expect Congress to fund 4 million additional police, but he does think it ought to be moving toward 1 million. The bill for 100,000 is \$7 billion over five years.

He's not saying where Congress can find \$70 billion, but he does know where some of the manpower can come from — the 250,000 persons per year forced to leave the U.S. armed forces each year because of downsizing, many of whom aren't entitled to full pensions and can't find work in civilian corporations that are also downsizing.

Putting more cops on the streets is a proven way to fight crime — as success stories have shown in such

disparate locales as the New York subway system, Houston, Texas, and East Palo Alto, Calif.

"You can't do anything to improve the life of people in the neighborhoods unless you wrest control of the streets away from the thugs," says Mr. Walinsky, once a speechwriter for Robert F. Kennedy and author of the idea to create an ROTC-like Police Corps that Congress is likely to approve.

Despite President Clinton's campaign promise to fund 100,000 additional cops over four years, the administration's initial legislative proposal contained money for only 20,000.

Partly through Mr. Walinsky's urging, Democratic Sens. John Kerry of Massachusetts and Joe Biden of Delaware raised funding in the Senate bill to cover 100,000. The House version remains at the lower level, but President Clinton now supports full funding and it's expected to be enacted in conference.

Still, though, mayors and local police chiefs complain that the bill's matching requirements force them to pay an increasing share of

the cost of new officers — from 25 percent in the first year to 90 percent in the fifth — money they can't afford.

Furthermore, Mr. Walinsky says neither Congress nor the Clinton Justice Department has made it clear whether the money for cops will be concentrated in high crime areas or distributed evenly across the country. He favors concentrating intensely in 10 or 12 cities to "demonstrate what a powerful effect it can have."

In the House last week — as in the Senate last year — members have been vying with each other to show they are tough on crime by demanding more prison construction and more death penalties. Not one member has suggested going higher than 100,000 cops or making aid to local law enforcement permanent.

"To think that this as anything more than a token improvement would be a tragic error," says Mr. Walinsky.

Morton Kondracke is a senior editor for Roll Call and is a nationally syndicated columnist.

March 25, 1994

To: Kathleen Kennedy Townsend
Deputy Assistant Attorney General
Office of Justice Programs

From: Barbara E. Thawley
Special Assistant

Subject: Scenarios for Crime Bill Implementation: Effect on
Personnel

RESPONSES: From Discussions with Cynthia Schwimer, Dick Ward and Gary Silver

Conclusion: The Crime Bill needs to be re-written to give AG discretion as to how grant process will work.

General Response: Everyone seems to agree that the best available option is the Attorney General Discretion Model. For jurisdictions under a certain population (100,000 or 150,000) the money would be given to the States to distribute to the smaller jurisdictions according to a plan and criteria set by OJP. Both Cynthia Schwimer and Dick Ward advocate our pushing hard for this option. No other alternative is considered realistically "do-able." Whatever plan is adopted there will be personnel needs both to review the initial applications and to do follow-up monitoring and evaluation both at BJA and at OC and other components. Generally, it is estimated that 2/3 or 65% of the personnel will be BJA personnel and the remaining 1/3 or 35% will be for other offices, including a substantial number for the Office of the Comptroller.

If OJP was required to review all applications under the total discretionary model (there are approximately 17,000 potential applicants) it would take at least twice as much personnel, cost much more, and would be very difficult to accomplish within the time frame needed. Even with 310 FTE's Dick Ward says it may not be possible to do. Gary Silver and Dick Ward indicate that it may not be possible to recruit and hire that many qualified people within the time needed.

Both Dick Ward and Cynthia Schwimer agree that contracting the reviewing of applications or monitoring function out to non-profit organizations is the worst alternative.

To a large extent these same issues were considered and studied last summer when OJP considered how to proceed with the Police Hiring Supplement (PHS). After considerable study and discussion DOJ concluded that all review of applications and monitoring should be done by DOJ personnel rather than contracting it out. Those same considerations are true with respect to the proposed Crime Bill grants.

APPLICATION PROCESS

Applications - No one knows how many we would get. There are approximately 17,000 eligible jurisdictions (Dick Ward).

ALTERNATIVES

I. FORMULA BLOCK GRANT MODEL

OC: 1st preference is a fully formula based block grant program. Cheapest and simplest approach.

Drawbacks:

(1) Concern that the most deserving or neediest communities will not get money or will not get right share of money.

(2) Concern over local politics - will those with most clout get most money.

* (3) Big cities are opposed. They think they do not get fair share. They don't want to go through the states. Some Congressmen oppose this approach.

(4) If states have discretion but then OJP has to review and sign off this creates more problems. Just as much work for OJP plus you may have to overrule state decisions.

Consensus: Congress will not agree to this approach.

II. AG DISCRETION MODEL: BEST ALTERNATIVE

Hybrid - part distributed to states to award to cities under certain size and part OJP discretionary grant to larger cities.

Block grants to states for cities under 100,000
OJP discretion for cities under 100,000

PROS:

1. Administratively feasible.

Dick Ward says this will work as long as OJP specifies the criteria states will use and as long as OJP is not required to review and approve each grant.

Money allocated to states according to crime rates per state.

2. Cost: Much cheaper than total discretionary grant alternative. To review and monitor 500-1,000 grants need approximately additional 155 FTE's (versus 310 to 400).

Administrative Cost: States would get 5% set aside for administration.

3. Program Reason: States know better than OJP which of the smaller cities should get money and how much. Closer. Better local knowledge. In better position to make decisions.

4. Time: Can do faster and more efficiently under this approach. OJP can maintain control.

5. Quality: OJP better able to monitor and assure quality than if contracted out.

6. Confidentiality: Better maintained if not contracted out.

QUERY: How many grants would that be - how many are under 100,000

Approximately 670 police jurisdictions with a population under 100,000. (Much better than 17,000 or 10,000.)

Estimate that approximately 450 are over 200,000. Does not think 200,000 cut off can be sold on the Hill.

QUERY: How many staff hours would this entail: 155-160 the first year. Can hire that many in six months. May need more (up to 200).

III. TOTAL DISCRETIONARY GRANT MODEL - a la Police Hiring Supplement: In House OJP Hiring

Too expensive

Not administratively feasible

Pro's: Confidentiality, control.

310 New FTE's - at a Minimum. Probably closer to 400 needed for application review, monitoring and evaluation of Crime Bill grants as a full time job. Dick Ward - if would be a full time job; would not work as a part-time assignment.

Do not think OJP can hire that many qualified people in time allotted. Also, OJP not as familiar with local programs of smaller jurisdictions as the states.

IV. CONTRACT OUT THE HIRING TO NON-PROFIT ORGANIZATIONS WITH OJP FINAL REVIEW OF THE PROCESS: WORST ALTERNATIVE

PROBLEMS:

1. Cost: Most expensive alternative.

OJP would likely still have expenses: Cost to train the contractors, costs to review and monitor contractors.

2. OJP would still have to review the applications. Duplicative and more expensive.

3. Time: Would take longer. OJP would not have as much control. Contractors would not meet deadlines. Few sanctions.

4. Administration: Logistical nightmare - would require moving massive amounts of information to and from the contractors.

5. Difficulty finding people to do this on a contractual basis.

6. Little quality control.

7. Confidentiality problems.

8. OJP would still have to hire staff to monitor the grants. If states are not used, this would still require a lot of OJP staff both at BJA, OC and other officers (e.g. OCR).

OJP would not benefit from previous training as it would if everything done by OJP.

QUERY: How much would this cost ?

Previous estimate was \$150.00/day per consultant -time only - not overhead or materials; 2 reviewers per application. 2,000 applications would cost \$1 million. 10,000 would cost \$5 Million.

How quickly could this be set up ?

Not sure. Would take longer than doing it in house.

Are there political problems ? Yes. Who would do it.

How does this compare with the Peer Review Process ?

TEMPORARY HIRING: OJP Hires additional people on a limited/temporary basis.

How much would this cost ?

How quickly could this be set up ?

What problems ?

1. Need full time staff. Need training.

2. Problems with temporary appointments: No benefits, no health coverage, lot of turnover, cost of retraining and turnover, difficulty moving them into permanent slot.

If you could move them into permanent slots from the term appointments it would work if you could attract applicants with sufficient qualifications.

3. Need approval from OPM.

PERSONNEL QUESTIONS:

Questions

QUERY: How long would it take to hire these people ?

Quickest OJP could hire is 6 months. Likely could not hire more than 155-160 people at the grade level and experience required. Doubt we could hire 310-400 people in six months. All would have to be trained. Would require space, equipment, support.

QUERY: What kind of people do we need ?

Assuming 155: 90-100 BJA (65%); 45 OC; 10 other

65% BJA (90-100 BJA) 35% other, including 45-50 OC
10 other

Each application is reviewed by one to two BJA program specialists (grade 11/12) and by one financial analyst/accountant. If BJA does a first cut of the applications, this may reduce the number of financial reviewers needed. If there is a first cut by BJA, the number of financial reviewers could be reduced possibly to one (BJA) to four (OC). Generally each review by either a BJA representative or by an OC employee takes 2-3 hours.

Needed: BJA - grant management specialists, program specialists (grade 11/12); program assistants 5/7/9; monitoring staff.

Also: BJA would need to increase staff state and local assistance and monitoring (an additional 20-30 people)

OC: Accountants (10/15) and grant management specialists to both review grants and to monitor, computer staff. At least an additional 45 OC people under the AG discretionary model. Two to three times as many people needed by OC under the discretionary grant model.

support staff

other: budget staff, public information staff, civil rights

other: budget staff, public information staff, civil rights staff, etc.

QUERY: How would that impact on the other work that must be done, e.g. grant monitoring and technical assistance ?

Dick Ward sees the staff as responsible both for reviewing applications and monitoring for BJA. OC estimates that to monitor an additional 4500 grants under the discretionary model they would need an 36-40 people including accountants, analysts, computer specialists, support staff. Right now OC only able to monitor 10% of all grants. Under the AG discretion model, OC would need an additional 20-25 to monitor additional grants, if the states do monitoring and submitted reports.

Length of program: Dick Ward - Need a infrastructure for an 11 to 12 year program. Money could be granted in each of the first 5 years with each grant lasting up to 5 years.

A matrix a la Mark Moore - so that grants for smaller cities have fewer factors to review, grants which push the envelope have more factors.

Dick Ward thinks that some criteria could be developed so as not to penalize larger cities.

OC: says they would prefer one uniform standard be used. A simpler standard is easier to implement. Otherwise, applicants will tailor applications to the standard e.g., might break up into smaller jurisdictions. Also causes confusion to applicants and to OJP staff.

Scanning Information: Use computer scan systems for early review of smaller grants ?

Dick Ward says it can be done for some information. Not sure if it is a savings. Some material may be available and gathered from existing sources. Could compose a pre-application list of potential awardees based on crime rates, other factors.

QUERY: How much work is entailed before we could have an answer to this ?

Are there other options ?

Just give the money to everybody. Use a simplified application. Is there enough money ? OC would still be concerned about use of money.

HYPOTHETICAL ALLOCATION OF CRIME BILL POLICE HIRING FUNDS BASED ON THE GREATER OF
(1) .5 PERCENT MINIMUM ALLOCATION PER STATE OR (2) EQUAL PERCENTAGE INCREASES IN NEW OFFICERS

STATE	AGENCIES	POPULATION	SWORN OFFICERS	GREATEST ALLOCATION IN EACH STATE	ADDITIONAL OFFICERS @ \$75,000	PERCENT INCREASE # OFFICERS	ALLOCATION METHOD
Alabama	297	4,121,000	8,481	\$111,382,234	1,485	17.5%	Equal Pct.
Alaska	28	568,000	873	\$36,720,122	490	56.1%	.5% Minimum
Arizona	93	3,774,000	7,521	\$98,774,412	1,317	17.5%	Equal Pct.
Arkansas	186	2,396,000	3,786	\$49,722,101	663	17.5%	Equal Pct.
California	454	27,844,000	60,325	\$792,257,197	10,563	17.5%	Equal Pct.
Colorado	230	3,331,000	7,979	\$104,789,394	1,397	17.5%	Equal Pct.
Connecticut	100	2,815,000	7,151	\$93,915,147	1,252	17.5%	Equal Pct.
Delaware	42	527,000	1,583	\$36,720,122	490	30.9%	.5% Minimum
D.C.	1	589,000	4,424	\$58,101,050	775	17.5%	Equal Pct.
Florida	352	13,220,000	31,093	\$408,348,993	5,445	17.5%	Equal Pct.
Georgia	582	6,602,000	18,222	\$239,312,236	3,191	17.5%	Equal Pct.
Hawaii	5	1,160,000	2,714	\$36,720,122	490	18.0%	.5% Minimum
Idaho	101	1,059,000	2,014	\$36,720,122	490	24.3%	.5% Minimum
Illinois	711	11,591,000	29,518	\$387,664,284	5,169	17.5%	Equal Pct.
Indiana	241	5,596,000	9,168	\$120,404,708	1,605	17.5%	Equal Pct.
Iowa	224	2,800,000	4,376	\$57,470,659	766	17.5%	Equal Pct.
Kansas	338	2,447,000	5,750	\$75,515,605	1,007	17.5%	Equal Pct.
Kentucky	381	3,728,000	6,754	\$88,701,286	1,183	17.5%	Equal Pct.
Louisiana	133	2,776,000	8,548	\$112,262,155	1,497	17.5%	Equal Pct.
Maine	137	1,221,000	1,978	\$36,720,122	490	24.8%	.5% Minimum
Maryland	129	4,848,000	12,488	\$164,006,761	2,187	17.5%	Equal Pct.
Massachusetts	302	5,904,000	14,188	\$186,333,114	2,484	17.5%	Equal Pct.
Michigan	567	9,379,000	18,824	\$247,218,392	3,296	17.5%	Equal Pct.
Minnesota	276	4,269,000	6,642	\$87,230,374	1,163	17.5%	Equal Pct.
Mississippi	113	1,553,000	3,057	\$40,148,036	535	17.5%	Equal Pct.
Missouri	283	5,069,000	9,889	\$129,873,708	1,732	17.5%	Equal Pct.
Montana	112	877,000	1,439	\$36,720,122	490	34.0%	.5% Minimum
Nebraska	159	1,542,000	2,757	\$36,720,122	490	17.8%	.5% Minimum
Nevada	26	1,158,000	2,963	\$38,913,520	519	17.5%	Equal Pct.
New Hampshire	113	929,000	1,913	\$36,720,122	490	25.6%	.5% Minimum
New Jersey	533	7,547,000	26,866	\$352,835,174	4,704	17.5%	Equal Pct.

HYPOTHETICAL ALLOCATION OF CRIME BILL POLICE HIRING FUNDS BASED ON THE GREATER OF
(1) .5 PERCENT MINIMUM ALLOCATION PER STATE OR (2) EQUAL PERCENTAGE INCREASES IN NEW OFFICERS

STATE	AGENCIES	POPULATION	SWORN OFFICERS	GREATEST ALLOCATION IN EACH STATE	ADDITIONAL OFFICERS @ \$75,000	PERCENT INCREASE # OFFICERS	ALLOCATION METHOD
New Mexico	97	1,545,000	3,326	\$43,680,853	582	17.5%	Equal Pct.
New York	402	16,382,000	51,126	\$671,445,362	8,953	17.5%	Equal Pct.
North Carolina	509	6,843,000	16,644	\$218,588,127	2,915	17.5%	Equal Pct.
North Dakota	98	635,000	1,003	\$36,720,122	490	48.8%	.5% Minimum
Ohio	502	10,793,000	19,640	\$257,935,041	3,439	17.5%	Equal Pct.
Oklahoma	292	3,212,000	6,228	\$81,793,250	1,091	17.5%	Equal Pct.
Oregon	171	2,972,000	4,683	\$61,502,535	820	17.5%	Equal Pct.
Pennsylvania	908	9,297,000	22,080	\$289,979,924	3,866	17.5%	Equal Pct.
Rhode Island	42	1,000,000	2,249	\$36,720,122	490	21.8%	.5% Minimum
South Carolina	235	3,601,000	6,170	\$81,031,528	1,080	17.5%	Equal Pct.
South Dakota	84	634,000	978	\$36,720,122	490	50.1%	.5% Minimum
Tennessee	266	4,925,000	9,772	\$128,337,129	1,711	17.5%	Equal Pct.
Texas	873	17,650,000	38,593	\$506,847,609	6,758	17.5%	Equal Pct.
Utah	110	1,800,000	3,300	\$43,339,391	578	17.5%	Equal Pct.
Vermont	51	570,000	849	\$36,720,122	490	57.7%	.5% Minimum
Virginia	263	6,377,000	11,072	\$145,410,223	1,939	17.5%	Equal Pct.
Washington	220	5,041,000	8,122	\$106,667,434	1,422	17.5%	Equal Pct.
West Virginia	273	1,527,000	2,348	\$36,720,122	490	20.9%	.5% Minimum
Wisconsin	320	5,005,000	11,251	\$147,761,056	1,970	17.5%	Equal Pct.
Wyoming	67	465,000	1,291	\$36,720,122	490	37.9%	.5% Minimum
TOTALS =	13,032	241,514,000	544,009	\$7,343,581,710	97,914	18.0%	

NOTE: Fourteen states would receive greater police hiring allocations from the .5% minimum method. These states are Alaska, Delaware, Hawaii, Idaho, Maine, Montana, Nebraska, New Hampshire, North Dakota, Rhode Island, South Dakota, Vermont, West Virginia and Wyoming. The remaining 36 states would receive greater allocations from the equal percentage increase in officers method.

filename: cbKLAIN4.wk1
date: 8/16/94



LOCAL INITIATIVES SUPPORT CORPORATION
1825 K STREET, N.W., SUITE 909
WASHINGTON, D.C. 20006
TEL: (202) 765-8020
FAX: (202) 765-8030

March 17, 1994

Mr. Jose Cerda
Senior Policy Analyst
Domestic Policy Council
Executive Office of the President
Washington, D.C. 20500

Dear Mr. Cerda:

I want to thank you for taking the time to discuss how the Community Security Initiative, a program to build collaborative community security efforts by nonprofit community development corporations and local police departments, might fit in the context of the crime bill.

As you suggested, I have enclosed some draft language that would permit programs operating in more than one state to receive support under Part Q. I have focused on the technical assistance provisions (Section 1701(f)) and the "other" provisions (Section 1701 (d)) I would appreciate your advice as to the most workable approach.

I will give you a call to follow-up. I'm glad we had a chance to meet.

Sincerely,

A handwritten signature in black ink, appearing to read 'Mindy', is written over a horizontal line.

Mindy Leiterman
Deputy Director for Public Policy

DRAFT
3/16/94

Crime Bill

Modifications to Permit Community Security Partnerships

Section 1701 (a): Include *nonprofits* as eligible grant recipients.

Section 1701(d)(5): Modify to indicate that grants can support initiatives where members of the community and nonprofit community-based organizations can assist with crime prevention; cite community security partnerships as a possible approach, along with citizen police academies.

Section 1701(f): Modify paragraph (1) to provide that the Attorney General may provide technical assistance directly, through contract, or cooperative agreement. Add a new (4): *The technical assistance provided by the Attorney General may include support for the operation of multi-city demonstration programs designed to foster collaborative programs between local law enforcement agencies and nonprofit community-based development corporations to reduce crime and fear in low-income neighborhoods. The programs may include training, and technical and financial assistance for law enforcement agencies and their community organization partners, research and evaluation activities to document best practices, and conferences and seminars to disseminate research results.*

Section 1703 (d): Add a new (3): *Notwithstanding subsection (a), an applicant for a grant under Section 1701(d) or (f) that is a nonprofit organization operating in more than one state may submit an application directly to the Attorney general.*

Section 1710: A definition for Community Security Partnership should be added: *Community security partnership means a multi-city program by private nonprofit organizations to assist local law enforcement agencies and nonprofit community-based organizations, such as community development corporations, to undertake collaborative strategies to reduce crime and fear in low-income communities.*

work in progress/draft 6-2-93

PUBLIC SAFETY PARTNERSHIP AND COMMUNITY POLICING ACT OF 1993
SECTION-BY-SECTION ANALYSIS

SECTION 101

This section designates title I of the bill as the "Public Safety Partnership and Community Policing Act of 1993."

SECTION 102 -- FINDINGS AND PURPOSES

This section sets out findings relevant to the proposal in title I, and identifies its purposes. The findings, in subsection (a), note the high incidence of violent crime in the United States, and the failure of the number of law enforcement officers to keep pace with recent increases in the violence-related workload of the police. The findings further note that community policing, which puts police "on the beat" in local neighborhoods and communities, can enhance public safety by preventing and controlling crime and violence.

Subsection (b) of section 102 sets out the general purposes of title I. These include increasing, by up to 100,000, the number of police in community policing; enhancing police training relating to interaction with the community; implementing innovative programs permitting members of the community to assist the police in crime prevention efforts, such as police participation in multidisciplinary early intervention teams; and developing new technologies to help reorient the emphasis of police work from reacting to crime to preventing crime.

SECTION 103 -- COMMUNITY POLICING PROGRAM

This section adds a new part to the Omnibus Crime Control and Safe Streets Act of 1968. The part would establish a program of grants and technical assistance (including training) to increase the overall number of police officers, and particularly to increase the number of police officers engaged in community-oriented policing, problem solving and crime prevention activities. The sections in the new part are as follows:

Section 1701 -- Authority to make grants and to provide technical assistance. Subsection (a) of this section authorizes the Attorney General to make grants to units of state and local government, and to other public and private entities. The purposes of the grants would be to increase police presence, to enhance police-community cooperation in addressing crime and disorder, and otherwise to enhance public safety.

Subsection (b) of section 1701 identifies three specific types of projects or objectives that could receive support under the grant program authorized by subsection (a). These objectives

are measures that directly increase police resources or presence -- rehiring officers who have been laid off for budgetary reasons for deployment in community-oriented policing, hiring additional career law enforcement officers for deployment community-oriented policing, and redeploying officers to community policing or comparable crime control and prevention functions. Not less than 75 percent of the funds available in any fiscal year for grants made under the authority of subsection (a) shall be used for these activities.

Subsection (c) of section 1701 identifies other types of projects or objectives that could receive funding under the grant program authorized by subsection (a). These initiatives include support of training for skills pertinent to police-community interaction, efforts to increase police participation in multidisciplinary early intervention teams, new technologies facilitating an increased emphasis on crime prevention, innovative programs permitting community members to assist police in crime prevention, reducing the time police must be away from the community while awaiting court appearances, innovative crime control and prevention programs involving police and youth, community-based crime prevention programs, and other innovations, programs and activities that further the purposes of title I.

Subsection (d) of section 1701 provides that particular consideration shall be given to applications for grants affecting empowerment zones or enterprise communities under the proposed Economic Empowerment Act of 1993.

Subsection (e) of section 1701 authorizes the Attorney General to provide technical assistance to state and local governments, and other public and private entities, in furtherance of the purposes of title I. In addition to the general grant of authority to provide technical assistance, two specific types of appropriate technical assistance are identified. First, paragraph (2) states that the technical assistance may include the development of a model defining community or problem-oriented policing and related strategies and methodologies for implementation. Second, paragraph (3) states that the technical assistance may include establishing or making arrangements for the operation of training centers. The functions of the centers would include training police trainers and supervisors concerning community or problem-oriented policing, and other reforms and improvements in police-community interaction that further the purposes of title I.

Subsection (f) states that the Attorney General may utilize any component or components of the Department of Justice in carrying out title I.

Subsection (g) provides a minimum level of funding for each state or jurisdiction that submits an application meeting the requirements set forth by the Attorney General.

Section 1702 -- Applications for grants. This section provides for the submission of applications for grants to the Attorney General. In addition to any other information required by the Attorney General, applications for grants shall include a long-term strategy and detailed implementation plan developed at the local level, demonstrate a specific public safety need, explain the localities inability to address the need without federal assistance, identify related governmental and community initiatives which complement or will be coordinated with the policing proposal, certify that there has been appropriate coordination with all affected agencies, and outline the initial and ongoing level of community support for the proposal. The Attorney General has final authority to approve or disapprove an application.

Section 1703 -- Alternative application routes for classes of potential grantees. This section establishes alternative application routes for certain applicants.

Subsection (a) provides that applicants generally are to submit their applications in the first instance to the state office that is responsible for applying for and administering formula grant funding under the Byrne Grant program.

Subsection (b) sets forth the initial application review procedures for applicants applying under subsection (a). Under this process, the state office would review the applications, prioritize them on the basis of their likelihood of achieving the purposes of title I, make any recommendations for giving special priority to particular applications, and forward the applications to the Attorney General. Section 104 of the bill allocates 60% of the grant funding for grants pursuant to applications under this subsection.

Subsection (c) allows municipalities whose population exceeds 150,000 to submit applications directly to the Attorney General. The purpose of this option is to enable larger municipalities to deal directly with the federal government in making applications. This avoids the potential delay involved in routing applications through a central state office, and in receiving funds that are likely to be passed through the central state office on the way to municipalities or other grantees under a centralized state application process. Section 104 of the bill allocates 40% of the grant funding for grants pursuant to applications under this subsection.

Section 1704 -- Renewal of grants. This section states that, except for grants made for hiring and rehiring career law enforcement officers, a grant may be renewed for up to two additional years. Grants for hiring and rehiring career law enforcement officers may be renewed for up to four years.

Section 1705 -- Limitations on use of funds. This section states that grants to state and local governments are to be used

to supplement, and not to supplant, state and local funds. No more than 5% of any grant may be used for the costs of administration and evaluation. In addition, states and units of local government may use cash or property received under the Assets Forfeiture equitable sharing program to cover the cost of the non-federal portion of programs funded under this part. Grants awarded under this part for hiring or rehiring police officers may not exceed \$125,000 per officer for salary and benefits for the life of the grant, including all renewals.

Section 1706 -- Performance evaluations. This section states that each funded program must include an evaluation component, and that the performance of each grant recipient is to be periodically reviewed by the Attorney General.

Section 1707 -- Revocation or suspension of funding. This section states that the Attorney General may revoke or suspend funding of a grant if the recipient is not in compliance with the terms and requirements of the grant application.

Section 1708 -- Access to documents. This section gives the Attorney General and the General Accounting Office access to pertinent books, documents, papers, and records for purposes of audits and examinations.

Section 1709 -- Regulations. This section authorizes the Attorney General to promulgate regulations to carry out title I.

Section 1710 -- Definition and technical amendment. This section provides a definition of "career law enforcement officer" and makes a technical amendment to the Omnibus Crime Control and Safe Streets Act which adds a table of sections for the new part.

SECTION 104 -- AUTHORIZATION OF APPROPRIATIONS

This section of the bill contains authorization language and provisions concerning the allocation of funding under the proposed Public Safety Partnership and Community Policing Act of 1993 (title I of the bill). One billion dollars would be authorized for each of the next five fiscal years. Of the funds authorized and appropriated, up to [5%] could be used for technical assistance pursuant to section 1701(e) in the proposal. Of the remaining funds, 60% would be used for grants pursuant to applications channeled through the central state office under section 1703(a), and 40% would be used for grants pursuant to applications submitted directly to the Attorney General by municipalities under section 1703(c). At least 75% of the funding to grantees in each category would be used for the purposes specified in section 1701(b), which directly increase police resources or presence in the community.

WORK IN PROGRESS

working draft in progress as revised lpm 6.1.93

A BILL

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Violent Crime Control and Law Enforcement Act of 1993".

TITLE I - PUBLIC SAFETY AND POLICING

SEC. 101. SHORT TITLE.

This title may be cited as the "Public Safety Partnership And Community Policing Act of 1993".

SEC. 102. FINDINGS AND PURPOSES.

(a) Findings. -- The Congress finds that --

WH SUGGESTS ADDING RATIO OF COPS TO CRIME

(1) National Crime Survey figures indicate that nearly 5,000,000 households in the United States had at least one member who had been a victim of violent crime during 1991;

(2) these victims of violence experienced more than 6.4 million crimes of which about half were reported to local law enforcement authorities;

(3) between 1987 and 1991, the nation's law enforcement agencies reported a 29% increase in their violence-related workload, while the number of sworn law enforcement officers increased by 11.5%;

(4) community-oriented policing ("cops on the beat") enhances communication and cooperation between law enforcement

and members of the community; and

(5) such communication and cooperation between law enforcement and members of the community significantly assists in preventing and controlling crime and violence, thus enhancing public safety.

(b) Purposes. -- The purposes of this Act are to --

(1) substantially increase, by up to 100,000, the number of law enforcement officers interacting directly with members of the community ("cops on the beat");

(2) provide additional and more effective training to law enforcement officers to enhance their problem solving, service, and other skills needed in interacting with members of the community;

(3) encourage the development and implementation of innovative programs to permit members of the community to assist State and local law enforcement agencies in the prevention of crime in the community;

~~(3) Encourage the establishment of decentralized police substations to facilitate interaction and cooperation between the public and law enforcement personnel to address problems of crime and disorder at the local level and to support community oriented policing ("cops on the beat"); and~~

(4) encourage the development of new technologies to assist State and local law enforcement agencies in reorienting the emphasis of their activities from reacting to crime to preventing crime.

SEC. 103. COMMUNITY POLICING; "COPS ON THE BEAT"

(a) In general. -- Title I of the Omnibus Crime Control and Safe Streets Act of 1968 (42 U.S.C. 3711 et seq.) is amended by --

- (1) redesignating Part Q as Part R;
- (2) redesignating section 1701 as section 1801; and
- (3) inserting after Part P the following new Part:

"PART Q -- PUBLIC SAFETY AND COMMUNITY POLICING; 'COPS ON THE BEAT'

"SEC. 1701. AUTHORITY TO MAKE PUBLIC SAFETY AND COMMUNITY POLICING GRANTS.

"(a) Grant authorization. -- The Attorney General is authorized to make grants to units of State and local government, and to other public and private entities, to increase police presence, to expand and improve cooperative efforts between law enforcement agencies and members of the community to address crime and disorder problems, and otherwise to enhance public safety.

"(b) ~~Rehiring and hiring grant projects.~~ -- ~~Not less than 75 percent of funds available in any fiscal year for grants made under the authority of subsection (a) of this section may shall be used for~~ ~~include~~ programs, projects, and other activities to --

"(1) rehire law enforcement officers who have been laid off as a result of State and local budget reductions ~~for deployment in community-oriented policing~~

"(2) hire new, additional career law enforcement officers for deployment in ~~community-oriented policing~~ ~~ies~~ across the Nation; and

"(3) redeploy law enforcement officers to activities that are focused on interaction with members of the community on proactive crime control and prevention.

~~"(c) Additional grant projects. -- Grants made under the authority of subsection (a) also may include programs, projects, and other activities to --~~

"(1) provide specialized training to law enforcement officers to enhance their conflict resolution, mediation, problem solving, service, and other skills needed to work in ~~partnership in~~ interacting with members of the community;

"(2) increase police participation in multidisciplinary early intervention teams;

"(3) develop new technologies to assist State and local law enforcement agencies in reorienting the emphasis of their activities from reacting to crime to preventing crime;

"(4) develop and implement innovative programs to permit members of the community to assist State and local law enforcement agencies in the prevention of crime in the community;

~~"(5) establish decentralized police substations in those communities where it is necessary to improve crime control and prevention, and will significantly improve community-oriented policing activity;~~

~~"(6)~~ establish innovative programs to reduce, and keep to a minimum, the amount of time that law enforcement officers must be away from the community while awaiting court appearances;

"(6) establish and implement innovative programs to increase and enhance proactive crime control and prevention

programs involving law enforcement officers and young persons in the community; and

~~"(7) establish and implement innovative community-based crime prevention programs, such as senior citizen safety awareness programs, and other community anti-crime groups and organizations, and~~

~~"(9) establish and implement any crime prevention project innovations or programs or undertake any activities that, in the judgment of the Attorney General, would further the purposes of the Public Safety Partnership and Community Policing Act of 1993.~~ WH suggested adding CIP fund release language either here or at end in appropriations section

"(d) Empowerment zone and enterprise community grants. -- In awarding grants under this part, the Attorney General shall give particular consideration to applications for grants affecting areas designated as empowerment zones or enterprise communities pursuant to the Economic Empowerment Act of 1993.

"(e) Technical assistance. -- (1) The Attorney General may provide technical assistance to units of State and local government, and to other public and private entities, in furtherance of the purposes of the Public Safety Partnership and Community Policing Act of 1993.

"(2) The technical assistance provided by the Attorney General may include the development of a model that will define for State and local governments, and others public and private entities, definitions and strategies associated with community or problem-oriented policing and methodologies for its

implementation. In developing such a model, the Attorney General is encouraged to consult with experts in public safety and the criminal justice system.

"(3) The technical assistance provided by the Attorney General may include the establishment and operation of training centers or facilities, either directly or by contracting or cooperative arrangements. The functions of the centers or facilities established under this paragraph may include instruction and seminars for police trainers and supervisors concerning community or problem-oriented policing and other reforms and improvements in police-community interaction and cooperation that further the purposes of the Public Safety Partnership and Community Policing Act of 1993.

"(f) Utilization of components. -- The Attorney General may utilize any component or components of the Department of Justice in carrying out this part.

"(g) Minimum Amount. -- Each state that submits or has a jurisdiction submit directly for any fiscal year one or more state, locality or other eligible entity application(s) that meet the requirements of the Attorney General, shall, subject to the availability of appropriations, receive or have an applicant entity within the state receive a grant no less than \$50,000 [NOTE: or alternative figure] or such greater amount as may be determined appropriate by regulation to assure equitable distribution on a competitive basis.

"SEC. 1702. APPLICATIONS.

"(a) In general. -- No grant may be made under this part

unless an application has been submitted to, and approved by, the Attorney General.

"(b) Form and content of application. -- An application for a grant under this part shall be submitted in such form, and contain such information, as the Attorney General may prescribe by regulation or guidelines.

"(c) In accordance with the regulation or guidelines established by the Attorney General, each application for assistance under this part shall --

"(1) include a long-term strategy and detailed implementation plan developed by a steering committee and reflecting consultation with community groups and appropriate private and public agencies ;

"(2) demonstrate a specific public safety need;

"(3) explain the locality's inability to address the need without federal assistance;

"(4) identify related governmental and community initiatives which complement or will be coordinated with the policing proposal;

"(5) certify that there has been appropriate coordination with all affected agencies; and

"(6) outline the initial and ongoing level of community support for implementing the proposal including financial and in-kind contributions or other tangible commitments.

"(d) Decision of the Attorney General final. -- Any decision of the Attorney General to approve or disapprove, in whole or in part, an application for a grant under this part is

final and is not subject to judicial review.

"SEC. 1703. REVIEW OF APPLICATIONS BY STATE OFFICE.

"(a) In general. -- Except as provided in subsection (c), an applicant for a grant under this part shall submit an application to the State office designated under section 507 of the Omnibus Crime Control and Safe Streets Act of 1968 (42 U.S.C. 3757) in the State in which the applicant is located for initial review.

"(b) Initial review of application. -- (1) The State office referred to in subsection (a) of this section shall review applications for grants under this part submitted to it, based upon criteria specified by the Attorney General by regulation.

"(2) Upon completion of the reviews required by paragraph (1) of this subsection, the State office referred to in subsection (a) shall determine which, if any, of the applications for grants under this part are most likely to be successful in achieving the purposes of the Public Safety Partnership and Community Policing Act of 1993.

"(3)(A) Based upon the determinations made under paragraph (2), the State office referred to in subsection (a) shall list the applications for grants under this part in order of their likelihood to achieve the purposes of the Public Safety Partnership and Community Policing Act of 1993 and shall submit the list along with all grant applications and supporting materials received to the Attorney General.

"(B) In making the submission to the Attorney General required by subparagraph (A), the State office

referred to in subsection (a) may recommend that a particular application or applications should receive special priority and provide supporting reasons for the recommendation.

"(c) Direct application to the Attorney General. --

Notwithstanding subsection (a), the government of a municipality whose population exceeds 150,000 may submit an application for a grant under this part directly to the Attorney General.

"SEC. 1704. RENEWAL OF GRANTS.

"(a) In general. -- Except for grants made for hiring additional career law enforcement officers, a grant under this part may be renewed for up to ~~three~~ ~~two~~ additional years after the first fiscal year during which a recipient receives its initial grant, if the Attorney General determines that the funds made available to the recipient during the previous year were used in a manner required under an approved application and if the recipient can demonstrate significant progress in achieving the objectives of the initial application.

"(b) Grants for hiring. -- Grants made for hiring ~~and rehiring~~ additional career law enforcement officers may be renewed ~~for up to four years~~, subject to the requirements of subsection (a), but ~~notwithstanding are not subject to~~ the limitation in that subsection concerning the number of years for which grants may be renewed.

"SEC. 1705. LIMITATION ON USE OF FUNDS.

"(a) Non-supplanting requirement. -- Funds made available under this part to State or local governments shall not be used

to supplant State or local funds, but will be used to increase the amount of funds that would, in the absence of Federal funds, be made available from State or local sources.

"(b) Administrative and evaluation costs. -- No more than 5% of a grant under this part may be used for the costs of administration and evaluation.

"(c) Non-federal costs -- State and local units of government may use cash or property received under the Assets Forfeiture equitable sharing program to cover the non-federal portion of programs funded under this part.

"(d) Hiring and rehiring costs -- Grant awards under this part for hiring or rehiring law enforcement officers may not exceed for the life of the grant including all renewals a total in excess of \$125,000 for salary and benefits per officer hired or rehired.

"SEC. 1706. PERFORMANCE EVALUATION.

"(a) Evaluation components. -- Each program funded under this part shall contain an evaluation component, developed pursuant to guidelines established by the Attorney General.

"(b) Periodic review and reports. -- The Attorney General shall review the performance of each grant recipient under this part. The Attorney General may require a grant recipient to submit to the Attorney General the results of the evaluations required under subsection (a) and such other data and information as the Attorney General deems reasonably necessary to carry out the responsibilities under this subsection.

"SEC. 1707. REVOCATION OR SUSPENSION OF FUNDING.

"If the Attorney General determines, as a result of the reviews required by section 1706, or otherwise, that a grant recipient under this part is not in substantial compliance with the terms and requirements of an approved grant application submitted under section 1702, the Attorney General may revoke or suspend funding of that grant, in whole or in part.

"SEC. 1708. ACCESS TO DOCUMENTS.

"(a) By the Attorney General. -- The Attorney General shall have access for the purpose of audit and examination to any pertinent books, documents, papers, or records of a grant recipient under this part, as well as the pertinent books, documents, papers, or records of State and local governments, persons, businesses, and other entities that are involved in programs or projects for which assistance is provided under this part.

"(b) By the Comptroller General. -- The provisions of subsection (a) shall also apply with respect to audits and examinations conducted by the Comptroller General of the United States or by an authorized representative of the Comptroller General.

"SEC. 1709. GENERAL REGULATORY AUTHORITY.

"The Attorney General is authorized to promulgate regulations to carry out this part.

"SEC. 1710. DEFINITION.

"For purposes of this part, the term 'career law enforcement officer' means a person hired on a permanent basis and directly serving a State or local public agency in an official capacity,

with compensation, involved in crime control or prevention or enforcement of the criminal laws.".

(b) Technical amendment.-- The table of contents of title I of the Omnibus Crime Control and Safe Streets Act of 1968 (42 U.S.C. 3711, et seq.) is amended by striking the material relating to Part Q and inserting the following:

"Part Q -- PUBLIC SAFETY AND COMMUNITY POLICING; 'COPS ON
THE BEAT'

"Sec. 1701. Authority to make public safety and community policing grants.

"Sec. 1702. Applications.

"Sec. 1703. Review of applications by State office.

"Sec. 1704. Renewal of grants.

"Sec. 1705. Limitation on use of funds.

"Sec. 1706. Performance evaluation.

"Sec. 1707. Revocation or suspension of funding.

"Sec. 1708. Access to documents.

"Sec. 1709. General regulatory authority.

"Sec. 1710. Definition.

SEC. 104. AUTHORIZATION OF APPROPRIATIONS.

Section 1001(a) of title I of the Omnibus Crime Control and Safe Streets Act of 1968 (42 U.S.C. 3793) is amended --

(1) in paragraph (3) by inserting "P, and Q"; and

(2) by adding at the end the following new paragraph:

"(11) There are authorized to be appropriated to carry out Part Q \$1,000,000,000 for each of the fiscal years 1994, 1995, 1996, 1997, and 1998. Of funds authorized and appropriated under this paragraph, up to [5%] may be used for technical assistance under section 1701(e). Of the remaining funds, 60% shall be allocated for grants pursuant to applications submitted as provided in section 1703(a), and 40% shall be allocated for grants pursuant to applications submitted as provided in section 1703(c). Of the funds available in relation to grants pursuant to applications submitted as provided in section 1703(a), at least 75% shall be applied to grants for the purposes specified in ~~subsection (b)(1), (2), and (3) of~~ section 1701(b), and up to 25% may be applied to grants for other purposes. Of the funds available in relation to grants pursuant to applications submitted as provided in section 1703(c), at least 75% shall be applied to grants for the purposes specified in ~~subsection (b)(1), (2), and (3) of~~ section 1701(b), and up to 25% may be applied to grants for other purposes."

~~NOTE: ADDITION OF RELEASE LANGUAGE SUGGESTED BY WH would create serious CJS offset problems/\$500 million in FY1993 funds also in Empowerment bill.~~

~~SEC. 105. CONFORMING AMENDMENTS~~

~~Title XII of 'An act making supplemental appropriations, transfers, and rescissions for the fiscal year ending September 30, 1992, and for other purposes' (Public Law 102-368, 106 Stat. 1117, 1160-61, is amended by adding --~~

~~"(1) 'including Public Safety Partnership and Community Policing grants under the Violent Crime Control and Law Enforcement Act of 1993' after 'rejuvenate neighborhoods'; and~~

~~"(2) 'Public Safety Partnership and Community Policing grants under the Violent Crime Control and Law Enforcement Act of 1993,' after 'Treatment Improvement Program under sections 301 and 509G of the Public Health Service Act, as amended by Public Law 102-321,' "~~



EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET
WASHINGTON, D.C. 20503

6/24/93

MEMORANDUM FOR: Chris Edley
Jose Cerda

FROM: Ken Schwartz ^{KS} and Chris Brown ^{CB}

SUBJECT: Cost Estimates for Cops Proposals

Pursuant to the discussions at last night's meeting with the Department of Justice, we have developed two cost estimates for funding 50,000 new cops by 1998. Both scenarios (Attached) use the DOJ draft "cops" title as the basis for the estimations. However, the OMB Option assumes a declining Federal matching share while the DOJ option assumes a static Federal matching share.

Please note that under the Department of Justice alternative, resources required to fund 50,000 cops by 1998 are twice those of the OMB alternative. Similarly, the cost over five years is almost \$3 billion greater.

P.S. To Chris. I know that DOJ staff believe that a declining ^{Federal} share is inconsistent with Rove's position. It would be helpful, if you could, if you talked with Hyman. House and Senate staff seemed receptive to the

Attachment

idm.

KS

Required Resources for "COPS" Initiative
Declining Federal Matching Share
OMB Option

Assumptions:

75% Percent of Total Resources Must Be Allocated for Hiring of New Cops (Based on draft DOJ Bill)

Full Cost of an Officer \$50,000 (Includes training, capital equipment, salary and benefits)

Federal Share (Match)	1st year	2nd year	3rd year	4th year	5th year
	0.75	0.5	0.25	0	0
# of New Cops Funded Each Year (50,000 by 1998)	10,000	10,000	10,000	10,000	10,000

Calculations:

	1994	1995	1996	1997	1998
Class #A - BA Required	375,000,000	250,000,000	125,000,000	0	0
# of Cops funded	10,000	10,000	10,000	10,000	10,000
Class #B - BA Required		375,000,000	250,000,000	125,000,000	0
# of Cops funded		10,000	10,000	10,000	10,000
Class #C - BA Required			375,000,000	250,000,000	125,000,000
# of Cops funded			10,000	10,000	10,000
Class #D - BA Required				375,000,000	250,000,000
# of Cops funded				10,000	10,000
Class #E - BA Required					375,000,000
# of Cops funded					10,000

TOTAL COPS
FUNDED -->

50,000

"COPS"

Resources Required \$375,000,000 \$625,000,000 \$750,000,000 \$750,000,000 \$750,000,000

Total over 5 years ----> \$3,250,000,000

TOTAL Implied

Appropriations Required \$500,000,000 \$833,333,333 \$1,000,000,000 \$1,000,000,000 \$1,000,000,000

Total over 5 years ----> \$4,333,333,333

Required Resources for "COPS" Initiative
Static Federal Matching Share
DOJ Option

Assumptions:

75% Percent of Total Resources Must Be Allocated for Hiring of New Cops (Based on draft DOJ Bill)

Full Cost of an Officer \$50,000 (Includes training, capital equipment, salary and benefits)

Federal Share (Match)	1st year	2nd year	3rd year	4th year	5th year
	0.75	0.75	0.75	0.75	0 *

* Note: Assumes four year funding life/cycle for each grant. (Based on DOJ draft bill)

# of New Cops Funded Each Year (50,000 by 1998)	10,000	10,000	10,000	10,000	10,000
---	--------	--------	--------	--------	--------

Calculations:

	1994	1995	1996	1997	1998
Class #A - BA Required	375,000,000	375,000,000	375,000,000	375,000,000	0
# of Cops funded	10,000	10,000	10,000	10,000	10,000
Class #B - BA Required		375,000,000	375,000,000	375,000,000	375,000,000
# of Cops funded		10,000	10,000	10,000	10,000
Class #C - BA Required			375,000,000	375,000,000	375,000,000
# of Cops funded			10,000	10,000	10,000
Class #D - BA Required				375,000,000	375,000,000
# of Cops funded				10,000	10,000
Class #E - BA Required					375,000,000
# of Cops funded					10,000

**TOTAL COPS
FUNDED -->**

50,000

"COPS"

Resources Required	\$375,000,000	\$750,000,000	\$1,125,000,000	\$1,500,000,000	\$1,500,000,000
				Total over 5 years ---->	\$5,250,000,000

TOTAL Implied

Appropriations Required	\$500,000,000	\$1,000,000,000	\$1,500,000,000	\$2,000,000,000	\$2,000,000,000
				Total over 5 years ---->	\$7,000,000,000

\$7,000,000,000

Total Funding Available for Hires (Note: Using Senate Authorization Levels)	200,000,000	650,000,000	650,000,000	650,000,000	650,000,000	650,000,000	
	1994	1995	1996	1997	1998	1999	Total Officers
New Officers in 1994 Available BA # of Cops funded	200,000,000 5,333	133,333,333	66,666,667	0	0	0	5,333
New Officers in 1995 Available BA # of Cops funded		516,666,667 13,778	344,444,444	172,222,222	0	0	13,778
New Officers in 1996 Available BA # of Cops funded			238,888,889 6,370	159,259,259	79,629,630	0	6,370
New Officers in 1997 Available BA # of Cops funded				318,518,519 8,494	212,345,679	106,172,840	8,494
New Officers in 1998 Available BA # of Cops funded					358,024,691 9,547	238,683,128	9,547
New Officers in 1998 Available BA # of Cops funded						305,144,033 4,069 *	4,069

Scenario: Est. Using Senate Crime Bill Auth. Levels

Assumptions:

Total Spent Per Officer (by Fed) \$50,000

Urban: = xxx

Rural: = xxx

47,591

	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>
% of Full Cost Funded Federally	0.75	0.5	0.25	0	0

Ave. Annual Fed. Subsidy/Office	\$37,500	\$25,000	\$12,500	\$0	\$0	Sum of Fed. Cost Per Cop = \$75,000
---------------------------------	----------	----------	----------	-----	-----	---

* Assumes end of program in FY1999. No additional funding FY2000 and beyond. Full \$75,000 cost per cop is taken out of FY1999 funding.

(Funding in Actual \$)							12:09 PM
Total Funding Available for Hires (Note: Using Senate Authorization Levels)	200,000,000	650,000,000	650,000,000	650,000,000	650,000,000	650,000,000	
	1994	1995	1996	1997	1998	1999	Total Officers
New Officers in 1994 Available BA # of Cops funded	200,000,000 5,333	133,333,333	66,666,667	0	0	0	5,333
New Officers in 1995 Available BA # of Cops funded		516,666,667 13,778	344,444,444	172,222,222	0	0	13,778
New Officers in 1996 Available BA # of Cops funded			238,888,889 6,370	159,259,259	79,629,630	0	6,370
New Officers in 1997 Available BA # of Cops funded				318,518,519 8,494	212,345,679	106,172,840	8,494
New Officers in 1998 Available BA # of Cops funded					358,024,691 9,547	238,683,128	9,547
New Officers in 1998 Available BA # of Cops funded						305,144,033 8,137 *	8,137
Scenario: Est. Using Senate Crime Bill Auth. Levels							
Assumptions:							
Total Spent Per Officer (by Fed)	\$50,000	Urban: =	xxx				51,660
		Rural: =	xxx				
	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>		
% of Full Cost Funded Federally	0.75	0.5	0.25	0	0		Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Office	\$37,500	\$25,000	\$12,500	\$0	\$0		= \$75,000

* Assumes continuation of program beyond FY1999. Funding would be required for remainder of commitment to officers hired in FY1998 and FY

file: cbsplit2.
date: 11/5/93

COMPARISON OF INDEX CRIME RATES PER 1,000 RESIDENTS
FOR JURISDICTIONS ABOVE AND BELOW 100,000
1993 CRIME BILL

JURISDICTIONS ABOVE 100,000 POPULATION				
POPULATION CATEGORY	NUMBER	POPULATION	INDEX CRIME TOTAL	INDEX CRIME RATE
Cities 100,000 and Over	190	64,409,000	5,828,200	90.5
Suburban Counties 100,000 or more	111	28,868,000	1,361,694	47.2
SUBTOTAL	301	93,277,000	7,189,894	77.1
JURISDICTIONS ABOVE 100,000 POPULATION				
POPULATION CATEGORY	NUMBER	POPULATION	INDEX CRIME TOTAL	INDEX CRIME RATE
Cities Below 100,000 Population	8,472	90,854,000	4,873,120	53.6
Suburban Counties Below 100,000 Pop.	1,156	19,679,000	552,595	28.1
Rural Counties (all Under 25,000)	2,463	24,619,000	510,811	20.7
SUBTOTAL	12,091	135,152,000	5,936,526	43.9
GRAND TOTAL ALL JURISDICTIONS	12,392	228,429,000	13,126,420	57.5

NOTES:

1) THIS TABLE INCLUDES DATA FOR AGENCIES PARTICIPATING IN THE FBI'S UNIFORM CRIME REPORT PROGRAM ONLY.

2) INDEX CRIME RATES ARE CALCULATED PER 1,000 RESIDENTS.

SOURCE: FBI'S UNIFORM CRIME REPORT FOR 1992.

file: cbsplit3.
date: 11/5/93

COMPARISON OF VIOLENT CRIME RATES PER 1,000 RESIDENTS
FOR JURISDICTIONS ABOVE AND BELOW 100,000
1993 CRIME BILL

JURISDICTIONS ABOVE 100,000 POPULATION				
POPULATION CATEGORY	NUMBER	POPULATION	VIOLENT INDEX CRIME TOTAL	VIOLENT INDEX CRIME RATE
Cities 100,000 and Over	190	64,409,000	1,015,909	15.8
Suburban Counties 100,000 or more	111	28,868,000	163,213	5.7
SUBTOTAL	301	93,277,000	1,179,122	12.6
JURISDICTIONS ABOVE 100,000 POPULATION				
POPULATION CATEGORY	NUMBER	POPULATION	VIOLENT INDEX CRIME TOTAL	VIOLENT INDEX CRIME RATE
Cities Below 100,000 Population	8,472	90,854,000	482,138	5.3
Suburban Counties Below 100,000 Pop.	1,156	19,679,000	56,515	2.9
Rural Counties (all Under 25,000)	2,463	24,619,000	52,435	2.1
SUBTOTAL	12,091	135,152,000	591,088	4.4
GRAND TOTAL ALL JURISDICTIONS	12,392	228,429,000	1,770,210	7.7

NOTES:

- 1) THIS TABLE INCLUDES DATA FOR AGENCIES PARTICIPATING IN THE FBI'S UNIFORM CRIME REPORT PROGRAM ONLY. VIOLENT CRIMES INCLUDE MURDER, RAPE, ROBBERY, AND AGGRAVATED ASSAULT.
- 2) INDEX CRIME RATES ARE CALCULATED PER 1,000 RESIDENTS.

SOURCE: FBI'S UNIFORM CRIME REPORT FOR 1992.

**Comparison of 1992 Crime Rates by Population Category:
Jurisdictions Above and Below 100,000**

- o Two-thirds of all violent crimes occur in jurisdictions over 100,000.
- o The violent crime rate in cities over 100,000 is triple that of jurisdictions below 100,000.
- o Fifty-five (55) percent of all crime index offenses occur in jurisdictions of more than 100,000.
- o Crime rates for cities over 100,000 are four times as high as in rural counties.
- o The crime rate for jurisdictions over 100,000 is 76% greater than the crime rate for jurisdictions below 100,000.
- o Cities, regardless of size, tend to have higher crime rates than suburban and rural counties.
- o National Crime Victimization Surveys support the conclusion that city dwellers are far more likely to be the victims of both violent and property crimes than are suburban and rural residents.

* Jurisdictions include cities (cities, towns, boroughs, villages) and suburban and rural counties.

**COMMUNITY POLICING HIRING SUPPLEMENT
DISPLAY OF FEDERAL/GRANTEE SPLIT**

SALARY AND BENEFITS		FEDERAL SHARE				GRANTEE COST			
Annual Salary and Benefits (\$B)	3 Year Cost (\$B)	75%	75%/\$75,000	AG Proposal	WH Proposal 50%	25%	75% / \$75,000	AG Proposal	WH Proposal 50%
20,000	60,000	45,000	45,000 (75%)	45,000 (75%)	30,000	15,000	\$ 15,000 (25%)	\$15,000 (25%)	30,000
25,000	75,000	56,250	56,250 (75%)	56,250 (75%)	37,500	18,750	\$ 18,750 (25%)	\$18,750 (25%)	37,500
30,000	90,000	67,500	67,500 (75%)	67,500 (75%)	45,000	22,500	\$ 22,500 (25%)	\$22,500 (25%)	45,000
33,333	100,000	75,000	75,000 (75%)	75,000 (75%)	50,000	25,000	\$ 25,000 (25%)	\$25,000 (25%)	50,000
35,000	105,000	78,750	75,000 (71%)	75,000 (71%)	52,500	26,250	\$ 30,000 (29%)	\$30,000 (29%)	52,500
40,000	120,000	90,000	75,000 (63%)	75,000 (63%)	60,000	30,000	\$ 45,000 (38%)	\$45,000 (38%)	60,000
50,000	150,000	112,000	75,000 (50%)	75,000 (50%)	75,000	37,500	\$ 75,000 (50%)	\$75,000 (50%)	75,000
54,200*	162,600	121,950	75,000 (46%)	81,300 (50%)	81,300	40,650	\$ 86,600 (54%)	\$81,300 (50%)	81,300
55,000	165,000	123,750	75,000 (45%)	82,500 (50%)	82,500	41,250	\$ 90,000 (55%)	\$82,500 (50%)	82,500
60,000	180,000	135,000	75,000 (42%)	90,000 (50%)	90,000	45,000	\$105,000 (58%)	\$90,000 (50%)	90,000

1. 75% (3SB)
2. 75% up to \$75,000
3. AG Proposal: Maximum of 75% (3SB) up to \$75,000 or 50% (3SB)
4. White House Proposal: 50% (3SB)

* Los Angeles Actual Costs

DRAFT

COMMUNITY POLICE HIRING SUPPLEMENTAL
ESTIMATED NUMBER OF POLICE OFFICER POSITIONS CREATED

Assumptions:

- (1) \$75,000,000 to jurisdictions above 150,000 population.
\$75,000,000 to jurisdictions with under 150,000 population.
- (2) Option 1 = 75 percent Federal funding of salary and benefits per officer.
- (3) Option 2 = \$75,000 Federal funding maximum of salary and benefits per officer.
- (4) Option 3 = 50 percent Federal funding of salary and benefits per officer.
- (5) Option 4 = 75 percent Federal funding of salary and benefits per officer, up to \$75,000 or
50 percent Federal funding of salary and benefits per officer, whichever is greater.
- (6) Average annual salary & benefits (40%) cost per officer equals 36,739 for cities above 150,000 pop.
Average three-year salary & benefits cost per officer is \$110,217 * 5% avg. inflation = \$115,728;
75 % Federal share = \$86,796; 50 % Federal share = \$57,864.
- (6) Average annual salary & benefits (40%) cost per officer is \$33,657 for cities below 150,000 pop.
Average three-year salary & benefit cost per officer is \$100,971 * 5% avg. inflation = \$106,020;
75 % Federal share = \$75,515; 50 % Federal share = \$53,010.

Source: These cost estimates are based on a random sample of 307 cities (60 above 150,000 pop. and 247 below 150,000 pop.) from data published by the International City Management Association (ICMA) in "The Municipal Yearbook, 1993." These data are current as of Jan. 1, 1992.

file:whrumb1.wk1

date: 8/3/93

DRAFT

OPTION 1 75 % FEDERAL	Estimated 3 Yr. Cost Per Officer	Federal Share @ 75 %	Percent Cities Included	Total Funds Available	Number of Officers
(a) Above 150,000	\$115,728	\$86,796	100%	\$75,000,000	864
(b) Below 150,000	\$106,020	\$79,515	100%	\$75,000,000	943
(c) Total				\$150,000,000	1,807
 OPTION 2 \$75,000 FEDERAL					
(a) Above 150,000	\$115,728	\$75,000	100%	\$75,000,000	1000
(b) Below 150,000	\$106,020	\$75,000	100%	\$75,000,000	1000
(c) Total				\$150,000,000	2,000
 OPTION 3 50 % FEDERAL					
(a) Above 150,000	\$115,728	\$57,864	100%	\$75,000,000	1,296
(b) Below 150,000	\$106,020	\$53,010	100%	\$75,000,000	1,415
(c) Total				\$150,000,000	2,711
 OPTION 4 ATTORNEY GENERAL					
(a) Above 150,000	\$115,728	\$86,796 \$75,000 \$57,864	47% 47% 7%	\$75,000,000	957
(b) Below 150,000	\$106,020	\$79,515 \$75,000 \$53,010	52% 43% 5%	\$75,000,000	990
(c) Total				\$150,000,000	1,947



U.S. Department of Justice

Office of Policy Development

Office of the Director

Washington, D.C. 20530

June 3, 1993

MEMORANDUM TO THE ATTORNEY GENERAL

FROM: Erik Reid
Grace Mastalli

SUBJECT: Per-Officer Costs in Selected Cities

Per your request, we are providing you with a list of the average per-officer costs in 1993 in selected cities. The figures include salaries and wages, retirement and other benefits, and capital outlays. They do not include administrative and payroll costs.

Cities Over 1,000,000

Per-Officer Cost in 1993

Dallas, TX	\$72,814
San Diego, CA	\$86,699

Cities Between 500,000 - 1,000,000

Baltimore, MD	\$96,210
Cleveland, OH	\$74,152
Denver, CO	\$74,929
Phoenix, AZ	\$78,555

Cities Between 250,000 - 500,000

Atlanta, GA	\$59,056
Buffalo, NY	\$56,911
Long Beach, CA	\$139,586
Oklahoma City, OK	\$52,477

Cities Between 100,000 - 250,000

Allentown, PA	\$50,869
Cedar Rapids, IA	\$63,031
Grand Rapids, MI	\$83,927
Spokane, WA	\$35,780



OFFICE OF
THE SECRETARY OF EDUCATION

FROM: Chief of Staff

TO:

Bruce - 0

① CM - I shd call
Billy W. about this

② Joe - we shd look
into this with the DEO
crowd - they're fixing the
signage on

I asked our IG to
write this up. It may
hold some promise in
your "100,000 cop" pledge.
Rana says hi -

Billy Webster



UNITED STATES DEPARTMENT OF EDUCATION
OFFICE OF INSPECTOR GENERAL

THE INSPECTOR GENERAL

October 19, 1993

MEMORANDUM

TO : Billy Webster
Chief of Staff
Office of the Secretary

FROM :  James B. Thomas, Jr.

SUBJECT: Full Law Enforcement Authority for OIG Investigators

On August 11, 1993, President Clinton announced an anti-crime package which included a provision for placing an additional 100,000 police officers on the street. That provision, entitled the Police Hiring Supplement Program, will provide \$150 million in Federal grant funds to law enforcement jurisdictions to hire and/or rehire sworn law enforcement officers as part of an overall plan to address crime and related problems. Congress allocated the funds on July 2, 1993, as part of the Edward Byrne Memorial State and Local Law Enforcement Assistance Administration Discretionary Grants Program.

The goals of the program are to increase the number of sworn law enforcement officers where they are needed most, improve the long-term ability of law enforcement agencies to engage in community policing, and improve public safety. The goals are commendable. The problems of crime and resulting impact on individuals, communities, and the taxpayers have been recognized and documented. Recently, the FBI targeted violent street crime as an investigative priority.

An additional initiative would also support the Administration's efforts to bolster law enforcement resources in the fight against crime. There are approximately 2000 Federal special agents in the Offices of Inspectors General who are charged with the responsibility for conducting criminal investigations of individuals and entities involved in Federal programs and operations. Most of the OIG agents are expected to conduct these investigations without the authority to carry firearms, make arrests, execute search

warrants, or swear out affidavits for warrants. These functions are vital to carrying out successful criminal investigations. Yet, OIG agents lack the ability to conduct their investigations independently when law enforcement authority is necessary without engaging the assistance of other, full law enforcement agencies or undergoing a burdensome, case-by-case deputation process with Department of Justice in order to proceed in a timely, effective manner. This, of course, draws the resources of those law enforcement entities which could otherwise be used more productively in fighting crime.

In short, the failure to confer full law enforcement authority on the Inspectors General impact on two major areas. First, it has caused full law enforcement authorities to engage in IG investigative efforts when their own efforts and limited resources are needed in other areas. Second, it has impeded the ability of the Inspectors General to conduct timely, effective investigations.

The IG agents meet the same requirements as those for other agents including firearms training and qualification, self defense tactics, search warrant affidavit development and warrant execution, and arrest procedures. Therefore, conferring full law enforcement authority on them would not require additional training monies and they could exercise that authority immediately.

Full law enforcement authority for the Inspectors General is in keeping with the Administration's efforts to make government more effective and responsive. Additionally, it would contribute to the Administration's efforts to meet the needs of citizens and communities in fighting crime. We recommend that the Administration consider supporting full law enforcement authority for those Federal agents who routinely are conducting dangerous investigations concurrent with the development of a new program to add additional law enforcement officers to the communities. Both initiatives would contribute to our efforts to fight crime and protect citizens.

02/24/94

10:38

202 514 8639

DOJ-OPD

0017016



Office of Policy Development
United States Department of Justice
10th Street and Constitution Avenue, N.W.
Washington, D.C. 20530

Date: 2-24-94

TO:

Joe Coker

FAX: _____

VOICE: _____

FROM:

Gino Mastella

VOICE: (202) 514-4606

FAX: (202) 514-8639

Total Pages (excluding this cover): 15

Additional Message:

ROUTING AND TRANSMITTAL SLIP		DATE	
TO: (Name, office symbol, room number, Agency/Post)		Initials	Date
1. Grace Mastalli			
2. Bill Maczart Dave Karp OPD			
3. Jose Cuda			
4.			
5.			
☐ Action	☐ File	☐ Note & Return	
☐ Approval	☐ For Clearance	☐ Per Conversation	
☐ As Required	☐ For Correction	☐ Prepare Reply	
☐ Circulate	☐ PYI	☐ See Me	
☐ Comment	☐ Investigate	☐ Signature	
☐ Coordination	☐ Justify		
REMARKS:			
Revised Analysis included: 50/50 at 200,000 option. (alternative for)			
Thanks,			
DO NOT use this form as a RECORD of approvals, concurrences, disposals, clearances, and similar actions.			
FROM: (Name, org. symbol, Agency/Post)		Room No. --Bldg.	
Steven G. Shandy, Policy Analyst Office of Policy and Management Analysis Criminal Division		2736 Main	
		Phone No. 4-9577	

copy to
fax to

DRAFT

DRAFT 2/23/94

Analysis of Crime Bill Allocation Criteria

According to Bureau of Justice Statistics (BJS) studies conducted in 1990, there are 15,381 local law enforcement agencies exercising police powers in the United States. Of these, nearly 80 percent (12,288) are police departments and the remaining 20 percent (3,093) are sheriffs' departments. These agencies employ a total of 504,418 sworn officers. The Police Hiring Task Force (PHTF) estimates that the Senate crime bill would fund approximately 68,812 additional law enforcement officers at a cost of \$100,000 per officer. This would increase the nation's local police forces by about 13.6 percent.

Both the Senate and House bills would cause disproportionate allocations of additional officers in favor of small rather than large jurisdictions. Such allocations, however, are contrary to the distribution of major crimes among small and large jurisdictions in the United States. According to the FBI's 1992 Uniform Crime Report, cities above 100,000 population and suburban counties above 100,000 population reported roughly 55 percent of all index crimes and about 67 percent of all "violent" index crimes.¹ Consequently, if the mission of the additional police officers funded by the crime bill is to prevent crime, the new officers need to be allocated disproportionately in favor of large jurisdictions.

The following discussion analyzes the allocation criteria of the Senate and House crime bills, assuming funding at the Senate amount of \$8.995 billion. In addition, four alternative proposals that would allocate slightly higher numbers of officers to large jurisdictions are presented. (Projections illustrating specific effects of the Senate, House, and the alternative allocation scenarios, are provided for jurisdictions of various populations in the spreadsheets attached to this summary.)

Senate Bill

The Senate bill would allocate a total authorization of \$8.995 billion as follows: 40 percent (\$2.752 billion) to 419 jurisdictions with populations greater than 150,000 and 60 percent (\$4.128 billion) to 14,956 jurisdictions with populations less than 150,000. According to PHTF estimates, approximately 48 percent (241,703) of local sworn law enforcement officers serve jurisdictions above 150,000 population. The Senate's allocation would result in 27,525 officers being added to departments serving these large jurisdictions, an increase of approximately 11.4 percent.

¹See Table 12, p. 190. Of all jurisdictions that reported actual data, large cities and suburban counties reported 7,189,894 of 13,126,420 index crimes, and 1,179,122 of 1,770,210 violent index crimes.

DRAFT

For small jurisdictions, the PHTF estimates that approximately 52 percent (262,716) of local sworn law enforcement officers serve jurisdictions of less than 150,000 population. The Senate's allocation would add 41,287 officers to departments serving these areas, an increase of roughly 15.7 percent.

In short, to enact "uniform" increases in new officers allocated among local law enforcement agencies, the "split" in the Senate bill would need to be 48/52 rather than 40/60.

House Bill

The House bill, funded at the Senate bill's authorization, would allocate \$8.995 billion as follows: 50 percent (\$3.441 billion) to 673 jurisdictions with populations greater than 100,000 and 50 percent (\$3.441 billion) to 14,708 jurisdictions with populations less than 100,000. According to BJS studies of local police and sheriffs' departments, approximately 54 percent (272,895) of local sworn officers serve jurisdictions above 100,000 population. The House's allocation would add 34,406 officers to departments serving these large jurisdictions, an increase of approximately 12.6 percent.

For small jurisdictions, BJS reports that approximately 46 percent (231,523) of local sworn law enforcement officers serve jurisdictions of less than 100,000 population. The House's allocation would also add 34,406 officers to departments serving these areas, an increase of roughly 14.8 percent.

Therefore, the House bill also would allocate a disproportionate share of new officers to smaller departments. In contrast, to enact "uniform" increases in new officers allocated to local police departments, the "split" in the House bill would need to be 54/46 rather than 50/50.

Alternative One: 60/40 at 150,000

This proposal would provide 60 percent of the Senate authorization (\$4.129 billion) to jurisdictions above 150,000 population and 40 percent (\$2.752 billion) to jurisdictions with less than 150,000 population. It would increase the number of sworn officers in large local departments by 17.1 percent and the number of sworn officers in small local departments by 10.5 percent. Therefore, this alternative would effectively address the higher crime and violent crime rates experienced in larger jurisdictions by allocating to them a larger share, while still providing small jurisdictions substantial increases in additional sworn officers.

DRAFTAlternative Two: 50/50 at 150,000

This proposal would provide one half of the Senate authorization (\$3.441 billion) to jurisdictions above 150,000 population and the other half to jurisdictions with less than 150,000 population. It would increase the number of sworn officers in large local departments by 14.2 percent and the number of sworn officers in small local departments by 13.1 percent. In summary, this alternative would fund slightly more officers in large jurisdictions than in the small jurisdictions.

Alternative Three: 40/40/20 at 150,000

This proposal is unique in that it earmarks 20 percent of available funding (\$ 1.376 billion) for allocation at the Attorney General's discretion. It would guarantee 40 percent of all funding and officers are allocated to both large and small jurisdictions. This would increase the number of sworn officers in large jurisdictions by 11.4 percent and by 10.5 percent among small jurisdictions. The Attorney General would then distribute the remaining 20 percent, among all jurisdictions, at her discretion. This would give the Department the flexibility to determine the application rates among jurisdictions, which varied considerably in accordance to population size in the Police Hiring Program.

The rate at which eligible jurisdictions applied to the Police Hiring Program was highest among jurisdictions above 2 million or more (55%), meaning six of 11 eleven eligible local departments applied to the program. The application rate ranged from 55 to 45 percent among local departments between 2 million and 50,000 population. At the 49,999 to 25,000 population category, 37 percent of all eligible jurisdictions applied; at 24,999 to 10,000, 28 percent applied; and in the under 10,000 group, 6 percent applied (609 out of 10,067 eligible).

If the application rate for crime bill funding among the smallest jurisdictions is similar to that experienced in the Police Hiring Program, it will be impossible to spend either the 60 percent (Senate bill) or 50 percent (House bill) without making astronomical increases in sworn officers added to those small departments that apply for funding. Many small jurisdictions may not apply for a variety of reasons: disinterest in community policing; antipathy toward federal requirements; perceived lack of grant or management skills; concerns about retention and audits; etc. State administration of grants to smaller jurisdictions could alleviate this problem somewhat.

In short, if too much money is earmarked exclusively for small jurisdictions, it may remain unspent. Consequently, this option would "build in" the flexibility to allow the Attorney

DRAFT

General to implement the best policy options based on actual experience with the program.

Alternative Four: 50/50 @ 200,000

This scenario would provide one half of the Senate authorization (\$3.441 billion) to jurisdictions above 200,000 population and the other half to jurisdictions with less than 200,000 population. It would increase the number of sworn officers in large local departments by 15.6 percent and the number of sworn officers in small local departments by 12.1 percent.

Like the 60/40 @ 150,000 option (alternative one), this option would fund substantially more officers in large jurisdictions than in small jurisdictions. For this reason, it would be more effective in allocating additional sworn officers to jurisdictions with the most violent crime than either the Senate or House options. It may not, however, do this as effectively as the 60/40 @ 150,000 option.

Alternative four would include 316 jurisdictions in the large pool of potential applicants, 103 fewer (38 cities and 65 counties) than the 60/40 @ 150,000 option. These 103 jurisdictions between 150,000 and 200,000 population would end up with a considerably smaller increase in officers under alternative four (11 per grant or +5.8 percent compared to +47 per grant or +12.7 percent). Furthermore, alternative four would result in smaller average increases in additional officers among jurisdictions above 200,000 population (+15.6 percent) than under alternative one (+17.1 percent). This occurs because the earmark for large jurisdictions is 50 percent (\$3.441 billion) instead of 60 percent (\$4.128 billion).

DRAFT**ALLOCATION OF SWORN OFFICERS AT 100,000 SPLIT (BJS/LEMAS)****NUMBER OF SWORN LAW ENFORCEMENT OFFICERS**

POPULATION CATEGORY	SHERIFFS	POLICE	TOTAL	PERCENT
1,000,000 or more	28,112	74,775	102,887	20.4%
999,999 to 500,000	22,231	36,163	58,394	11.6%
499,999 to 250,000	18,367	30,862	49,229	9.8%
249,999 to 100,000	25,055	37,330	62,385	12.4%
Large Subtotal	93,765	179,130	272,895	54.1%
99,999 to 50,000	17,998	40,651	58,649	11.6%
49,999 to 25,000	13,391	40,342	53,733	10.7%
24,999 to 10,000	11,972	47,640	59,612	11.8%
10,000 and Under	4,292	55,237	59,529	11.8%
Small Subtotal	47,653	183,870	231,523	45.9%
Grand Total	141,418	363,000	504,418	100.0%

ALLOCATION OF SWORN OFFICERS AT 150,000 SPLIT (ESTIMATED BY PHTF)**NUMBER OF SWORN LAW ENFORCEMENT OFFICERS**

POPULATION CATEGORY	SHERIFFS	POLICE	TOTAL	PERCENT
1,000,000 or more	28,112	74,775	102,887	20.4%
999,999 to 500,000	22,231	36,163	58,394	11.6%
499,999 to 250,000	18,367	30,862	49,229	9.8%
249,999 to 150,000 *	12,528	18,665	31,193	6.2%
Large Subtotal	81,238	160,465	241,703	47.9%
149,999 to 100,000 *	12,528	18,665	31,193	6.2%
99,999 to 50,000	17,998	40,651	58,649	11.6%
49,999 to 25,000	13,391	40,342	53,733	10.7%
24,999 to 10,000	11,972	47,640	59,612	11.8%
10,000 and Under	4,292	55,237	59,529	11.8%
Small Subtotal	60,181	202,535	262,716	52.1%
Grand Total	141,418	363,000	504,418	100.0%

*Note: The number of sworn officers in 249,999 to 100,000 category is split equally into the 249,999 to 150,000 and 149,999 to 100,000 categories.

Sources: Bureau of Justice Statistics Bulletins, "State and Local Police Departments, 1990," and "Sheriffs' Departments, 1990."

file: cbsplits.wk1 date: 2/18/94

DRAFT**ALLOCATION OF SWORN OFFICERS AT 200,000 SPLIT (ESTIMATED BY PHTF)****NUMBER OF SWORN LAW ENFORCEMENT OFFICERS**

POPULATION CATEGORY	SHERIFFS	POLICE	TOTAL	PERCENT
1,000,000 or more	28,112	74,775	102,887	20.4%
999,999 to 500,000	22,231	36,163	58,394	11.6%
499,999 to 250,000	18,367	30,862	49,229	9.8%
249,999 to 200,000 *	5,016	5,160	10,176	2.0%
Large Subtotal	73,726	146,960	220,686	43.8%
199,999 to 100,000 *	20,039	32,170	52,209	10.4%
99,999 to 50,000	17,998	40,651	58,649	11.6%
49,999 to 25,000	13,391	40,342	53,733	10.7%
24,999 to 10,000	11,972	47,640	59,612	11.8%
10,000 and Under	4,292	55,237	59,529	11.8%
Small Subtotal	67,692	216,040	283,732	56.2%
Grand Total	141,418	363,000	504,418	100.0%

*Note: The number of sworn officers in the 249,999 to 200,000 and 199,999 to 100,000 categories are estimated by the Police Hiring Task Force.

Sources: Bureau of Justice Statistics Bulletins, "State and Local Police Departments, 1990," and "Sheriffs' Departments, 1990."

file: cbsplits.wk1 date: 2/23/94

COMMON ASSUMPTIONS FOR ALLOCATION SCENARIO ESTIMATES

- (1) All jurisdictions eligible to receive crime bill funding for hiring/rehiring police officers will be funded. This includes 12,282 city (or local) police departments and 3,093 county sheriffs' departments, for a total of 15,375 jurisdictions that will receive awards.
- (2) Senate bill funding amount of \$8.995 billion, of which **\$6.881 billion** (76.5 percent) is allocated for hiring/rehiring sworn police officers. The remaining funding amount is allocated for other purposes, including the following:
 - (a) 5 percent (\$450 million) for technical assistance and training;
 - (b) 5 percent (\$450 million) for administration; and
 - (c) 13.5 percent (\$1.214 billion) for "other purposes" which "may" include hiring/rehiring sworn police officers.
- (3) The actual amounts of crime bill funding allocated to each population category (see formula distribution column) is equal to the percentage of population within that category out of the total population for its group (i.e., above 150,000 group or below 150,000 group).
- (4) The average grant amount is equal to the formula distribution divided by the number of total jurisdictions in the population category.
- (5) The average number of sworn officers per grant is equal to the average grant amount divided by \$100,000 per officer.
- (6) The average number of sworn officers and percent increase in sworn officers for "cities" (local police departments) are shown in the first row of data within each population category. Comparable data for "counties" (sheriffs' departments) are shown in the second row within each population category.
- (7) The average number of sworn officers and percent increase in sworn officers in the "subtotal" rows for each population group (i.e., above 150,000 group and below 150,000 group), are cumulative averages for both city police and county sheriffs' departments within the population group.
- (8) Additional assumptions that are specific to each scenario are listed as "Specific Assumptions" at the top of each spreadsheet.

DRAFT

SOURCES

- (1) Bureau of Justice Statistics (BJS) data from the 1990 Law Enforcement Management and Administrative Statistics (LEMAS) reports for local police and sheriffs' departments. However, because the Senate bill divides the large and small jurisdiction groups at 150,000 population (instead of at 100,000 as LEMAS does), the Police Hiring Task Force used Census Bureau data to determine that 50 cities fall within the 100,000 to 149,999 category (38 percent) and that 81 cities fall within the 150,000 to 250,000 category (62 percent). The number of counties within each category was assumed to equal the distribution determined for cities.
- (2) For the 100,000 to 149,999 and 150,000 to 250,000 categories (marked by asterisks), the average number of sworn officers was estimated by dividing one-half of the LEMAS estimate of total sworn officers in the 100,000 to 250,000 category by the number of cities (or counties) within each population category.

DRAFT

02/24/94

10:43

202 514 8639

DOJ-OPD

011/016

SENATE BILL ALLOCATION CRITERIA AND SENATE FUNDING AMOUNT (@ \$100,000 per officer)

File: CBLEMSBS.WK1

Date: 2/22/94

Specific Assumptions:

- (1) \$8,095,500,000 = Remaining Authorization (\$8.995 Billion - 5% for Tech. Asst. - 5% for State Admin.)
- (2) \$2,752,470,000 = 40% designated for jurisdictions above 150,000 population *.85 (or 85%) minimum designated for hiring/rehiring police
- (3) \$4,128,705,000 = 60% designated for jurisdictions below 150,000 population *.85 (or 85%) minimum designated for hiring/rehiring police

Population Category	Counties	Cities	Total Juris.	Population (Cities only)	Percent of Pop. Group	Formula Distribution	Avg. Grant Amount	Avg. Sworn Officers	Officers Per Grant	Percent Increase	Total Officers	Pct. Jur. Funded
1,000,000 or more	27	14	41	20,000,000	37.2%	\$1,025,128,492	\$25,003,134	5,341	250.0	4.7%	10,251	100.0%
								1,052		23.8%		
999,999 to 500,000	62	29	91	10,100,000	18.8%	\$517,689,888	\$5,688,900	1,254	56.9	4.5%	5,177	100.0%
								356		16.0%		
499,999 to 250,000	92	42	134	14,200,000	26.4%	\$727,841,229	\$5,431,651	742	54.3	7.3%	7,278	100.0%
								199		27.3%		
*249,999 to 150,000	103	50	153	9,400,000	17.5%	\$481,810,391	\$3,149,088	373	31.5	8.4%	4,818	100.0%
								122		25.8%		
Large Subtotal	284	135	419	53,700,000	100.0%	\$2,752,470,000	\$6,569,141	577	65.7	11.4%	27,525	100.0%
*149,999 to 100,000	167	81	248	9,700,000	9.8%	\$402,901,796	\$1,624,604	230	16.2	7.1%	4,029	100.0%
								75		21.7%		
99,999 to 50,000	374	344	718	21,200,000	21.3%	\$880,568,873	\$1,226,419	118	12.3	10.4%	8,806	100.0%
								48		25.6%		
49,999 to 25,000	594	702	1,296	20,000,000	20.1%	\$830,725,352	\$640,992	58	6.4	11.1%	8,307	100.0%
								23		27.9%		
24,999 to 10,000	955	1,672	2,627	20,300,000	20.4%	\$843,186,232	\$320,969	29	3.2	11.1%	8,432	100.0%
								13		24.7%		
9,999 and Under	719	9,348	10,067	28,200,000	28.4%	\$1,171,322,746	\$116,353	10	1.2	11.6%	11,713	100.0%
								6		19.4%		
Small Subtotal	2,809	12,147	14,956	99,400,000	100.0%	\$4,128,705,000	\$276,057	18	2.8	15.7%	41,287	100.0%
Grand Total	3,093	12,282	15,375	153,100,000	100%	\$6,881,175,000	\$447,556	33	4.5	13.6%	68,812	100.0%

DRAFT

HOUSE BILL ALLOCATION CRITERIA AND SENATE FUNDING AMOUNT (@ \$100,000 per officer)

File: CBLMHR2.WK1

Date: 2/22/94

Specific Assumptions:

- (1) \$8,095,500,000 = Remaining Authorization (\$8.995 Billion - 5% for Tech. Asst. - 5% for State Admin.)
- (2) \$3,440,587,500 = 50 % designated for jurisdictions above 100,000 population *.85 minimum for hiring/rehiring police
- (3) \$3,440,587,500 = 50 % designated for jurisdictions below 100,000 population *.85 minimum for hiring/rehiring police

Population Category	Counties	Cities	Total Juris.	Population (Cities only)	Percent of Pop. Group	Formula Distribution	Avg. Grant Amount	Avg. Sworn Officers	Officers Per Grant	Percent Increase	Total Officers	Pct. Jur. Funded
1,000,000 or more	27	14	41	20,000,000	31.5%	\$1,085,358,833	\$26,472,167	5,341 1,052	264.7	5.0% 25.2%	10,854	100.0%
999,999 to 500,000	62	29	91	10,100,000	15.9%	\$548,106,211	\$6,023,145	1,254 356	60.2	4.8% 16.9%	5,481	100.0%
499,999 to 250,000	92	42	134	14,200,000	22.4%	\$770,604,771	\$5,750,782	742 199	57.5	7.8% 28.9%	7,706	100.0%
249,999 to 100,000	270	137	407	19,100,000	30.1%	\$1,036,517,685	\$2,546,726	273 93	25.5	9.3% 27.4%	10,365	100.0%
Large Subtotal	451	222	673	63,400,000	100.0%	\$3,440,587,500	\$5,112,314	405	51.1	12.6%	34,406	100.0%
99,999 to 50,000	374	344	718	21,200,000	23.6%	\$813,160,033	\$1,132,535	118 48	11.3	9.6% 23.6%	8,132	100.0%
49,999 to 25,000	594	702	1,296	20,000,000	22.3%	\$767,132,107	\$591,923	58 23	5.9	10.2% 25.7%	7,671	100.0%
24,999 to 10,000	955	1,672	2,627	20,300,000	22.6%	\$778,639,089	\$296,399	29 13	3.0	10.2% 22.8%	7,786	100.0%
9,999 and Under	719	9,348	10,067	28,200,000	31.4%	\$1,081,656,271	\$107,446	10 6	1.1	10.7% 17.9%	10,817	100.0%
Small Subtotal	2,642	12,066	14,708	89,700,000	100.0%	\$3,440,587,500	\$233,926	16	2.3	14.9%	34,406	100.0%
Grand Total	3,093	12,288	15,381	153,100,000	100%	\$6,881,175,000	\$447,382	33	4.5	13.6%	68,812	100.0%

02/24/94 10:44

202 514 8639

DOJ-OPD

012/016

DRAFT

ALTERNATIVE ONE: 60/40 @ 150,000 AND SENATE FUNDING AMOUNT (@ \$100,000 per officer)

File: CBLMSBSr.WK1

Date: 2/22/94

Specific Assumptions:

- (1) \$8,095,500,000 = Remaining Authorization (\$8.995 Billion - 5% for Tech. Asst. - 5% for State Admin.)
 (2) \$4,128,705,000 = 60% designated for jurisdictions above 150,000 population *.85 (or 85%) minimum designated for hiring/rehiring police
 (3) \$2,752,470,000 = 40% designated for jurisdictions below 150,000 population *.85 (or 85%) minimum designated for hiring/rehiring police

Population Category	Counties	Cities	Total Juris.	Population (Cities only)	Percent of Pop. Group	Formula Distribution	Avg. Grant Amount	Avg. Sworn Officers	Officers Per Grant	Percent Increase	Total Officers	Pct. Jur. Funded
1,000,000 or more	27	14	41	20,000,000	37.2%	\$1,537,692,737	\$37,504,701	5,341 1,052	375.0	7.0% 35.7%	15,377	100.0%
999,999 to 500,000	62	29	91	10,100,000	18.8%	\$776,534,832	\$8,533,350	1,254 356	85.3	6.8% 24.0%	7,765	100.0%
499,999 to 250,000	92	42	134	14,200,000	26.4%	\$1,091,761,844	\$8,147,476	742 199	81.5	11.0% 40.9%	10,918	100.0%
*249,999 to 150,000	103	50	153	9,400,000	17.5%	\$722,715,587	\$4,723,631	373 122	47.2	12.7% 38.7%	7,227	100.0%
Large Subtotal	284	135	419	53,700,000	100.0%	\$4,128,705,000	\$9,853,711	577	98.5	17.1%	41,287	100.0%
*149,999 to 100,000	167	81	248	9,700,000	9.8%	\$268,601,197	\$1,083,069	230 75	10.8	4.7% 14.4%	2,686	100.0%
99,999 to 50,000	374	344	718	21,200,000	21.3%	\$587,045,915	\$817,613	118 48	8.2	6.9% 17.0%	5,870	100.0%
49,999 to 25,000	594	702	1,296	20,000,000	20.1%	\$553,816,901	\$427,328	58 23	4.3	7.4% 18.6%	5,538	100.0%
24,999 to 10,000	955	1,672	2,627	20,300,000	20.4%	\$562,124,155	\$213,980	29 13	2.1	7.4% 16.5%	5,621	100.0%
9,999 and Under	719	9,348	10,067	28,200,000	28.4%	\$780,881,831	\$77,568	10 6	0.8	7.8% 12.9%	7,809	100.0%
Small Subtotal	2,809	12,147	14,956	99,400,000	100.0%	\$2,752,470,000	\$184,038	18	1.8	10.5%	27,525	100.0%
Grand Total	3,093	12,282	15,375	153,100,000	100%	\$6,881,175,000	\$447,556	33	4.5	13.6%	68,812	100.0%

02/24/94 10:44

202 514 8639

DOJ-OPD

013/016

DRAFT

ALTERNATIVE TWO: 50/50 @150,000 WITH SENATE FUNDING AMOUNT (@ \$100,000 per officer)

File: C850@150.WK1

Date: 2/22/94

Specific Assumptions:

- (1) \$6,881,175,000 = \$8.995 Billion - 5% for Tech. Asst. - 5% for State Admin. *.85 (or 85%) minimum designated for hiring/rehiring police
- (2) \$3,440,587,500 = 50% designated for jurisdictions above 150,000 population (27,525 officers)
- (3) \$3,440,587,500 = 50% designated for jurisdictions below 150,000 population (27,525 officers)

Population Categories	Counties	Cities	Total Juris.	Population (Cities only)	Percent of Pop. Group	Formula Distribution	Avg. Grant Amount	Avg. Sworn Officers	Officers Per Grant	Percent Increase	Total Officers	Pct. Jur. Funded
1,000,000 or more	27	14	41	20,000,000	37.2%	\$1,281,410,615	\$31,253,917	5,341	312.5	5.9%	12,814	100.0%
								1,052		29.7%		
999,999 to 500,000	62	29	91	10,100,000	18.8%	\$647,112,360	\$7,111,125	1,254	71.1	5.7%	6,471	100.0%
								356		20.0%		
499,999 to 250,000	92	42	134	14,200,000	26.4%	\$909,801,536	\$6,789,564	742	67.9	9.2%	9,098	100.0%
								199		34.1%		
*249,999 to 150,000	103	50	153	9,400,000	17.5%	\$602,262,989	\$3,936,359	373	39.4	10.6%	6,023	100.0%
								122		32.3%		
Large Subtotal @ 50%	284	135	419	53,700,000	100.0%	\$3,440,587,500	\$8,211,426	577	82.1	14.2%	34,406	100.0%
*149,999 to 100,000	167	81	248	9,700,000	9.8%	\$335,751,496	\$1,353,837	230	13.5	5.9%	3,358	100.0%
								75		18.1%		
99,999 to 50,000	374	344	718	21,200,000	21.3%	\$733,807,394	\$1,022,016	118	10.2	8.7%	7,338	100.0%
								48		21.3%		
49,999 to 25,000	594	702	1,296	20,000,000	20.1%	\$692,271,127	\$534,160	58	5.3	9.2%	6,923	100.0%
								23		23.2%		
24,999 to 10,000	955	1,672	2,627	20,300,000	20.4%	\$702,655,194	\$267,474	29	2.7	9.2%	7,027	100.0%
								13		20.6%		
9,999 and Under	719	9,348	10,067	28,200,000	28.4%	\$976,102,289	\$96,961	10	1.0	9.7%	9,761	100.0%
								6		16.2%		
Small Subtotal @ 50%	2,809	12,147	14,956	99,400,000	100.0%	\$3,440,587,500	\$230,047	18	2.3	13.1%	34,406	100.0%
Grand Total	3,093	12,282	15,375	153,100,000	100%	\$6,881,175,000	\$447,556	33	4.5	13.6%	68,812	100.0%

DRAFT

02/24/94

10:45

202 514 8639

DOJ-OPD

015/016

ALTERNATIVE THREE: 40/40/20 @ 150,000 WITH SENATE FUNDING AMOUNT (@ \$100,000 per officer)

File: CB404020.WK1

Date: 2/22/94

Specific Assumptions:

- (1) \$2,752,470,000 = 40% designated for jurisdictions above 150,000 population (27,525 officers)
- (2) \$2,752,470,000 = 40% designated for jurisdictions below 150,000 population (27,525 officers)
- (3) \$1,376,235,000 = 20% designated for police hires/rehires at Attorney General's discretion (13,762 officers)

Population Categories	Counties	Cities	Total Juris.	Population (Cities only)	Percent of Pop. Group	Formula Distribution	Avg. Grant Amount	Avg. Sworn Officers	Officers Per Grant	Percent Increase	Total Officers	Pct. Jur. Funded
1,000,000 or more	27	14	41	20,000,000	37.2%	\$1,025,128,492	\$25,003,134	5,341 1,052	250.0	4.7% 23.8%	10,251	100.0%
999,999 to 500,000	62	29	91	10,100,000	18.8%	\$517,689,888	\$5,688,900	1,254 356	56.9	4.5% 16.0%	5,177	100.0%
499,999 to 250,000	92	42	134	14,200,000	26.4%	\$727,841,229	\$5,431,651	742 199	54.3	7.3% 27.3%	7,278	100.0%
*249,999 to 150,000	103	50	153	9,400,000	17.5%	\$481,810,391	\$3,149,088	373 122	31.5	8.4% 25.8%	4,818	100.0%
Large Subtotal @ 40%	284	135	419	53,700,000	100.0%	\$2,752,470,000	\$6,569,141	577	65.7	11.4%	27,525	100.0%
*149,999 to 100,000	167	81	248	9,700,000	9.8%	\$268,601,197	\$1,083,069	230 75	10.8	4.7% 14.4%	2,686	100.0%
99,999 to 50,000	374	344	718	21,200,000	21.3%	\$587,045,915	\$817,613	118 48	8.2	6.9% 17.0%	5,870	100.0%
49,999 to 25,000	594	702	1,296	20,000,000	20.1%	\$553,816,901	\$427,328	58 23	4.3	7.4% 18.6%	5,538	100.0%
24,999 to 10,000	955	1,672	2,627	20,300,000	20.4%	\$562,124,155	\$213,980	29 13	2.1	7.4% 16.5%	5,621	100.0%
9,999 and Under	719	9,348	10,067	28,200,000	28.4%	\$780,881,831	\$77,568	10 6	0.8	7.8% 12.9%	7,809	100.0%
Small Subtotal @ 40%	2,809	12,147	14,956	99,400,000	100.0%	\$2,752,470,000	\$184,038	18	1.8	10.5%	27,525	100.0%
Grand Total	3,093	12,282	15,375	153,100,000	100%	\$6,881,175,000	\$447,556	33	4.5	13.6%	68,811	100.0%

DRAFT

ALTERNATIVE FOUR: 50/50 @ 200,000 AND SENATE FUNDING AMOUNT (@ \$100,000 per officer)

File: CB50a200.WK1
Date: 2/23/94

Specific Assumptions:

- (1) \$8,095,500,000 = Remaining Authorization (\$8.995 Billion - 5% for Tech. Asst. - 5% for State Admin.)
- (2) \$3,440,587,500 = 50% designated for jurisdictions above 200,000 population *.85 (or 85%) minimum designated for hiring/rehiring police
- (3) \$3,440,587,500 = 50% designated for jurisdictions below 200,000 population *.85 (or 85%) minimum designated for hiring/rehiring police

Population Category	Counties	Cities	Total Juris.	Population (Cities only)	Percent of Pop. Group	Formula Distribution	Avg. Grant Amount	Avg. Sworn Officers	Officers Per Grant	Percent Increase	Total Officers	Pct. Jur. Funded
1,000,000 or more	27	14	41	20,000,000	42.6%	\$1,465,108,480	\$35,734,353	5,341 1,052	357.3	6.7% 34.0%	14,651	100.0%
999,999 to 500,000	62	29	91	10,100,000	21.5%	\$739,879,783	\$8,130,547	1,254 356	81.3	6.5% 22.8%	7,399	100.0%
499,999 to 250,000	92	42	134	14,200,000	30.2%	\$1,040,227,021	\$7,762,888	742 199	77.6	10.5% 39.0%	10,402	100.0%
*249,999 to 200,000	38	12	50	2,667,000	5.7%	\$195,372,216	\$3,907,444	430 132	39.1	9.1% 29.6%	1,954	100.0%
Large Subtotal	219	97	316	46,967,000	100.0%	\$3,440,587,500	\$10,887,935	698	108.9	15.6%	34,406	100.0%
*199,999 to 100,000	232	125	357	16,433,000	15.5%	\$532,720,025	\$1,492,213	257 86	14.9	5.8% 17.4%	5,327	100.0%
99,999 to 50,000	374	344	718	21,200,000	20.0%	\$687,255,189	\$957,180	118 48	9.6	8.1% 19.9%	6,873	100.0%
49,999 to 25,000	594	702	1,296	20,000,000	18.8%	\$648,353,952	\$500,273	58 23	5.0	8.6% 21.8%	6,484	100.0%
24,999 to 10,000	955	1,672	2,627	20,300,000	19.1%	\$658,079,261	\$250,506	29 13	2.5	8.6% 19.3%	6,581	100.0%
9,999 and Under	719	9,348	10,067	28,200,000	26.6%	\$914,179,072	\$90,809	10 6	0.9	9.1% 15.1%	9,142	100.0%
Small Subtotal	2,874	12,191	15,065	106,133,000	100.0%	\$3,440,587,500	\$228,383	19	2.3	12.1%	34,406	100.0%
Grand Total	3,093	12,288	15,381	153,100,000	100%	\$6,881,175,000	\$447,382	33	4.5	13.6%	68,812	100.0%

02/24/94 10:46

202 514 8639

DOJ-OPD

016/016

DRAFT 3/30/94 GLM-OPD

**Background on the Crime Bill Policing Title:
The Public Safety Partnership and Community Policing Act**

- This legislative initiative is the primary, but not sole vehicle, for implementing the President's plan to help put up to 100,000 additional officers on the streets to better prevent and control crime. [For example, approximately 2000 officers will be hired as a result of the \$150 million Police Hiring Supplement.]
- The Administration supported crime bill hiring and rehiring provisions (much like the Police Hiring Supplement program), are designed to provide an incentive to localities to "fortify the thin blue line" in a way that will have truly lasting impact on crime and disorder -- by simultaneously increasing police presence and implementing community policing.
- The Administration's initiative has never been represented as providing (and was never intended to provide) full funding in perpetuity of an additional 100,000 state and local police officers but rather as a federal effort to forge a genuine partnership with communities to help put up to 100,000 officers on the streets through hiring, rehiring, and deployment for community policing.
- The Administration's position going into conference is generally to prefer the House bill's formulation that includes a waivable \$75,000 per officer hired cap on federal assistance for salary and benefits and the Senate bill's authorization level of \$8.995 billion.
- Both House and Senate bills include a minimum matching requirement of 25% over the life of the grant. However, a preference is given to those exceeding the minimal match and we anticipate a majority of the grants will reflect closer to a 50-50 split of salary and benefit expenses over the term of the grant. The matching requirement may be waived wholly or in part under certain circumstances.
- Under the House formulation it does not matter whether the multi-year grants are for 2, 3, 4 or 5 years because the dollar amount per officer hired is limited to \$75,000 over the life of the grant, however, we anticipate the majority of the awards being for three years to allow a phasing out of federal assistance. [Note, there is a critical difference in the Senate bill which includes an annual cap of \$50,000 per officer or \$250,000 per officer if grants were allowed to extend for five years.]

- Under the current formulations of both the House and Senate bills only 76.5 percent is allocated exclusively to hiring and rehiring sworn police officers. The remaining funds (assuming Senate authorization levels) are allocated for:
 - "other purposes" (\$1,214 billion / 13.5%) which may include hiring/rehiring sworn officers or other personnel, training, overtime, technology, special projects, etc.;
 - technical assistance and training (\$450 million / 5%);
 - administrative costs (\$450 million / 5%).

OLD

HYPOTHETICAL ALLOCATION OF CRIME BILL POLICE HIRING FUNDS BASED ON THE GREATER OF
(1) .4 PERCENT MINIMUM ALLOCATION PER STATE OR (2) EQUAL PERCENTAGE INCREASES IN NEW OFFICERS

STATE	AGENCIES	POPULATION	SWORN OFFICERS	GREATEST ALLOCATION IN EACH STATE	ADDITIONAL OFFICERS @ \$75,000	PERCENT INCREASE # OFFICERS	ALLOCATION METHOD
Alabama	297	4,121,000	8,481	\$123,573,655	1,648	19.4%	Equal Pct.
Alaska	28	568,000	873	\$32,182,000	429	49.2%	.4% Minimum
Arizona	93	3,774,000	7,521	\$109,585,834	1,461	19.4%	Equal Pct.
Arkansas	186	2,396,000	3,786	\$55,164,469	736	19.4%	Equal Pct.
California	454	27,844,000	60,325	\$878,974,266	11,720	19.4%	Equal Pct.
Colorado	230	3,331,000	7,979	\$116,259,191	1,550	19.4%	Equal Pct.
Connecticut	100	2,815,000	7,151	\$104,194,695	1,389	19.4%	Equal Pct.
Delaware	42	527,000	1,583	\$32,182,000	429	27.1%	.4% Minimum
D.C.	1	589,000	4,424	\$64,460,541	859	19.4%	Equal Pct.
Florida	352	13,220,000	31,093	\$453,045,120	6,041	19.4%	Equal Pct.
Georgia	582	6,602,000	18,222	\$265,506,325	3,540	19.4%	Equal Pct.
Hawaii	5	1,160,000	2,714	\$39,544,735	527	19.4%	Equal Pct.
Idaho	101	1,059,000	2,014	\$32,182,000	429	21.3%	.4% Minimum
Illinois	711	11,591,000	29,518	\$430,096,351	5,735	19.4%	Equal Pct.
Indiana	241	5,596,000	9,168	\$133,583,690	1,781	19.4%	Equal Pct.
Iowa	224	2,800,000	4,376	\$63,761,150	850	19.4%	Equal Pct.
Kansas	338	2,447,000	5,750	\$83,781,219	1,117	19.4%	Equal Pct.
Kentucky	381	3,728,000	6,754	\$98,410,148	1,312	19.4%	Equal Pct.
Louisiana	133	2,776,000	8,548	\$124,549,889	1,661	19.4%	Equal Pct.
Maine	137	1,221,000	1,978	\$32,182,000	429	21.7%	.4% Minimum
Maryland	129	4,848,000	12,488	\$181,958,237	2,426	19.4%	Equal Pct.
Massachusetts	302	5,904,000	14,188	\$206,728,336	2,756	19.4%	Equal Pct.
Michigan	567	9,379,000	18,824	\$274,277,855	3,657	19.4%	Equal Pct.
Minnesota	276	4,269,000	6,642	\$96,778,236	1,290	19.4%	Equal Pct.
Mississippi	113	1,553,000	3,057	\$44,542,467	594	19.4%	Equal Pct.
Missouri	283	5,069,000	9,889	\$144,089,126	1,921	19.4%	Equal Pct.
Montana	112	877,000	1,439	\$32,182,000	429	29.8%	.4% Minimum
Nebraska	159	1,542,000	2,757	\$40,171,273	536	19.4%	Equal Pct.
Nevada	26	1,158,000	2,963	\$43,172,826	576	19.4%	Equal Pct.
New Hampshire	113	929,000	1,913	\$32,182,000	429	22.4%	.4% Minimum
New Jersey	533	7,547,000	26,866	\$391,454,996	5,219	19.4%	Equal Pct.

HYPOTHETICAL ALLOCATION OF CRIME BILL POLICE HIRING FUNDS BASED ON THE GREATER OF
 (1) .4 PERCENT MINIMUM ALLOCATION PER STATE OR (2) EQUAL PERCENTAGE INCREASES IN NEW OFFICERS

STATE	AGENCIES	POPULATION	SWORN OFFICERS	GREATEST ALLOCATION IN EACH STATE	ADDITIONAL OFFICERS @ \$75,000	PERCENT INCREASE # OFFICERS	ALLOCATION METHOD
New Mexico	97	1,545,000	3,326	\$48,461,971	646	19.4%	Equal Pct.
New York	402	16,382,000	51,126	\$744,938,886	9,933	19.4%	Equal Pct.
North Carolina	509	6,843,000	16,644	\$242,513,845	3,234	19.4%	Equal Pct.
North Dakota	98	635,000	1,003	\$32,182,000	429	42.8%	.4% Minimum
Ohio	502	10,793,000	19,640	\$286,167,502	3,816	19.4%	Equal Pct.
Oklahoma	292	3,212,000	6,228	\$90,745,988	1,210	19.4%	Equal Pct.
Oregon	171	2,972,000	4,683	\$68,234,339	910	19.4%	Equal Pct.
Pennsylvania	908	9,297,000	22,080	\$321,719,880	4,290	19.4%	Equal Pct.
Rhode Island	42	1,000,000	2,249	\$32,769,385	437	19.4%	Equal Pct.
South Carolina	235	3,601,000	6,170	\$89,900,891	1,199	19.4%	Equal Pct.
South Dakota	84	634,000	978	\$32,182,000	429	43.9%	.4% Minimum
Tennessee	266	4,925,000	9,772	\$142,384,360	1,898	19.4%	Equal Pct.
Texas	873	17,650,000	38,593	\$562,324,970	7,498	19.4%	Equal Pct.
Utah	110	1,800,000	3,300	\$48,083,134	641	19.4%	Equal Pct.
Vermont	51	570,000	849	\$32,182,000	429	50.5%	.4% Minimum
Virginia	263	6,377,000	11,072	\$161,326,201	2,151	19.4%	Equal Pct.
Washington	220	5,041,000	8,122	\$118,342,793	1,578	19.4%	Equal Pct.
West Virginia	273	1,527,000	2,348	\$34,211,879	456	19.4%	Equal Pct.
Wisconsin	320	5,005,000	11,251	\$163,934,347	2,186	19.4%	Equal Pct.
Wyoming	67	465,000	1,291	\$32,182,000	429	33.2%	.4% Minimum
TOTALS =	13,032	241,514,000	544,009	\$8,045,545,000	107,274	19.7%	

NOTE: Ten states would receive a greater allocation of police hiring funds from the .4% minimum method. These states are Alaska, Delaware, Idaho, Maine, Montana, New Hampshire, North Dakota, South Dakota, Vermont, and Wyoming. The remaining 40 states would receive greater allocations from the equal percentage increase in new officers method.

filename: cbKLAIN3.wk1

date: 5/27/94

ASSUMPTIONS FOR HYPOTHETICAL ALLOCATION OF CRIME BILL POLICE HIRING FUNDS

- (1) ALL LOCAL LAW ENFORCEMENT AGENCIES ELIGIBLE to receive crime bill funding for hiring/rehiring police officers WILL BE FUNDED.
- (2) The Senate bill funding level is assumed. Senate bill funding amount equals \$8.995 billion, of which \$8.045 billion is assumed to be allocated for hiring/rehiring sworn police officers. (Currently, the Senate bill prescribes that 85% of these funds be used for hiring police and that 15% be used for "other purposes" which may include hiring police. We assume that all 15% will be used for hiring police.)

The remaining \$950 million is earmarked for the following purposes:

- (a) 5 percent (\$450 million) for technical assistance and training;
 - (b) 5 percent (\$450 million) for administration; and
 - (c) \$50 million for Byrne formula grants to state and local governments.
- (3) The federal share per officer hired is \$75,000 for three-year grants.
 - (4) The federal plus grantee cost per officer is \$100,000 for three years, or \$33,333 annually.
 - (5) Each state's allocation of police hiring funds is estimated by one of two methods, depending on which method provides the greatest allocation for that state:

Method 1: .4 Percent Minimum Allocation Per State

Step 1: .4% or .004 x \$8.045 billion equals a minimum allocation of \$32,182,000 per state.

Step 2: \$32,182,000 divided by \$75,000 per officer equals a minimum of 429 officers.

Step 3: The percentage increase in sworn officers equals 429 divided by a given state's current number of sworn officers.

Example: In 1992, Alaska had 28 local law enforcement agencies that employed 873 sworn officers. The .4% minimum method would allocate to Alaska an additional 429 sworn officers, which would be a 49 percent increase.

Method 2: Equal Percentage Increases in New Officers Per State

Step 1: \$8.045 billion divided by \$75,000 per officer equals 107,274 new officers.

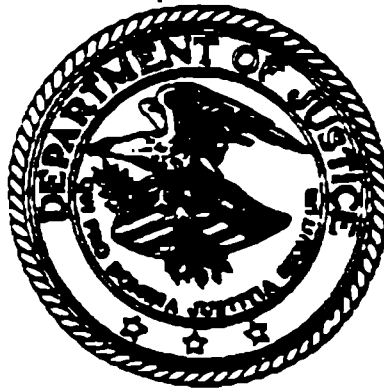
Step 2: 107,273 new officers divided by 544,009 total officers nationwide equals 19.7%. Therefore, the average "equal" percentage increase in new officers per state would be slightly under 20%.

Example: In 1992, Alaska had 28 local law enforcement agencies that employed 873 sworn officers. If Alaska received a police hiring allocation that would provide it an "equal percentage increase" in new officers to the average increase in officers nationwide, Alaska would receive 172 new officers.

- (6) Ten states would receive a greater allocation of police hiring funds from the .4% minimum method (method 1). These states are Alaska, Delaware, Idaho, Maine, Montana, New Hampshire, North Dakota, South Dakota, Vermont, and Wyoming. These ten states would receive a total of \$321,820,000 to help pay to hire 4,291 new officers. The percentage increase in officers within each state would range from a low of 21.3% in Idaho to a high of 50.5% in Vermont.
- (7) The remaining 40 states would receive greater allocations from the equal percentage increases method (method 2). These states would receive a total of \$7,723,680,000 to help pay to hire 102,982 new officers. Each state would receive an allocation that would provide an increase in officers equal to the nationwide average increase of 19.4%. (This is slightly less than the actual average of 19.7% because ten states received larger percentage increases based on the .4% minimum method.) While the percentage increases in officers among these 40 states would be equal, the actual grant allocations would vary from a low of \$32,769,385 to help pay for 437 new officers in Rhode Island, to a high of \$878,974,266 to help pay for 11,720 new officers in California.

SOURCE: Data on the number of local law enforcement agencies and sworn officers is from the Federal Bureau of Investigation's Crime in the United States 1992: Uniform Crime Reports, Table 77, pp. 295-296.

NOTE: THE TOTAL NUMBERS OF OFFICERS HIRED AND ALLOCATIONS OF POLICE HIRING EXPENDITURES PER STATE ARE ESTIMATES FOR ILLUSTRATIVE PURPOSES ONLY.



Office of Policy Development
United States Department of Justice
10th Street and Constitution Avenue, N.W.
Washington, D.C. 20530

Date: _____

TO:

Jose Cerda / ~~Police Read~~

FAX: _____

VOICE: _____

FROM:

Grace Mastelli

(202) _____

FAX: (202) 514-8639

Total Pages (excluding this cover): 2

Additional Message:

Thoughts, comments or suggestions?

G.

CHOOSE HOLD PLEASE

**Background on the Crime Bill Policing Title:
The Public Safety Partnership and Community Policing Act**

- The Crime Bill is the primary vehicle, for implementing the President's plan to help put up to 100,000 additional officers on the streets to better prevent and control crime. [Approximately 2000 officers will be hired as a result of the \$150 million Police Hiring Supplement.]
- Attached is a chart showing how utilizing the House bill allocation criteria and funding limitations and the Senate bill authorization level of \$8.995 billion will can reach the 100,000 officer goal. [The chart is for internal discussion purposes only and should not be distributed.]
- Under this initiative, much like the Police Hiring Supplement, we will be paying up to a total of \$75,000 in multi-year grants toward the salary and benefits of each officer hired or rehired. (Most grant awards will spread the \$75,000 maximum per officer over three years.)
- The cost of starting salary and benefits varies among jurisdictions but the national average is approximately \$42,000 per year. Therefore, the crime bill program will pay between 40-75% of communities' actual salary and benefits expenses for hires or rehires over three years. We anticipate the average federal share being between 50-60%. [Both the House and Senate bills include a minimum matching requirement of 25% over the life of the grant and a preference is given to those exceeding the minimal match.]
- You will have the authority to waive the \$75,000 cap and/or the 25% minimum matching requirement, so you will have the flexibility to pay 100% of the salary and benefit expenses in cases that warrant it. Obviously if we pay more than an average of 50-60% of the costs we will not be able to meet the 100,000 cops goal.
- Of course, we could waive the matching requirement, raise the per officer cap and/or extend the term of grants beyond three years, if we are willing to forego the portion of crime bill policing funds not restricted to hiring or rehiring, but available for special projects, overtime and other purposes. As the attached chart indicates we have already assumed that approximately \$500 million of the "other purposes" funds will be required to reach the 100,000 goal (e.g., @98,000 crime bill hires + @2000 police hiring supplement hires.)

HOUSE BILL ALLOCATION CRITERIA AND SENATE FUNDING AMOUNT (a \$75,000 per officer)

File: C0100Xpo.WK1

Date: 3/30/94

Specific Assumptions:

- (1) \$8,095,500,000 = Remaining Authorization (\$8.995 Billion - 5% for Tech. Asst. - 5% for State Admin.)
 (2) \$3,440,587,500 = 50 % designated for jurisdictions above 100,000 population *.85 minimum for hiring/rehiring police
 (3) \$3,440,587,500 = 50 % designated for jurisdictions below 100,000 population *.85 minimum for hiring/rehiring police
 (4) \$1,214,325,000 = designated for "other purposes," which we assume INCLUDES \$500,000,000 for hiring/rehiring police
 (to be allocated among large and small jurisdictions equally at \$250,000,000 each)

Population Category	County Sheriffs	Local P.O.s	Total Juris.	Population (Local PDs only)	Percent of Pop. Group	Formula Distribution	Avg. Grant Amount	Avg. Sworn Officers	Officers Per Grant	Total Officers	Incr. in Officers	Percent Increase
1,000,000 or more	27	14	41	32,448,359	36.8%	\$1,357,181,417	\$33,101,986	5,341	441.4	102,887	18,096	17.6%
								1,052				
999,999 to 500,000	62	29	91	20,118,977	22.8%	\$841,494,071	\$9,247,188	1,254	123.3	58,394	11,220	19.2%
								356				
499,999 to 250,000	92	42	134	15,118,367	17.1%	\$632,339,119	\$4,718,949	742	62.9	49,229	8,431	17.1%
								199				
249,999 to 100,000	270	137	407	20,551,217	23.3%	\$859,572,893	\$2,111,973	273	28.2	62,385	11,461	18.4%
								93				
Large Subtotal	451	222	673	88,236,920	100.0%	\$3,690,587,500	\$5,483,785	405	73.1	272,895	49,208	18.0%
99,999 to 50,000	374	344	718	23,653,956	23.2%	\$855,027,717	\$1,190,846	118	15.9	58,649	11,400	19.4%
								48				
49,999 to 25,000	594	702	1,296	24,410,886	23.9%	\$882,388,727	\$680,855	58	9.1	53,733	11,765	21.9%
								23				
24,999 to 10,000	955	1,672	2,627	26,461,184	25.9%	\$956,501,557	\$364,104	29	4.9	59,612	12,753	21.4%
								13				
9,999 and Under	719	9,348	10,067	27,572,412	27.0%	\$996,669,499	\$99,004	10	1.3	59,529	13,289	22.3%
								6				
Small Subtotal	2,642	12,066	14,708	102,098,438	100.0%	\$3,690,587,500	\$250,924	16	3.3	231,523	49,208	21.3%
Grand Total	3,093	12,288	15,381	190,335,358	100%	\$7,381,175,000	\$479,889	33	6.4	504,418	98,416	19.5%

COMMON ASSUMPTIONS FOR HOUSE BILL ALLOCATION CRITERIA
AND SENATE FUNDING AMOUNT @ \$75,000 PER OFFICER

- (1) ALL JURISDICTIONS ELIGIBLE to receive crime bill funding for hiring/rehiring police officers WILL BE FUNDED. This includes 12,288 local police departments and 3,093 county sheriffs' departments, for a total of 15,381 jurisdictions that will receive awards.
- (2) Senate bill funding amount equals \$8.995 billion, of which \$6.881 billion (76.5 percent) is allocated for hiring/rehiring sworn police officers. The remaining funding amount is allocated for other purposes, including the following:
 - (a) 5 percent (\$450 million) for technical assistance and training;
 - (b) 5 percent (\$450 million) for administration; and
 - (c) 13.5 percent (\$1.214 billion) for "other purposes" which "may" include hiring/rehiring sworn police officers. (Of this \$1.214 billion, we assume that \$500 million will be used for hiring/rehiring sworn police officers in addition to the \$6.881 billion expressly allocated for hiring/rehiring police.)
- (3) The actual amounts of crime bill funding estimated for each population category (see formula distribution column) is equal to the percentage of population within that category out of the total population for its group (i.e., above 150,000 group or below 150,000 group).
- (4) The average grant amount is equal to the formula distribution divided by the number of total jurisdictions in the population category.
- (5) The average number of sworn officers per grant is equal to the average grant amount divided by \$75,000 per officer.
- (6) The average number of sworn officers for local police departments are shown in the first row of data within each population category. Comparable data for county sheriffs' departments are shown in the second row within each population category.
- (7) The total officers within each population category, the subtotal for each population group (i.e., above 150,000 group and below 150,000 group), and the percent increase in sworn officers are cumulative numbers for both local police and county sheriffs' departments.

- 005/005
- (8) Additional assumptions that are specific to each scenario are listed as "Specific Assumptions" at the top of each scenario.

SOURCES

- (1) Bureau of Justice Statistics (BJS) data from the 1990 Law Enforcement Management and Administrative Statistics (LEMAS) reports for local police and sheriffs' departments. (See BJS Bulletins, A LEMAS Report: State and Local Police Departments, 1990" and "A LEMAS report: Sheriffs' Departments 1990.")

NOTES

- (1) Because the Senate bill divides the large and small jurisdiction groups at 150,000 population (instead of at 100,000 as LEMAS does), BJS retabulated the LEMAS data to provide estimates for the number of departments, population, total sworn officers, and average sworn officers above and below 150,000. BJS also retabulated the LEMAS data to provide comparable information for jurisdictions above and below 200,000 population for the estimates used in Alternative Four.
- (2) "Local police departments" include both municipal and county police departments.
- (3) The LEMAS population estimates include jurisdictions covered by local police departments only. (Populations for jurisdictions covered by sheriffs' departments are excluded.)

U.S. House of Representatives

Committee on the Judiciary

Washington, DC 20515-6216

One Hundred Third Congress

FAX TO
JOSE
FROM GRACE
456-1028

DATE: 11/1

TO: Grace Mastelli

514-8639

FROM: Marie McHenry / Paula

TELEPHONE: 225-3951 (FAX 225-1958)

NUMBER OF PAGES (INCLUDING THIS PAGE): 12

Grace -

Changes are made -
how is this?

**COMMITTEE REPORT FOR H.R. 3355: COMMUNITY
POLICING: 'COPS ON THE BEAT'**

SUMMARY AND PURPOSE

The purpose of H.R. 3355 is to encourage the use of community policing through assistance to States and local governments to increase by up to 50,000 additional police officers the number of officers walking our nation's police beats over the next six years, as well as to facilitate non-hiring community policing objectives. A key element of President Clinton's anti-crime program, H.R. 3355 provides \$3.45 billion in grants to States and local governments for use in hiring officers to engage in implementing community policing.

BACKGROUND

The newest development in law enforcement techniques is also one of the oldest-- police officers walking a beat become familiar with the strengths and problems of the neighborhoods they protect, preventing crime with their presence and involvement rather than simply responding to crimes after the fact.

Decades ago, community policing was the norm. With the technological advances of roving, radio-based patrol cars and 911 systems, the links between the police and the community deteriorated. Police officers are no longer able to anticipate and prevent crime by use of community-oriented, problem solving techniques. Instead, they are forced to speed from one crime scene to another, taking reports long after the offender has gone. Too much time is spent filing forms and not enough time is spent on the streets preventing and fighting crime.

The rate of violent crime in the United States has doubled in the past two decades. In 1970, according to the Uniform Crime Reports compiled by the Federal Bureau of Investigation, one in every 275 Americans was the victim of a violent crime. By 1992, one in every 132 Americans was victimized. Significantly, these figures include only crimes reported to the police, with the actual number of violent crimes believed to be much higher.

The Committee notes that this ever-increasing violence has caused a steady and corrosive deterioration in the quality of life across the Nation -- in our neighborhoods, small towns, cities, suburbs, and rural areas. Public attitude surveys consistently report that fear of violence imposes pervasive and severe restrictions on Americans' daily activities. The impact is particularly harsh in poorer communities, many of which are literally being destroyed by violence, while fear of crime deters many neighbors and businesses from participating in the rebuilding

of their communities.

In recent, years, some police departments have pioneered a return to preventive community policing techniques. These efforts strengthen the relationship between the police and the people they serve, fostering trust and increasing accountability.

At a hearing on October 21, 1993, held before the Subcommittee on Crime and Criminal Justice on selected aspects of H.R. 3131, which included the program for support of community policing, Deputy Attorney General Philip B. Heymann testified that the cops-on-the-beat program in H.R. 3131 was "the cornerstone of the President's plan to put more police on the street." The Deputy Attorney General testified:

"Basically, community policing involves community engagement and problem solving. These two component parts are integrally linked and ideally should exist in tandem in a department doing community policing. Community engagement just for the sake of improving the police relationship to the community is community relations, not much more. Also, a problem-oriented approach that does not focus on the crime and disorder problems that communities care about risks misdirecting scarce police resources and undermines police accountability to the public. Police departments which only rely on community engagement limit their effectiveness in tackling crime and disorder problems. . .

"Community policing may also require police agencies to change how they recruit, train, deploy, supervise, evaluate, transfer, and promote personnel. Under community policing, officers will be analyzing crime and disorder problems, working with the community on a search for alternative solutions, implementing solutions, and evaluating their effectiveness in between responding to calls for police service. . .

"In sum, community policing is all about tailoring solutions, based on thoughtful, in-depth analysis, to unique neighborhood crime and disorder problems -- not applying generic models from other communities and overlaying them to the problems of another community. Enactment of [this program] will go a long way towards implementing effective community policing and crime prevention throughout America's many diverse neighborhoods."

Despite the achievements and benefits of community policing, many financially strapped police departments have been unable to implement it. Community policing requires approaches and training different from those practiced by most police departments, and developing these initiatives requires more investment than many localities have available.

The Committee believes community policing is an integral part

of the struggle to eliminate both violent crime and the fear inevitably resulting from it. The Committee, through H.R. 3355, strongly supports President Clinton's initiative to assist State and local governments in their efforts to establish and implement community policing programs.

BRIEF EXPLANATION OF H.R. 3355

H.R. 3355 is designed to assist States and local governments seeking to hire new officers for community policing and to implement community policing programs. It authorizes \$200 million in fiscal year 1994 and \$650 million in fiscal years 1995 through 1999 for grants to States and localities for these purposes.

Eighty-five percent of the grant funds are earmarked for hiring and training police officers to be deployed in community policing programs; the remaining 15 percent is be available for training, community-relations, and other costs associated with the implementation of community policing.

Each qualifying State, together with grantees within the State, is entitled to 0.25 percent of the total amount appropriated for this grant program. Beyond that, grants will be distributed based on criteria established by the Attorney General or established under this bill.

The bill earmarks 60 percent of the grants for local governments with a population of 100,000 or less who apply through the States. The remaining 40 percent of grant funds is earmarked for local governments exceeding 100,000 in population and applying directly to the Attorney General.

H.R. 3355 also requires that grant funds not displace local funding, and that grant recipients will be required to fund at least 25 percent of any activity for which grants are awarded. The bill further provides that the Federal share of the funding for any multi-year police hiring grant shall decrease over time, so that the State or locality will eventually be able to continue the activity without Federal support.

The bill further provides that the Federal share of the funding for any activity funded over a multi-year period shall decrease over time, so that the State or locality will eventually be able to continue the activity without Federal support when the grant program expires after six years.

102d Congress

Extensive study of this grant program began in the 102d Congress. On July 10, 1991, the Subcommittee on Crime and Criminal Justice held a hearing on community policing. Based upon the testimony at this hearing, and upon other evidence amassed by the

Subcommittee, a program to support community policing efforts was included in a comprehensive anti-crime bill, H.R. 3371. That bill was passed by the House; and, after a House-Senate conference, the Conference Report on H.R. 3371 again passed the House. However, the bill failed to become law because the Senate did not vote on the Crime Conference Report prior to adjournment of the 102d Congress sine die.

103d Congress

H.R. 3131, the Violent Crime Control and Law Enforcement Act of 1993, included an expanded community policing program developed in close consultation with the Clinton Administration. The program subsequently was introduced separately as H.R. 3355.

Committee Action

On October 26, 1993, Chairman Brooks and Representative Schumer introduced the community policing grant program as a separate bill, H.R. 3355. On October 28, 1993, the Committee on the Judiciary met to consider H.R. 3354. Three amendments were adopted to the bill.

An amendment offered by Rep. Reed and adopted by voice vote directs the States to order, according to criteria specified by the Attorney General, the local government grant applications submitted through the States. This amendment was adopted by voice vote.

An amendment offered by Rep. Becerra provided that police departments receiving funding from this program must make efforts to ensure that women and minorities are given an opportunity to be recruited as police officers. This amendment was adopted by voice vote.

An amendment offered by Mr. Schumer clarified that grant funds intended for the purpose of hiring additional officers can be used for training those officers and for paying the salaries of police cadets during the period when they are still in training and have not yet begun active duty. This amendment was adopted by voice vote.

A reporting quorum being present, the Committee by a roll call vote of 34-1 agreed to motions to approve H.R. 3355 as amended and to report it to the House with a recommendation that it do pass. By unanimous consent, H.R. 3355 was favorably reported an amendment in the nature of a substitute.

SECTION-BY-SECTION ANALYSIS

SECTION 101 -- COMMUNITY POLICING; 'COPS ON THE BEAT'

This section adds a new part C -- Public Safety and Community Policing; 'Cops on the Beat' -- to the Omnibus Crime Control and

Safe Streets Act of 1968.

Subsection (a) of this section would add part Q to establish a program of grants and technical assistance (including training) to increase the overall number of police officers engaged in community policing. The sections in the new part are as follows:

Section 1701 -- Authority to make grants and to provide technical assistance. Subsection (a) of this section authorizes the Attorney General to make grants to States and local governments, and to other public and private entities. The purposes of the grants would be to increase police presence, to enhance police-community cooperation in addressing crime and disorder, and otherwise to enhance public safety.

Subsection (b) of section 1701 identifies two specific funding objectives that directly increase police resources -- hiring and training new, additional career law enforcement officers (including cadets and trainees) for deployment in community-oriented policing, and rehiring officers who have been laid off for budgetary reasons for deployment in community-oriented policing. At least 85 percent of the grant money available under the title must be utilized for these purposes.

In establishing funding levels and selection criteria for these grants, the Attorney General is expected to take into account local needs, costs, and other factors. It is contemplated by the Committee that the Attorney General will consider a wide range of relevant criteria, including -- among other factors -- the needs of areas with high crime rates, low officer to population ratios, understaffing of law enforcement agencies in relation to the size of the geographic areas they are responsible for, high unemployment and economic dislocation rates that may contribute to increased crime problems, and other relevant trends.

Subsection (c) of section 1701 sets out funding objectives of the remaining 15 percent of grant funds. These include increasing the number of officers involved in community policing or comparable crime control and prevention functions through redeployment; support of training for skills pertinent to police-community interaction; increased police participation in multidisciplinary early intervention teams; new technologies facilitating an increased emphasis on crime prevention; innovative programs permitting community members to assist police in crime prevention; reducing the time police must be away from the community while awaiting court appearances; innovative crime control and prevention programs involving police and young persons in the community; new administrative and managerial systems to facilitate the adoption of community policing as an organization-wide philosophy; and, to better address the comprehensive needs of the community, coordination of community policing with other existing Federal programs serving that community.

The Committee notes that, in appropriate circumstances, the

uses of the funding pursuant to section 1701(c) could include payment for overtime. For example, paragraph (2) in subsection (c) contemplates funding to provide 'specialized training to law enforcement officers to enhance their conflict resolution, mediation, problem solving, service, and other skills needed to work in partnership with members of the community.' This could include provision of such specialized training on an overtime basis, so as to avoid disruption of normal work routines, or to take advantage of training opportunities that are scheduled during off-hours.

Subsection (d) provides that preferential consideration may be given to applications for grants for police hiring and rehiring that involve a non-Federal contribution exceeding 25 percent.

Subsection (e) of section 1701 authorizes the Attorney General to provide technical assistance to States and local governments, and other public and private entities, in furtherance of the purposes of this grant program. In addition to the general grant of authority to provide technical assistance, two specific types of appropriate technical assistance are identified.

First, paragraph (2) states that the technical assistance under subsection (e) may include the development of a flexible model defining community or problem-oriented policing and related strategies and methodologies for implementation. It is contemplated that the Attorney General would consult with appropriate experts in public safety and the criminal justice system in developing such a model.

Second, paragraph (3) states that the technical assistance may include establishing or making arrangements for the operation of training centers or facilities. The functions of these centers or facilities would include training police executives, managers, trainers, and supervisors concerning community or problem-oriented policing and improvements in police-community interaction that further the purposes of this grant program.

Subsection (f) of section 1701 states that the Attorney General may utilize any office or service of the Department of Justice in carrying out this new grant program.

Subsection (g) of section 1701 entitles each qualifying State, together with grantees within the State, to a minimum of at least 0.25 percent of the grant funding available under this grant program in each fiscal year. "Qualifying State" is defined as any State which has submitted an application for a grant, or in which an eligible entity has submitted such an application, that meets the requirements prescribed by the Attorney General and the conditions set out in the grant program.

Subsection (h) of section 1701 specifies the matching funds requirement for the grant program. A non-Federal contribution of

at least 25 percent would be required, subject to possible waiver by the Attorney General.

Even in the absence of a waiver, in certain circumstances the general 25 percent match requirement would not necessarily mean that the grantee would have to contribute this amount in a particular year. For example, in relation to a multi-year grant, the Federal contribution could exceed 75 percent in the first year, but be progressively lower in subsequent years of the grant, producing a net Federal contribution over the life of the grant which is below 75 percent.

In relation to multi-year grants for hiring and rehiring career law enforcement officers, subsection (h) explicitly requires a sliding-scale approach. For example, the duration of a grant of this type might be set at three years, with a Federal contribution to hiring costs of 75 percent in the first year, 50 percent in the second year, and 25 percent in the third and final year. Applicants for hiring and rehiring grants would be required to propose a plan for the eventual assumption by the grantee of the full cost of increased hires following a limited period of Federal assistance. Specifically, proposed section 1702(c)(8)(A) requires applicants for such grants to provide "plans for the assumption by the grantee of a progressively larger share of the cost in the course of time, looking towards the continuation of the increased hiring level using State or local sources of funding following the conclusion of Federal support."

Subsection (i) of section 1701 cross-references a later provision governing the allocation of available funding under the title for different purposes and classes of grantees.

Subsection (j) of section 1701 terminates the authority to make grants for hiring or rehiring additional career law enforcement officers after six years, with a report prior to that termination from the Attorney General concerning the experience with and effects such grants have had.

Section 1702 -- Applications for grants. This section provides for the submission of applications for grants to the Attorney General. Applications would have to include various specified information, including a long-term strategy and detailed implementation plan reflecting consultation with community groups and appropriate public and private agencies; demonstration of a specific public safety need; demonstration of need for Federal assistance; information concerning coordination with other governmental and community efforts and community support and involvement; and, plans for obtaining necessary support and continuing the proposed program or activity following the conclusion of Federal support.

For grant applications for hiring or rehiring additional career law enforcement officers, the applications must specify plans for assumption of a progressively larger share of the cost

over time, looking towards the continuation of the increased hiring level with State of local sources of funding; assess the impact of the increase in community policing resources on other components of the criminal justice system; explain how the grant will be utilized to reorient the law enforcement agency towards community-oriented policing; and ensure that, to the extent practicable, grantees will seek out and recruit members of racial, ethnic, and gender minority groups whose representation in the law enforcement agency for which funds are sought is less than in the general population qualified for such employment in such jurisdiction.

Section 1703 -- Alternative application routes for classes of potential grantees. This section establishes alternative application routes for certain applicants.

Subsections (a) and (b) provide that applicants generally are to submit their applications in the first instance to the State office that is responsible for applying for and administering formula grant funding under the Byrne Grant program. The State office would review the applications, prioritize them on the basis of their likelihood of achieving the purposes of this grant program, make any recommendations for giving special priority to particular applications, and forward the applications to the Attorney General. Section 102 of the bill allocates 60 percent of the grant funding for grants pursuant to applications under this subsection (together with grants pursuant to applications under subsection (d), discussed below).

Subsection (c) allows municipalities whose population exceeds 100,000 to submit applications directly to the Attorney General. The purpose of this option is to enable larger municipalities to deal directly with the Federal government in making applications. This avoids the potential delay involved in routing applications through a central State office, and in receiving funds that are likely to be passed through the central State office on the way to municipalities or other grantees under a centralized State application process. Section 102 of the bill allocates 40 percent of the grant funding for grants pursuant to applications under this subsection.

Subsection (d) allows applicants in a State to submit applications directly to the Attorney General if the State chooses not to carry out the centralized application process described in subsection (b).

Section 1704 -- Renewal of grants. This section limits the maximum duration of grants (including renewals) to three years, except that grants for hiring and rehiring additional career law enforcement officers could be made for up to six years (including renewals).

Section 1705 -- Limitations on use of funds. This section states that grants to State and local governments are to be used to supplement, and not to supplant, State and local funds. It also

states that no more than 5 percent of available funds may be used for administrative costs. State and local governments can apply assets received through equitable sharing under the asset forfeiture program to cover the non-Federal portion of programs funded under the title.

A further limitation under section 1705 is that the amount provided for hiring or rehiring a particular career law enforcement officer could not exceed \$75,000, unless the Attorney General granted a waiver. This sets a presumptive limit on funding of hiring costs per officer, while providing flexibility to adjust the amount to achieve equitable effects among areas with different costs. In an area with low hiring costs the amount provided might be substantially below the \$75,000 ceiling, while the Attorney General may grant a waiver to provide in excess of \$75,000 in an area with unusually high hiring costs.

Section 1706 -- Performance evaluations. This section states that each funded program must include an evaluation component, including outcome measures, developed pursuant to guidelines established by the Attorney General, that can be used to determine the effectiveness of the funded programs, project, activities, as well as a description of the geographic dispersion, and racial, ethnic, and gender diversity of rehired and new employees. Outcome measures may include crime and victimization indicators, quality of life measures, community perceptions, and police perceptions of their own work. Further, the performance of each grant recipient is to be reviewed periodically by the Attorney General.

Section 1707 -- Revocation or suspension of funding. This section states that the Attorney General may revoke or suspend funding of a grant, in whole or in part, if the recipient is not in substantial compliance with the terms and requirements of the grant application.

Section 1708 -- Access to documents. For purposes of audits and examinations, this section gives the Attorney General and the General Accounting Office access to any pertinent books, documents, papers, and records of all persons or entities involved in projects funded under this grant program.

Section 1709 -- Regulations. This section authorizes the Attorney General to promulgate regulations and guidelines to carry out title I.

Section 1710 -- Definition. This section defines "career law enforcement officer" as a person hired on a permanent basis who is authorized by law or by a State or local public agency to engage in or supervise the prevention, detection, or investigation of violations of criminal laws.

Subsection (b) of section 101 makes a technical amendment to the Omnibus Crime Control and Safe Streets Act which adds a table of sections for the new part created in this grant program.

Section 102 -- AUTHORIZATION OF APPROPRIATIONS

This section of the bill authorizes for appropriation \$200 million for FY1994 and \$650 million for each of FY1995 through 99.

Of the funds authorized and appropriated, a maximum of 5 percent can be used for technical assistance pursuant to section 1701(e) in the proposal or for evaluations or studies carried out by the Attorney General in furtherance of the purposes of the proposal, and a maximum of 5 percent can be used for administrative costs. Of the remaining funds, 60 percent must be used for grants pursuant to applications channeled through the central State office under section 1703(a) and 40 percent must be used for grants pursuant to applications submitted directly to the Attorney General by municipalities under section 1703(c). At least 85 percent of the funding to grantees must be used for the purposes specified in section 1701(b), which directly increase police resources. The remaining 15% may be applied in furtherance of the purpose of this grant program.

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 2(1)(3)(A) of rule XI of the Rules of the House of Representatives, the Committee reports that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X of the Rules of the House of Representatives, are incorporated in the descriptive portions of this report.

COMMITTEE ON GOVERNMENT OPERATIONS OVERSIGHT FINDINGS

No findings or recommendations of the Committee on Government Operations were received as referred to in clause 2(1)(3)(D) of rule XI of the Rules of the House of Representatives.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

Clause 2(1)(3)(B) of House Rule XI is inapplicable because this legislation does not provide new budgetary authority or increased tax expenditure.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 2(1)(C)(3) of rule XI of the Rules of the House of Representatives, the Committee sets forth, with respect to the bill H.R. 3355, the following estimate and comparison prepared by the Director of the Congressional Budget Office under section 403 of the Congressional Budget Act of 1974:

[Insert CBO estimate]

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1)(4) of rule XI of the Rules of the House of Representatives, the Committee estimates that H.R. 3355 will have no significant inflationary impact on prices and costs in the national economy.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

[INSERT MATERIAL FROM LEG COUNSEL]

100,000 Police Officers/Community Policing

◆ We need a stronger police presence, not just to enforce the law and catch criminals but to prevent crime. We must "fortify the thin blue line" in a manner designed to have truly lasting impact on crime and disorder in our nation. The Administration's Policing Initiative will help more police departments forge truly effective partnerships with their communities to control and prevent crime.

◆ Community policing is a strategy which combines increased police presence with the development of partnerships with communities to create safer neighborhoods. Correctly implemented community policing not only reduces crime but also improves the quality of life for residents. Therefore, the availability of new federal policing resources will be linked to need and communities' commitment to actively building public safety partnerships with the public and private agencies to address the underlying conditions related to crime and disorder.

◆ The Crime Bill Policing and Public Safety Initiative to put 100,000 additional officers on the streets engaged in community policing will provide assistance to states and localities to:

- ▶ Hire, rehire, and redeploy police officers to implement community-oriented policing as part of locally-designed public safety programs;
- ▶ Assist communities and police departments in developing integrated, proactive, and comprehensive crime prevention programs; and
- ▶ Enhance technical assistance and training to ensure police officers and law enforcement agencies have the necessary community and problem solving oriented skills to meet the challenges they face.

◆ Eighty-five percent of the funds awarded under the Crime Bill Policing and Public Safety Initiative will be used to hire, rehire, and redeploy police officers; fifteen percent will be used for crime prevention programs, training and related activities. Multi-year grants to hire, rehire, and redeploy police officers may be made for up to five-years. Federal assistance will decrease over this period as localities assume a larger role. Localities will have significant flexibility in meeting the requirements of the initiative. Localities will also be able to submit joint grant applications to the Department.

02/10/01 11:40 2107 011 010 300 021 2100

- We have already made a downpayment on the promise of 100,000 new officers with the first two rounds of grant awards under the Police Hiring Supplement. This program is designed to increase the number of sworn law enforcement officers serving areas where they are needed the most, to improve the long-term ability of law enforcement to engage in community policing and ultimately to improve public safety. Under the first two rounds of this program, we have awarded \$76 million to 108 jurisdictions to help pay for the hire or rehire of 1,022 additional law enforcement officers. We will soon announce the awards under the third and final round.



U.S. Department of Justice

Office of Policy Development

Deputy Assistant Attorney General

Washington, D.C. 20530

December 20, 1993

MEMORANDUM FOR THE ATTORNEY GENERAL**FROM:** Community Policing Grants Crime Bill Working Group *AM***SUBJECT:** Recommendations for Addressing Major Crime Bill Issues**Background**

Both the Senate and House bills authorize discretionary grants to support police hiring and rehiring linked to community policing (85% of grant funds) as well as additional community policing-related projects including training, technical assistance, multidisciplinary crime prevention/intervention teams, and other purposes (15%). Both bills split the police hiring grant funds by population between larger and smaller communities [i.e., the Senate allocates 40% to communities of 150,000 or larger and 60% to those less than 150,000 while the House allocates 50% each to communities above and below 100,000]; guarantee a minimum aggregate award amount to qualifying States [i.e. the Senate provides 0.6%, the House 0.25%]; provide a cap for police hiring awards [the Senate allows \$50,000 per annum per officer; the House limits awards to \$75,000 per officer for the life of the grant;] and include a waivable 75% matching requirement and decrease in the federal share over the life of the grant. (Please see Attachment A for a more detailed comparison and Attachment B for allocation spreadsheets.)

It should be noted that both bills, for the most part, are substantially consistent with the Administration's language. Many of the issues discussed below therefore, reflect concerns stemming from our experience with the Police Hiring Supplement or otherwise recently identified problems and would require amendment of the Administration's own core language. These concerns are politically sensitive and should be treated accordingly.

- 2 -

Statement of Major Issues

Our working group recommends that any changes in the Policing and Public Safety program must be considered in the light of three objectives: (1) expanding and enhancing community policing, (2) being responsive to pressing needs, particularly violent crime, and (3) flexibility necessary to being manageable at the federal level.

ISSUE #1 HOW TIED TO COMMUNITY POLICING MUST THE POLICING TITLE EXPENDITURES BE?

Statement of the Issue:

Must all the expenditures, including the 15% discretionary residual controlled by the Attorney General, be pledged to furthering community policing objectives?

Options and Recommendations:

No change is recommended.

Analysis:

Both the general purposes of the title and the activities designated for the 15% discretionary funding by the Attorney General are closely linked to community-oriented policing. Expenditures to target other concerns (e.g., a community plagued by high crime rates, but unwilling to implement a viable community policing program) would not qualify under the language of the current versions.

ISSUE #2 HOW SHOULD THE POLICING TITLE MONIES BE ALLOCATED?

Statement of the Issue:

Which jurisdictions should receive the bulk of the resources? Should we propose or endorse any set asides to meet this objective, or reject such proposals for fear of multiple set-asides by Congressional authorizers, which will limit the Attorney General's flexibility, our ultimate aim?

Options and Recommendations:

As approved by the Senate, jurisdictions with less than 150,000 residents would receive 60% of the hiring/rehiring and other purposes grants as provided in 1703(a)&(d). The House version splits the resources evenly between localities above and below 100,000. The Minimum Amounts provision of

- 3 -

the Senate Bill (1701(h))¹ prescribes that each state would receive a minimum of .6 percent (or $.006 \times \$8.995 \text{ billion} = \53.97 million). In contrast, the House bill, like the

receive a minimum of .25 percent.

Options and Recommendations:

- (1) Support the Senate Version;
- (2) Support the House Version;
- (3) Endorse reversal of the 60%-40% split in the Senate Bill, which would give the jurisdictions with populations over 150,000 a substantially larger piece of the monies; or
- (4) Consider any set asides that meet our three objectives: (1) expand and enhance community policing, (2) be responsive to pressing needs, and (3) be manageable at the federal level.
- (5) Publicly support the core Administration bill but work quietly with the White House and Congressional leadership to achieve a compromise embodying as close to (3) and (4) as possible, including elimination of any link between jurisdictional size and award of the 15% other purposes funds.

Analysis:

Because the White House correctly wants to increase the share of the policing title resources to high crime urban jurisdictions, neither option 1, nor option 2 is optimal. Both fail to meet the "pressing needs" objective. According to 1992 FBI data, two-thirds of all violent crimes occur in jurisdictions over 100,000. Moreover, we should keep the "minimum amounts" provision, as low as possible, opposing the Senate 0.6% level. It is somewhat difficult to imagine how Wyoming could use nearly \$54 million in policing monies proposed by the Senate bill.² On the other hand, it may be prudent to consider caps for the largest jurisdictions to

¹"Each qualifying State, together with grantees within the State, shall receive in each fiscal year pursuant to subsection (a) not less than 0.6 percent of the total amount appropriated in the fiscal year for grants pursuant to that subsection."

²For small states, perhaps there will be no need to have a cap. In fact, one possibility would be for the guaranteed amount to be distributed by formula based on need, and not be tied to community policing.

- 4 -

help ensure a more equitable distribution of funds within this group.

Set asides present a slippery slope, because support for them causes us to deviate from our long-standing priority to maximize flexibility for the Attorney General. However, if the conferees are otherwise positively disposed to the 60-40 split, only 36% is guaranteed to urban areas. This is not an optimal outcome and might cause us to support a narrowly crafted set-aside, especially one that does not violate other important principles of the law.

One such possibility is the President's Empowerment Zones and Enterprise Communities initiative. By aligning policing resources with the tax credits and Title XX grants available to EZ/ECs, the community policing dollars would fit nicely with a broader comprehensive strategy. In order to apply for this competitive program, localities must address public safety plans, including community policing. This approach should maximize the flow of resources to urban centers because more than two-thirds of the EZ/ECs will be cities.

Recommendation:

Option 5, work with the White House and Congressional leadership to achieve a compromise embodying as close to (3) and (4) as possible. Propose that jurisdictions with more than 150,000 citizens receive 60% of the grant money for new hires and rehires. Reject the House version which would provide even more resources for non-urban areas. Consider narrowly crafted set-asides for urban areas if currently formulas spendout formulas hold in conference. Increase the

ISSUE #3 HOW SHOULD THE PROGRAM BE DESIGNED?

Statement of the Issue:

An optimal distribution of resources requires balance between efficiency and control. A formula program, with considerable state control over assessment of applications and grantmaking, would simplify the distribution of funds but might complicate oversight of the process and ultimate outcomes.

Senate/House Versions:

The Senate version requires localities with more than 150,000 residents to apply to the Department of Justice directly. The House version requires communities of more than 100,000 to do the same. With some 700 cities populated

- 5 -

by more than 100,000, this would be a substantial, but manageable, burden for the Department of Justice.

Both the Senate and House bills reserve an evaluation role for state administrative offices (SAOs) for localities below the population threshold (150,000 in the Senate bill/100,000 in the House bill). SAOs are required to submit both their rankings and the jurisdictions' applications to DOJ.

Options/Recommendations:

Options:

- Competitive Processes in the States for Smaller Jurisdictions. Using the same program guidelines as OJP imposes on large jurisdictions, SAOs would be required to conduct competitive reviews and make awards. Although DOJ would oversee the process, it would have no role in the actual reviews and awards for smaller jurisdictions. This option allows DOJ to control the type of program being funded, but allow state officials discretion, based on their knowledge of local circumstances, to make awards.
- Total Federally Run Competition. This option, modelled after the Police Hiring Supplement process, has the benefit of not requiring DOJ to second guess SAO rankings. In addition, it assures a high degree of Federal control over program priorities and management. On the other hand, managing a program of that size and complexity from Washington would require a substantial, and politically undesirable, expansion of DOJ personnel.
- Pure Formula. Although a population-based, pure formula grant program is more simple to administer, it shifts effective control over expenditures to the states. Also, because of the variable pass through feature, it tends to aggravate tensions between more rural-oriented state capitals and large urban centers.
- Complete Federal Discretion. This option would allow the Department to award grants on a purely competitive basis or in part by competition and in part by a needs based formula or in part to the states for state run competitions among smaller jurisdictions or any variation or combination of the above.

Recommendations:

Our best strategy is to maintain maximum flexibility for the Attorney General in a discretionary program while trying to (1) minimize the amount of resources available competitively to the smallest communities, which drive up the application

review burden and have relatively minor violent crime burdens, and (2) retain oversight over the SAOs rankings which would permit federal intervention only when necessary, for example when quality control reviews or other objective indicators suggest a particular ranking is askew.

Analysis:

With regard to the SAO rankings, the Department can neither "rubber stamp" nor ignore these SAO rankings. Moreover, when DOJ scores an applicant significantly higher or lower than the SAO, the prospects increase for difficult and time-consuming challenges. In some cases, SAO familiarity with the applicant will result in a better choice than a DOJ review; in other cases, local political considerations will compromise impartial rankings. Some argue that the federal government would need to review all applications forwarded by SAOs.

ISSUE #4 WHAT CAN BE FUNDED UNDER THE POLICING TITLE?

Does either the Senate or the House Version allow the Attorney General to fund programs or personnel for activities other than community-oriented policing and related activities?

Purposes of the Senate and House Bills include:

- Substantially increase the number of officers interacting with citizens; Grants to hire officers, [the Senate specifically includes rehires and the "Troops to Cops" participants] who must be deployed in community-oriented policing activities, (85% of grant funds are earmarked for police hiring/rehiring);
- Other authorized purposes for up to 15% of the grant funds include to:
 - o Provide technical assistance and training to enhance or implement problem-solving, interaction skills, managerial systems, and community crime prevention initiatives;
 - o Encourage the development of new technologies in order to prevent crime;
 - o Support multidisciplinary early intervention teams and innovative crime control and prevention programs;

- 7 -

- o The House also allows training costs for new hires to be included.

Options and Recommendations:

"Officer" defined broadly. Although the language is broad enough to allow a liberal definition of "community-oriented police officer", the police hiring section could not be construed to include prosecutors.

The funding of overtime is permissible under 15% of the grant funds, but probably not under the 85% hiring section. This understanding was previously reached with the agreement of Chairman Brooks and White House DPC staff. The President's pledge is to add 100,000 cops to the beat. On the other hand, the legislation outlines the purposes as, "to substantially increase the number of law enforcement officers interacting directly with members of the community" and "to increase police presence."

No prohibition against funding benefits. "Annual funding provided for hiring or rehiring a career law enforcement officer, may not exceed \$50,000...." This suggests a locality may be reimbursed for both salary and benefits in some circumstances but allows the Department substantial discretion.

Analysis:

The language should allow Police Departments to hire people with a variety of backgrounds that are cloaked with traditional law enforcement powers but are more actually involved in community relations. However, these individuals must be employees of the Police Department, and therefore, prosecutors, judiciary officials, etc., may not be funded under this legislation. Overtime might help with police presence and may be necessary for training and special deployment purposes, but it is not a desirable alternative to new or rehired officers.

Attachments

- (A) Comparison of Senate and House Version
- (B) Three Parts (1) Senate (2) House (3) House Version with Senate Authorization Level

ATTACHMENT A

Comparison of the Senate and House Versions of the Community Policing/ Policing and Public Safety Proposal:

I. The Senate Version

The Senate version of the proposal takes up most of title I of the Senate crime bill. The rest of title I in the Senate bill consists of provisions establishing the Peter Edleman/Phil Heymann "Ounce of Prevention" grant programs.

The Senate has made the following major changes from the Administration's original version of this proposal: (1) increase of the minimum state allocation from 0.25% to 0.6%, (2) mandatory preferential consideration "where feasible" for former military hires and applicants putting up matching funds exceeding 25%, (3) a waivable \$50,000 per annum cap for individual police hires in lieu of a waivable overall term of the grant \$75,000 cap, and (4) increase of the five-year authorization from \$3.45 billion to \$8.9 billion. The specific annual authorizations are as follows: FY94 -- \$1,035,000,000. FY95 -- \$1,720,000,000. FY96 -- \$2,070,000,000. FY97 -- \$2,270,000,000. FY98 -- \$1,900,000,000.

Other changes in the Senate-passed version (1) permit direct applications to the Attorney General by Indian tribes, provide that money given to tribes under the proposal will supplement their Interior Department funding, and require an "appropriate amount" of funding for the tribes, (2) provide that funding may be used for former military hires (particularly in areas affected by base closings), (3) expand one of the community policing funding objectives (proposed § 1701(d)(5)), and (4) increase the maximum aggregate duration of a police hiring grant (including renewals) from five years to six years.

The changes noted as items (2) and (3) do not really require or permit anything that was not required or permitted under the original proposal. However, the troops-to-cops language (proposed § 1701(c)) emphasizes an objective -- employment relief for individuals and communities affected by military downscaling -- that is unrelated to the purposes of the proposal. The change noted as item (4) increases somewhat the maximum aggregate grant period, but does not require that grants be continued or renewed for any particular amount of time.

II. The House Version

The version passed by the House in H.R. 3355 is closer to the Administration's original proposal. There is no increase in the minimum state allocation, no military hiring or defense conversion aspects, no change in the waivable \$75,000 life of the grant cap for individual police hires, and no special provisions concerning Indian tribes. The funding authorization is \$200

million in FY1994 and \$650 million in each of FY1995 through 1999, for a six year total of \$3.45 billion.

However, the House bill does involve the following changes:

- (1) The general legislative findings and statement of purposes preceding the grant program provisions are deleted.
- (2) The maximum aggregate duration for police hiring grants is six years rather than five.
- (3) The police hiring funding objective is revised to provide that training costs for new hires may be included.
- (4) An additional funding objective is added at the end of the list of "community policing" objectives, which relates to coordination of community policing programs with other existing federal programs that serve communities.
- (5) State applications for police hiring grants would have to include a commitment to recruitment efforts from underrepresented racial, ethnic, and gender minority groups.¹
- (6) The population threshold for "large municipalities," which could apply directly to the Attorney General for grants, is reduced from 150,000 to 60,000 and other grantees is a 50-50 split rather than the 60-40 split, and language is added which is intended to preclude possible double-dipping by large municipalities which might result if they applied both directly and through the central state offices.
- (8) Program evaluations would have to include information on geographic dispersion and racial, ethnic, and gender diversity of rehired and new employees.

¹ The Civil Rights Division believes this provision would have the opposite effect of what its sponsors intended and is preparing corrective language. For example, the reference to recruitment of "gender minority groups," which would exclude recruitment efforts for the majority gender (women).

CRIME BILL SPENDOUTS/SENATE VERSION

12/20/93 OPD/Mercer
12:03 PM

Authorization Categories	FY 1994	FY 1995	FY 1996	FY 1997	FY 1998	PROGRAM TOTALS	Effective % of Authorization
Overall Authorization Levels	\$1,035,000,000	\$1,720,000,000	\$2,070,000,000	\$2,270,000,000	\$1,900,000,000	\$8,995,000,000	
≤5% for Technical Assistance & Evaluations/Studies	\$51,750,000	\$86,000,000	\$103,500,000	\$113,500,000	\$95,000,000	\$449,750,000	5.0%
≤5% for Administrative Costs of the States	\$51,750,000	\$86,000,000	\$103,500,000	\$113,500,000	\$95,000,000	\$449,750,000	5.0%
Remainder to be Spent on Community Policing & AG Initiatives	\$931,500,000	\$1,548,000,000	\$1,863,000,000	\$2,043,000,000	\$1,710,000,000	\$8,095,500,000	
60% of Remainder to Municipalities with Populations Under 150,000, other public & private agencies, Indian tribes.	\$558,900,000	\$928,800,000	\$1,117,800,000	\$1,225,800,000	\$1,026,000,000	\$4,857,300,000	51.0%
40% of Remainder to Municipalities with Populations Over 150,000	\$372,600,000	\$619,200,000	\$745,200,000	\$817,200,000	\$684,000,000	\$3,238,200,000	39.9%
Of the 60% Targeted to Municipalities with Populations Under 150,000, other public & private agencies, Indian tribes.	\$558,900,000	\$928,800,000	\$1,117,800,000	\$1,225,800,000	\$1,026,000,000	\$4,857,300,000	
At Least 85% Must Go to Hiring/Re-hiring Community Policing Officers	\$475,065,000	\$789,480,000	\$950,130,000	\$1,041,930,000	\$872,100,000	\$4,128,705,000	45.9%
Up to 15% is Left to the Discretion of the AG for 1701(d) purposes	\$83,835,000	\$139,320,000	\$167,670,000	\$183,870,000	\$153,900,000	\$728,595,000	31%
Of the 40% Targeted to Municipalities with Populations Over 150,000	\$372,600,000	\$619,200,000	\$745,200,000	\$817,200,000	\$684,000,000	\$3,238,200,000	
At Least 85% Must Go to Hiring/Re-hiring Community Policing Officers	\$316,710,000	\$526,320,000	\$633,420,000	\$694,620,000	\$581,400,000	\$2,752,470,000	80.6%
Up to 15% is Left to the Discretion of the AG for 1701(d) purposes	\$55,890,000	\$92,880,000	\$111,780,000	\$122,580,000	\$102,600,000	\$485,730,000	5.4%

12/20/93

18:57

202 514 8639

DOJ-OPD

010

CRIME BILL SPENDOUTS/HOUSE VERSION

12/20/93 OPEN/Mercer
01:01 PM

Authorization Categories	FY 1994	FY 1995	FY 1996	FY 1997	FY 1998	FY 1999	PROGRAM TOTALS	Effective % of Authorization
Overall Authorization Levels	\$200,000,000	\$650,000,000	\$650,000,000	\$650,000,000	\$650,000,000	\$650,000,000	\$3,450,000,000	
≤5% for Technical Assistance & Evaluations/Studies	\$10,000,000	\$32,500,000	\$32,500,000	\$32,500,000	\$32,500,000	\$32,500,000	\$172,500,000	5.0%
≤5% for Administrative Costs of the States	\$10,000,000	\$32,500,000	\$32,500,000	\$32,500,000	\$32,500,000	\$32,500,000	\$172,500,000	5.0%
Remainder to be Spent on Community Policing & AG Initiatives	\$180,000,000	\$585,000,000	\$585,000,000	\$585,000,000	\$585,000,000	\$585,000,000	\$3,105,000,000	
50% of Remainder to Municipalities with Populations Under 100,000, other public & private agencies, Indian tribes.	\$90,000,000	\$292,500,000	\$292,500,000	\$292,500,000	\$292,500,000	\$292,500,000	\$1,552,500,000	45.0%
50% of Remainder to Municipalities with Populations Over 100,000	\$90,000,000	\$292,500,000	\$292,500,000	\$292,500,000	\$292,500,000	\$292,500,000	\$1,552,500,000	45.0%
Of the 50% Targeted to Municipalities with Populations Under 100,000, other public & private agencies, Indian tribes.	\$90,000,000	\$292,500,000	\$292,500,000	\$292,500,000	\$292,500,000	\$292,500,000	\$1,552,500,000	
At Least 85% Must Go to Hiring/Re-hiring Community Policing Officers	\$76,500,000	\$248,625,000	\$248,625,000	\$248,625,000	\$248,625,000	\$248,625,000	\$1,319,625,000	38.3%
Up to 15% is Left to the Discretion of the AG for 1701(d) purposes	\$13,500,000	\$43,875,000	\$43,875,000	\$43,875,000	\$43,875,000	\$43,875,000	\$232,875,000	6.8%
Of the 50% Targeted to Municipalities with Populations Over 100,000	\$90,000,000	\$292,500,000	\$292,500,000	\$292,500,000	\$292,500,000	\$292,500,000	\$1,552,500,000	
At Least 85% Must Go to Hiring/Re-hiring Community Policing Officers	\$76,500,000	\$248,625,000	\$248,625,000	\$248,625,000	\$248,625,000	\$248,625,000	\$1,319,625,000	38.3%
Up to 15% is Left to the Discretion of the AG for 1701(d) purposes	\$13,500,000	\$43,875,000	\$43,875,000	\$43,875,000	\$43,875,000	\$43,875,000	\$232,875,000	6.8%

12/20/93

18:57

202 514 8639

DOJ-OPD

011

**CRIME BILL SPENDOUTS/HOUSE VERSION
WITH SENATE AUTHORIZATION LEVEL**

12/20/93 OPD/Mercer
01:38 PM

Authorization Categories	FY 1994	FY 1995	FY 1996	FY 1997	FY 1998	PROGRAM TOTALS	Effective % of Authorization
Overall Authorization Levels	\$1,035,000,000	\$1,720,000,000	\$2,070,000,000	\$2,270,000,000	\$1,900,000,000	\$8,995,000,000	
≤5% for Technical Assistance & Evaluations/Studies	\$51,750,000	\$86,000,000	\$103,500,000	\$113,500,000	\$95,000,000	\$449,750,000	5.0%
≤5% for Administrative Costs of the States	\$51,750,000	\$86,000,000	\$103,500,000	\$113,500,000	\$95,000,000	\$449,750,000	5.0%
Remainder to be Spent on Community Policing & AG Initiatives	\$931,500,000	\$1,548,000,000	\$1,863,000,000	\$2,043,000,000	\$1,710,000,000	\$8,095,500,000	
50% of Remainder to Municipalities with Populations Under 100,000, other public & private agencies, Indian tribes.	\$465,750,000	\$774,000,000	\$931,500,000	\$1,021,500,000	\$855,000,000	\$4,047,750,000	45.0%
50% of Remainder to Municipalities with Populations Over 100,000	\$465,750,000	\$774,000,000	\$931,500,000	\$1,021,500,000	\$855,000,000	\$4,047,750,000	45.0%
Of the 50% Targeted to Municipalities with Populations Under 100,000, other public & private agencies, Indian tribes.	\$465,750,000	\$774,000,000	\$931,500,000	\$1,021,500,000	\$855,000,000	\$4,047,750,000	
At Least 85% Must Go to Hiring/Re-hiring Community Policing Officers	\$395,887,500	\$657,900,000	\$791,775,000	\$868,275,000	\$726,750,000	\$3,440,587,500	38.3%
Up to 15% is Left to the Discretion of the AG for 1701(d) purposes	\$69,862,500	\$116,100,000	\$139,725,000	\$153,225,000	\$128,250,000	\$607,162,500	6.8%
Of the 50% Targeted to Municipalities with Populations Over 100,000	\$465,750,000	\$774,000,000	\$931,500,000	\$1,021,500,000	\$855,000,000	\$4,047,750,000	
At Least 85% Must Go to Hiring/Re-hiring Community Policing Officers	\$395,887,500	\$657,900,000	\$791,775,000	\$868,275,000	\$726,750,000	\$3,440,587,500	38.3%
Up to 15% is Left to the Discretion of the AG for 1701(d) purposes	\$69,862,500	\$116,100,000	\$139,725,000	\$153,225,000	\$128,250,000	\$607,162,500	6.8%

12/20/93

18:58

202 514 8639

DOJ-OPD

012

COPS ON THE BEAT - SMART MONEY

"This crime bill...does have one significant departure from the past. It is on the front end, the police and the police in the community. For the first time, police are saying we cannot do it alone. We need to do it in partnership. And you, the Congress, need to be part of that partnership. The ball is in your court...Let's get it done. The American people need help, the American police need help, American mayors need help, if we are to make the cities of America once again liveable and again the cornerstones of progress in this country."

New York Police Commissioner Bill Bratton, testimony in support of the President's Policing Initiative before the House Judiciary Subcommittee on Crime.

- **Money to the front lines.** The President's Cops-on-the-Beat program increases the amount of federal funds that go directly to help pay for the salaries of new state and local law enforcement by more than ten-fold. In past years, although Washington's law enforcement budget has jumped significantly, cities across the country -- where practically all crimes are processed -- have struggled to find the money to replace retiring officers and keep their police force levels up to full strength.
- **Less government, less crime.** The Administration has proposed helping cities pay for 100,000 new community police -- not through new taxes -- but by cutting the Federal bureaucracy by 252,000 persons. We want to shrink the bureaucracy in Washington and funnel the savings directly into crime fighting programs. It's a good, swap for the American people.
- **Cops on the beat, not behind desks.** Police officers funded through the President's initiative will have to be deployed in community policing -- walking the beat in neighborhoods to catch criminals and prevent crime. And many of the new officers will be in specialized patrols that target high-crime areas, schools or business districts.
- **Catalyst for Change.** To promote the community policing philosophy nationwide, cities need increased resources in order to experiment with more pro-active deployment strategies -- while maintaining other police service services (i.e., emergency response). Increasing the nation's police force levels by nearly 20% provides a golden opportunity to start making that change.
- **Federal-State Partnership, responsible government.** The President's policing initiative offers cities a 5-year, \$9 billion partnership to help revolutionize policing in America -- no "freebies", no undue restrictions. It's an exercise in responsible government. The program says to cities: "We stand ready to help you. Work with your communities. Come up with a long-term plan and budget, and we'll help you pick-up the tab -- on a declining match basis -- for the next 5 years."
- **An already tested program.** We've tested the declining match partnership through the \$150 million Police Hiring Supplement, which provides 3-year grants to cities for community policing. The program has received overwhelming and unprecedented support. More than 2,700 police departments applied for the 200 or so grants available, and only 4% have requested that the local match requirement be waived. Moreover, we've improved the Cops-on-the-Beat program in the Crime Bill by extending the grants to 5-years and allowing the money to also be used for specialized training, technology, community crime prevention, and other expenditures in support of community policing.

JOSEPH R. BIDEN, JR., DELAWARE, CHAIRMAN

EDWARD M. KENNEDY, MASSACHUSETTS
HOWARD M. METZENBAUM, OHIO
DENNIS DECONCINI, ARIZONA
PATRICK J. LEAHY, VERMONT
HOWELL HEFLUM, ALABAMA
PAUL SIMON, ILLINOIS
HERBERT KOHL, WISCONSIN
DIANNE FEINSTEIN, CALIFORNIA
CAROL MOSELEY-BRAUN, ILLINOIS

ORRIN G. HATCH, UTAH
STROM THURMOND, SOUTH CAROLINA
ALAN K. SIMPSON, WYOMING
CHARLES E. GRASSLEY, IOWA
ARLEN SPECTER, PENNSYLVANIA
HANK BROWN, COLORADO
WILLIAM S. COHEN, MAINE
LARRY PRESSLER, SOUTH DAKOTA

CYNTHIA C. HOGAN, CHIEF COUNSEL
CATHERINE M. RUSSELL, STAFF DIRECTOR
MARK R. DISLER, MINORITY STAFF DIRECTOR
SHARON PROST, MINORITY CHIEF COUNSEL

United States Senate

COMMITTEE ON THE JUDICIARY
WASHINGTON, DC 20510-6276

FAX COVER SHEET

Please deliver the following pages to: _____

JOSE

From: _____

Chris P.

Number of pages including cover: _____ 2

COMMENTS:

THE DOCUMENT TRANSMITTED BY THIS COVER SHEET IS CONFIDENTIAL AND
INTENDED FOR RECEIPT BY THE ABOVE NAMED INDIVIDUAL ONLY. PLEASE
CALL (202) 224-5225 IMMEDIATELY IF YOU HAVE ANY QUESTIONS.

Number to be reached: _____ 456 - 7739

PLAN IN SENATE BILL -- BYRD AMENDMENT -- 100,000 POLICE, OVER 5 YEARS

ASSUMPTION -- 75%, 50%, 40%, 25%, 10% federal match. Per-Officer Cost of \$50,000

\$50,000 salary + benefits	FIRST YEAR	SECOND YEAR	THIRD YEAR	FOURTH YEAR	FIFTH YEAR
federal share --	\$37,500	\$25,000	\$20,000	\$12,500	\$5,000
local share --	\$12,500	\$25,000	\$30,000	\$37,500	\$45,000

	1994	1995	1996	1997	1998	TOTALS

CLASS A-FED \$	\$937,500,000	\$625,000,000	\$500,000,000	\$312,500,000	\$125,000,000	
State/Local \$	\$312,500,000	\$625,000,000	\$750,000,000	\$937,500,000	\$1,125,000,000	
# of Police	25,000	25,000	25,000	25,000	25,000	
CLASS B-FED \$		\$937,500,000	\$625,000,000	\$500,000,000	\$312,500,000	
State/Local \$		\$312,500,000	\$625,000,000	\$750,000,000	\$937,500,000	
# of Police		25,000	25,000	25,000	25,000	
CLASS C-FED \$			\$750,000,000	\$500,000,000	\$400,000,000	
State/Local \$			\$250,000,000	\$500,000,000	\$600,000,000	
# of Police			20,000	20,000	20,000	
CLASS D-FED \$				\$750,000,000	\$500,000,000	
State/Local \$				\$250,000,000	\$500,000,000	
# of Police				20,000	20,000	
CLASS E-FED \$					\$375,000,000	
State/Local \$					\$125,000,000	
# of Police					10,000	
TOTAL COST						
TO LOCALS	\$312,500,000	\$937,500,000	\$1,625,000,000	\$2,437,500,000	\$3,287,500,000	\$8,600,000,000
Federal funds						
Police (90%)	\$937,500,000	\$1,562,500,000	\$1,875,000,000	\$2,062,500,000	\$1,712,500,000	\$8,150,000,000
Admin. (5%)	\$46,875,000	\$78,125,000	\$93,750,000	\$103,125,000	\$85,625,000	\$407,500,000
Training (5%)	\$46,875,000	\$78,125,000	\$93,750,000	\$103,125,000	\$85,625,000	\$407,500,000
TOTAL COST						
TO FEDERAL	\$1,031,250,000	\$1,718,750,000	\$2,062,500,000	\$2,268,750,000	\$1,883,750,000	\$8,965,000,000

PLAN IN SENATE BILL -- BYRD AMENDMENT -- 100,000 POLICE, OVER 5 YEARS

ASSUMPTION -- 75%, 50%, 40%, 25%, 10% federal match, Per-Officer Cost of \$50,000

\$50,000 salary + benefits	FIRST YEAR	SECOND YEAR	THIRD YEAR	FOURTH YEAR	FIFTH YEAR
federal share --	\$37,500	\$25,000	\$20,000	\$12,500	\$5,000
local share --	\$12,500	\$25,000	\$30,000	\$37,500	\$45,000

	1994	1995	1996	1997	1998	TOTALS

CLASS A-FED \$	\$937,500,000	\$625,000,000	\$500,000,000	\$312,500,000	\$125,000,000	
State/Local \$	\$312,500,000	\$625,000,000	\$750,000,000	\$937,500,000	\$1,125,000,000	
# of Police	25,000	25,000	25,000	25,000	25,000	
CLASS B-FED \$		\$937,500,000	\$625,000,000	\$500,000,000	\$312,500,000	
State/Local \$		\$312,500,000	\$625,000,000	\$750,000,000	\$937,500,000	
# of Police		25,000	25,000	25,000	25,000	
CLASS C-FED \$			\$750,000,000	\$500,000,000	\$400,000,000	
State/Local \$			\$250,000,000	\$500,000,000	\$600,000,000	
# of Police			20,000	20,000	20,000	
CLASS D-FED \$				\$750,000,000	\$500,000,000	
State/Local \$				\$250,000,000	\$500,000,000	
# of Police				20,000	20,000	
CLASS E-FED \$					\$375,000,000	
State/Local \$					\$125,000,000	
# of Police					10,000	
TOTAL COST						
TO LOCALS	\$312,500,000	\$937,500,000	\$1,625,000,000	\$2,437,500,000	\$3,287,500,000	\$8,600,000,000
Federal funds						
Police (90%)	\$937,500,000	\$1,562,500,000	\$1,875,000,000	\$2,062,500,000	\$1,712,500,000	\$8,150,000,000
Admin. (5%)	\$46,875,000	\$78,125,000	\$93,750,000	\$103,125,000	\$85,625,000	\$407,500,000
Training (5%)	\$46,875,000	\$78,125,000	\$93,750,000	\$103,125,000	\$85,625,000	\$407,500,000
TOTAL COST						
TO FEDERAL	\$1,031,250,000	\$1,718,750,000	\$2,062,500,000	\$2,268,750,000	\$1,883,750,000	\$8,965,000,000

FAX TRANSMISSION COVERSHEET FROM

JOSEPH GUGGENHEIM

6600 RANNOCH COURT, BETHESDA, MD 20817

(301) 320-5771

TO: JOSÉ CERDA

DATE

10-22-93

NO. OF PAGES

TO FOLLOW

2

Re: community policing legislation
Please review as soon as possible.

JOSEPH GUGGENHEIM

Housing & Development Consultant

6600 Rannoch Court
Bethesda, MD
20817
(301) 320-5771

Tax Credits
Development
Finance
Policy

October 22, 1993

TO: Jose Cerda, Domestic Policy Council
FROM: Joe Guggenheim, National Neighborhood Coalition
SUBJECT: Community Policing Legislation

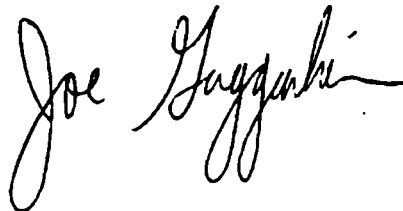
Following up on last week's meeting between yourself and members of the National Neighborhood Coalition, enclosed is suggested Congressional report language that might accompany the legislation.

This sets forth minimum standards for a community policing program. Community policing should be recognized more as a process than as a defined program.

A critical element is the requirement that the community policing strategy and program can only be established after effective citizen input. Applications for funding should not set forth the proposed strategy, since this should be determined after an application is funded when the dollar resources are known and the police complete a thoughtful process for decision making with effective citizen input.

Under the current Police Hiring Supplement Program, applicants are asked to specify their community policing strategy when they submit their application, at the same time when they spell out how they will involve the community. This is inconsistent with true community policing.

Please call me at 301 320-5771 with your reaction, and any further steps that NNC might take with Congressional staffers.



MINIMUM STANDARDS FOR A LOCAL COMMUNITY POLICING PROGRAM
TO BE INCLUDED IN REPORT LANGUAGE ACCOMPANYING THE LEGISLATION

Identifying the crime problems to be addressed by community policing and developing the community policing strategy and tactics for dealing with these problems only through a process with effective community input, such as a series of community meetings at the precinct level.

Creating ongoing community advisory committees consisting of residents, businesses, and organizations at both the precinct and city-wide levels that meet periodically to advise on community policing and other related police operations.

Providing opportunities for residents, businesses, and community organizations to participate and assist in dealing with the crime-related problems that have been identified.

Determining the need for additional funding to undertake this participation, and attempting to secure this needed funding.

Establishing effective communications between the police and residents and their organizations, particularly at the precinct level, through such means as:

- a) publishing a newsletter;
- b) establishing mechanisms to receive suggestions and criticisms from area residents;
- c) disseminating written descriptions of the strategy and tactics to be employed by the community policing efforts, except where secrecy is needed for effective anti-crime activities.

Including opportunities for input by interested residents and organizations in the required evaluation component.

Supporting early intervention programs to steer young persons away from criminal activities.

Coordinating with other agencies and organizations in the community that provide services and programs that may help to reduce crime, and stimulating their participation in community policing wherever appropriate.

Undertaking a training component to enable all police officers in affected precincts to effectively participate in the program.

Establishing the community policing program in high crime police precincts which contain not less than the one-fifth of the jurisdiction's population with the highest incidence of crime. This requirement may be waived upon a showing of undue hardship.

10/22/93

U.S. House of Representatives
Committee on the Judiciary
Washington, DC 20515-6216
One Hundred Third Congress

DATE: 11-1-93

TO: JOSE CERDA

FROM: MARIE

TELEPHONE: 225-3951 (FAX 225-1958)

NUMBER OF PAGES (INCLUDING THIS PAGE): ~~5~~ 3

As discussed.

REP. MIKE SYNAR

ID:202-225-2796

NOV 01 '93

2:55 No.004 P.03
REL. TIME SIGNATURE 2/2

F:\MSYNAR\SYNAR.134

H.L.O.

AMENDMENT To H.R. 3355
OFFERED BY MR. SYNAR

Page 17, line 14, strike the end quotation marks
and the period.

Page 17, after line 14, insert the following:

“(C) Notwithstanding the provisions of section
1708, no funds allocated for grants pursuant to ap-
plications submitted as provided under subsections
(a) or (d) of section 1703 shall be allocated ~~to a~~
~~subject~~ ^{MUNICIPALITY} for grants to a municipality (as defined in
section 1703(c)) ~~to a~~ ~~subject~~

GRANT ALLOCATION BREAK-DOWN FOR "COPS ON THE BEAT"

Title I of H.R.3131/S.1488, "Violent Crime Control and Law Enforcement Act of 1993" authorizes \$200 million for FY '94 and \$650 million for each of FY '95-99. Under this program:

Required
Federal/
State Split

75% of Federal

25% of Non-Federal
Contribution

Programmatic
split

85%
hire, rehire
redeploy police

15%
training
technical assistance
(5% cap)
evaluation and
administration
(5% cap)
creative policing

Required
Minimum Set-Aside
for Federal
Funds to
States

0.25% minimum
set aside for
each qualifying
state

Required
Geographic split
for Federal
Funds

60% of Federal
Funds goes to
Localities of
100,000 or
less in
population

40% of Federal
Funds goes to
Localities that
exceed
100,000 in
population

**COMMITTEE REPORT FOR H.R. 3355: COMMUNITY
POLICING/"COPS ON THE BEAT"**

SUMMARY AND PURPOSE

The purpose of H.R. 3355 is to put 50,000 additional police officers on our nation's streets over the next six years, and to encourage police departments to make greater use of community policing techniques. The bill provides \$3.4 billion in grants to States and local governments for use in hiring officers and implementing community policing. It is a key element of President Clinton's anti-crime program.

BACKGROUND

The rate of violent crime in the United States has doubled in the past two decades. In 1970, according to the Uniform Crime Reports compiled by the Federal Bureau of Investigation, one in every 275 Americans was the victim of a violent crime. By 1992, one in every 132 Americans was victimized. In addition, these figures include only crimes reported to the police. The actual number of violent crimes is undoubtedly much higher.

For every victim, a violent crime is an unforgettable event which leaves permanent emotional and often physical scars. For the victim's family and the surrounding neighborhood, the damage is just as great. The onslaught of violence has caused a steady and corrosive deterioration in the quality of life in our cities, suburbs, and rural areas. Public attitude surveys consistently report that fear of violence imposes pervasive and severe restrictions on Americans' daily activities. The impact is particularly harsh in poorer communities, many of which are literally being destroyed by violence, while fear of crime deters businesses and people of means from participating in their rebuilding.

The Committee believes that the Federal government must undertake to relieve citizens from the fear of violent crime. The most important part of this undertaking must be to strengthen and expand the efforts of State and local law enforcement agencies. Cities and States in perpetual fiscal crises have been unable to maintain police forces at the levels needed for effective crime control. The first task must be to augment these forces with sufficient personnel.

In addition to more police officers, law enforcement agencies must make greater use of community policing techniques that build relationships between the police and the community. Police officers walking a beat become familiar with the strengths and problems of the neighborhoods they protect, preventing crime with their presence and involvement rather than simply responding to

crimes after the fact.

IN MANY DEPARTMENTS

Decades ago, community policing was the norm. With the technological advances of roving, radio-based patrol cars and 911 systems, the links between the police and the community deteriorated. Police officers are no longer able to anticipate and prevent crime by use of community-oriented, problem solving techniques. Instead, they are forced to speed from one crime scene to another, taking reports long after the offender has gone. Most police officers spend too much time filing forms and not enough time on the streets fighting crime.

In recent years, some police departments have pioneered a return to preventive community policing techniques. These efforts strengthen the relationship between the police and the people they serve, fostering trust and increasing accountability. Community policing has scored important successes in cities such as New York, which has seen its crime rate drop in all major categories in each of the past two years.

Despite the achievements and benefits of community policing, many financially strapped police departments have been unable to implement it. Community policing requires approaches and training different from those practiced by most police departments, and developing these initiatives requires investment.

BRIEF EXPLANATION OF H.R. 3355

H.R. 3355 is designed to provide federal assistance to police departments seeking to hire new officers and to implement community policing programs. It authorizes \$200 million in fiscal year 1994 and \$650 million in fiscal years 1995-1999 for grants to States and localities. Eighty-five percent of the funds are earmarked for hiring police officers to be deployed in community policing programs; 15% will be available for training, community-relations, and other non-personnel costs associated with the implementation of community policing.

The bill provides for 60% of the grants to be distributed through the States, and for the remaining 40% to be awarded directly to large municipalities (population over 100,000). Each State applying for money will be entitled to 0.4% of the total amount appropriated; beyond that, grants will be distributed at the discretion of the Attorney General.

H.R. 3355 also requires that grant funds not displace local funding, and that the grant recipients will be required to fund at least 25% of any activity for which grants are awarded. The bill further provides that the federal share of the funding for any activity funded over a multi-year period shall decrease over time, so that the State or locality may eventually be able to continue the activity without federal support.

The bill also states that the grant program will expire after six years. The Attorney General will be required to report on the success of the program prior to that termination date, so that Congress may extend the program if appropriate.

COMMITTEE ACTION

H.R. 3355 is the result of extensive study by the Judiciary Committee and in particular the Subcommittee on Crime and Criminal Justice. The effort began in the 102nd Congress. On July 10, 1991, the Subcommittee held a hearing on community policing. Based upon the testimony at this hearing, and upon other evidence amassed by the Subcommittee, a program to support community policing efforts was included in a comprehensive anti-crime bill, H.R. 3371, reported by the Subcommittee in the 102nd Congress. H.R. 3371 was reported favorably by the Judiciary Committee and passed by the House. After a House-Senate conference, the bill again passed the House but failed to become law in the 102nd Congress because the Senate never voted on the conference report.

In the 103rd Congress, Chairman Brooks and Representatives Schumer and Hughes introduced a comprehensive anti-crime bill, H.R. 3131, which was similar in many respects to H.R. 3371. The community policing program was greatly expanded, and its design was altered so that funding would be available not only for training and support of community policing but also for the hiring of new officers to be deployed in community policing programs. This new version of the bill was the product of close collaboration between the original sponsors of H.R. 3371 and the Clinton Administration.

On October 21, 1993, the Subcommittee on Crime and Criminal Justice held a hearing on selected aspects of H.R. 3131, including the program for support of community policing. Deputy Attorney General Philip B. Heymann testified at that hearing that the cops-on-the-beat program in H.R. 3131 was "the cornerstone of the President's plan to put more police on the street."

On October 26, 1993, Chairman Brooks and Representative Schumer introduced the community policing grant program as a separate bill, H.R. 3355. On October 28, 1993, the Committee on the Judiciary met to consider H.R. 3354. The Committee adopted three amendments to the bill.

An amendment offered by Rep. Reed altered the grant distribution process for those grants which are distributed through State governments. For this portion of the grant funding, the bill provides that localities are to submit grant applications to their State governments, which then order the grant applications according to their priority and forward them to the Department of Justice. Under the bill as introduced, the State governments were given considerable discretion in assigning priorities to the grant applications; Rep. Reed's amendment directs the States to order the grant applications according to criteria specified by the Attorney

General. This amendment was agreed to by voice vote.

An amendment offered by Rep. Becerra provided that police departments receiving funding from this program must make efforts to ensure that women and minorities are given an opportunity to be hired as police officers. The Committee adopted this amendment by voice vote.

An amendment offered by Mr. Schumer clarified that grant funds intended for the purpose of hiring additional officers can be used for training those officers and for paying the salaries of police cadets during the period when they are still in training and have not yet begun active duty. The Committee adopted this amendment by voice vote.

After adopting these amendments, a reporting quorum being present, the Committee by a roll call vote of 34-1 agreed to motions to approve H.R. 3355 as amended and to report it to the House with a recommendation that it do pass.

SECTION-BY-SECTION ANALYSIS

Section 101

This section amends Title I of the Omnibus Crime Control and Safe Streets Act of 1968 by adding a new Part Q--Public Safety and Community Policing; "Cops on the Beat." This Part contains the following provisions:

Section 1701 would authorize the Attorney General to make grants to States, local governments, and community groups for the purposes of rehiring police officers who have been laid off, hiring new and additional police officers, redeploying officers to neighborhood-oriented policing programs, developing programs to reorient police activities to prevention and to encourage members of the community to assist the police, and reducing the amount of time police officers are kept away from the community while awaiting court appearances. At least 85% of grant funds must be used to hire police officers, with the remaining funds for the other specified purposes.

The Attorney General's authority to make grants for the purpose of hiring or rehiring officers expires after six years. Prior to that expiration date, the Attorney General must submit a report to Congress on the experience with and success of the grant program.

This Section also provides that the Federal government may not fund more than 75% of any activity for which grants are received under this program. In addition, grant applications which involve a non-Federal contribution of more than 25% may receive preferential consideration. In multi-year grants for

hiring officers, the Federal share of funding must decrease each year, looking toward an eventual continuation of the increased staffing level using only State or local sources of funding.

This Section also provides that each State (including local or non-governmental grant recipients within that State) must receive at least 0.25% of the total amount appropriated for grants in any year.

This Section also authorizes the Attorney General to provide technical assistance to States and localities in developing community policing programs.

Section 1702 provides that applications for grants must demonstrate a specific public safety need, explain why Federal assistance is necessary, and set forth a long-term strategy and detailed implementation plan, including a plan for long-term financing after the conclusion of Federal support.

Section 1703 establishes two distinct processes by which grant applications are to be reviewed and evaluated: one in which applications pass through State governments, and one in which larger municipalities may apply directly to the Attorney General. Sixty percent of the grant funds will be distributed through State governments (or to local grantees in States that decline to perform a grant-application-reviewing function). In this process, local and non-governmental grant applicants are directed to submit applications to the State. For each application, the State will then determine the likelihood that the activities for which funding is sought will further the purposes of this grant program. In making these determinations, the State is to be guided by criteria established by the Attorney General. The State will list the applications in order of their merit, and forward them to the Attorney General.

The remaining 40% of grant funds are allocated for direct award to municipalities whose population exceeds 100,000. These local governments may submit applications directly to the Attorney General.

Section 1704 provides that grants may be either single-year or multi-year and that grants may be renewed, except that no grant for hiring police officers may exceed six years in total duration (including renewals) and no grant for any other purpose may exceed three years in total duration (including renewals).

Section 1705 requires that grant funds may not supplant State or local funds and that no more than 5% of any funds may be used for the costs of States in reviewing grant applications. This Section also provides that a grant for hiring or rehiring a law enforcement officer may not exceed \$75,000 per officer.

Section 1706 requires each funded activity to include an evaluation component, and directs the Attorney General to review the performance of each grant recipient.

Section 1707 authorizes the Attorney General to revoke or suspend funding of any grant to a recipient who fails to comply with the requirements of the program.

Section 1708 authorizes the Attorney General and the Comptroller General to conduct audits of grant recipients and requires recipients to make documents and premises available for such audits as necessary.

Section 1709 authorizes the Attorney General to promulgate regulations to implement this program.

Section 1710 defines "career law enforcement officer" to mean a person hired on a permanent basis who is authorized by law or by a State or local public agency to engage in or supervise the prevention, detection, or investigation of violations of criminal laws.

Section 102

This section authorizes to be appropriated for the grant program \$200 million for fiscal year 1994, and \$650 million for each of the fiscal years 1995, 1996, 1997, 1998, and 1999. This Section also provides that up to 5% of the available funds may be used by the Department of Justice to provide technical assistance to grantees and for other administrative purposes, and that up to 5% may be used by States for their administrative expenses under the program. Of the remaining funds, 60% are to be allocated through the process in which localities apply through States, and 40% is available for direct grants to larger municipalities. This Section also requires that in both the grants-through-States pool and the direct-grants-to-larger-municipalities pool, at least 85% of the funds distributed must be used to hire or rehire law enforcement officers.

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 2(1)(3)(A) of rule XI of the Rules of the House of Representatives, the Committee reports that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X of the Rules of the House of Representatives, are incorporated in the descriptive portions of this report.

COMMITTEE ON GOVERNMENT OPERATIONS OVERSIGHT FINDINGS

No findings or recommendations of the Committee on Government Operations were received as referred to in clause 2(1)(3)(D) of

rule XI of the Rules of the House of Representatives.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

Clause 2(1)(3)(B) of House Rule XI is inapplicable because this legislation does not provide new budgetary authority or increased tax expenditure.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 2(1)(C)(3) of rule XI of the Rules of the House of Representatives, the Committee sets forth, with respect to the bill H.R. 4542, the following estimate and comparison prepared by the Director of the Congressional Budget Office under section 403 of the Congressional Budget Act of 1974:

[Insert CBO estimate]

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1)(4) of rule XI of the Rules of the House of Representatives, the Committee estimates that H.R. 4542 will have no significant inflationary impact on prices and costs in the national economy.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

[INSERT MATERIAL FROM LEG COUNSEL]



Office of Policy Development
United States Department of Justice
10th Street and Constitution Avenue, N.W.
Washington, D.C. 20530

Date: 11-1-93

TO:

José Cardo

FAX: 456-7028

VOICE: _____

FROM:

Grace Masloli

VOICE: (202) 514 - 4606

FAX: (202) 514-8639

Total Pages (excluding this cover): _____

Additional Message:

U.S. House of Representatives
Committee on the Judiciary
Washington, DC 20515-6216
One Hundred Third Congress

URGENT

DATE: 11-1-93

TO: GRACE

FROM: _____

TELEPHONE: 225-3951 (FAX 225-1958)

NUMBER OF PAGES (INCLUDING THIS PAGE): _____

*I did a complete rewrite of Gossby's
draft.*

*Please review -- carefully, particularly
re: allocation process -- let. ASAP.*

Future line are for Gossby to furnish.

**COMMITTEE REPORT FOR H.R. 3355: COMMUNITY
POLICING: 'COPS ON THE BEAT'**

SUMMARY AND PURPOSE

The purpose of H.R. 3355 is to encourage the use of community policing through assistance to States and local governments to increase by up to 50,000 additional police officers the number of officers walking our nation's police beats over the next six years. A key element of President Clinton's anti-crime program, H.R. 3355 provides \$3.45 billion in grants to States and local governments for use in hiring officers to engage in implementing community policing.

BACKGROUND

The newest development in law enforcement techniques is also one of the oldest-- police officers walking a beat become familiar with the strengths and problems of the neighborhoods they protect, preventing crime with their presence and involvement rather than simply responding to crimes after the fact.

Decades ago, community policing was the norm. With the technological advances of roving, radio-based patrol cars and 911 systems, the links between the police and the community deteriorated. Police officers are no longer able to anticipate and prevent crime by use of community-oriented, problem solving techniques. Instead, they are forced to speed from one crime scene to another, taking reports long after the offender has gone. Too much time is spent filing forms and not enough time is spent on the streets preventing and fighting crime.

The rate of violent crime in the United States has doubled in the past two decades. In 1970, according to the Uniform Crime Reports compiled by the Federal Bureau of Investigation, one in every 275 Americans was the victim of a violent crime. By 1992, one in every 132 Americans was victimized. Significantly, these figures include only crimes reported to the police, with the actual number of violent crimes believed to be much higher.

The Committee notes that this ever-increasing violence has caused a steady and corrosive deterioration in the quality of life across the Nation -- in our neighborhoods, small towns, cities, suburbs, and rural areas. Public attitude surveys consistently report that fear of violence imposes pervasive and severe restrictions on Americans' daily activities. The impact is particularly harsh in poorer communities, many of which are literally being destroyed by violence, while fear of crime deters many neighbors and businesses from participating in the rebuilding of their communities.

In recent, years, some police departments have pioneered a return to preventive community policing techniques. These efforts strengthen the relationship between the police and the people they serve, fostering trust and increasing accountability. Community policing has scored important successes in cities such as New York, which has seen its crime rate drop in all major categories in each of the past two years.

At a hearing on October 21, 1993, held before the Subcommittee on Crime and Criminal Justice on selected aspects of H.R. 3131, including the program for support of community policing, Deputy Attorney General Philip B. Heymann testified that the cops-on-the-beat program in H.R. 3131 was "the cornerstone of the President's plan to put more police on the street."

Despite the achievements and benefits of community policing, many financially strapped police departments have been unable to implement it. Community policing requires approaches and training different from those practiced by most police departments, and developing these initiatives requires more investment than many localities have available.

The Committee believes community policing is an integral part of the struggle to eliminate both violent crime and the fear inevitably resulting from it. The Committee, through H.R. 3355, strongly supports President Clinton's initiative to assist State and local governments in their efforts to establish and implement community policing programs.

BRIEF EXPLANATION OF H.R. 3355

H.R. 3355 is designed to assist States and local governments seeking to hire new officers for community policing and to implement community policing programs. It authorizes \$200 million in fiscal year 1994 and \$650 million in fiscal years 1995 through 1999 for grants to States and localities for these purposes.

Eighty-five percent of the grant funds are earmarked for hiring and training police officers to be deployed in community policing programs; the remaining 15 percent is be available for training, community-relations, and non-personnel costs associated with the implementation of community policing.

Each qualifying State is entitled to 0.25 percent of the total amount appropriated for this grant program. Beyond that, grants will be distributed based on criteria established by the Attorney General or established under this bill.

The bill earmarks 60 percent of the grants for local governments with a population of 100,000 or less who apply through the States. The remaining 40 percent of grant funds is earmarked for local governments exceeding 100,000 in population and applying directly to the Attorney General.

H.R. 3355 also requires that grant funds not displace local funding, and that the grant recipients will be required to fund at least 25 percent of any activity for which grants are awarded. The bill further provides that the Federal share of the funding for any activity funded over a multi-year period shall decrease over time, so that the State or locality may eventually be able to continue the activity without Federal support.

The bill further provides that the Federal share of the funding for any activity funded over a multi-year period shall decrease over time, so that the State or locality will eventually be able to continue the activity without Federal support when the grant program expires after six years.

102d Congress

Extensive study of this grant program began in the 102d Congress. On July 10, 1991, the Subcommittee on Crime and Criminal Justice held a hearing on community policing. Based upon the testimony at this hearing, and upon other evidence amassed by the Subcommittee, a program to support community policing efforts was included in a comprehensive anti-crime bill, H.R. 3371. That bill was passed by the House; and, after a House-Senate conference, the Conference Report on H.R. 3371 again passed the House. However, the bill failed to become law because the Senate did not vote on the Crime Conference Report prior to adjournment of the 102d Congress sine die.

103d Congress

H.R. 3131, the Violent Crime Control and Law Enforcement Act of 1993, included an expanded community policing program developed in close consultation with the Clinton Administration. The program subsequently was introduced separately as H.R. 3355.

Committee Action

On October 26, 1993, Chairman Brooks and Representative Schumer introduced the community policing grant program as a separate bill, H.R. 3355. On October 28, 1993, the Committee on the Judiciary met to consider H.R. 3354. Three amendments were adopted to the bill.

An amendment offered by Rep. Reed and adopted by voice vote directs the States to order, according to criteria specified by the Attorney General, the local government grant applications submitted through the States. This amendment was adopted by voice vote.

An amendment offered by Rep. Becerra provided that police departments receiving funding from this program must make efforts to ensure that women and minorities are given an opportunity to be recruited as police officers. This amendment was adopted by voice vote.

An amendment offered by Mr. Schumer clarified that grant funds intended for the purpose of hiring additional officers can be used for training those officers and for paying the salaries of police cadets during the period when they are still in training and have not yet begun active duty. This amendment was adopted by voice vote.

A reporting quorum being present, the Committee by a roll call vote of 34-1 agreed to motions to approve H.R. 3355 as amended and to report it to the House with a recommendation that it do pass. By unanimous consent, H.R. 3355 was favorably reported an amendment in the nature of a substitute.

SECTION-BY-SECTION ANALYSIS

SECTION 101 -- COMMUNITY POLICING; 'COPS ON THE BEAT'

This section adds a new part Q -- Public Safety and Community Policing; 'Cops on the Beat' -- to the Omnibus Crime Control and Safe Streets Act of 1968. The part would establish a program of grants and technical assistance (including training) to increase the overall number of police officers engaged in community policing. The sections in the new part are as follows:

Section 1701 -- Authority to make grants and to provide technical assistance. Subsection (a) of this section authorizes the Attorney General to make grants to States and local governments, and to other public and private entities. The purposes of the grants would be to increase police presence, to enhance police-community cooperation in addressing crime and disorder, and otherwise to enhance public safety.

Subsection (b) of section 1701 identifies two specific funding objectives that directly increase police resources -- hiring and training new, additional career law enforcement officers (including cadets and trainees) for deployment in community-oriented policing, and rehiring officers who have been laid off for budgetary reasons for deployment in community-oriented policing. At least 85 percent of the grant money available under the title must be utilized for these purposes.

In establishing funding levels and selection criteria for these grants, the Attorney General is expected to take into account local needs, costs, and other factors. It is contemplated by the Committee that the Attorney General will consider a wide range of relevant criteria, including -- among other factors -- the needs of areas with high crime rates, low officer to population ratios, understaffing of law enforcement agencies in relation to the size of the geographic areas they are responsible for, high unemployment and economic dislocation rates that may contribute to increased crime problems, and other relevant trends.

Subsection (c) of section 1701 sets out funding objectives of the remaining 15 percent of grant funds. These include increasing the number of officers involved in community policing or comparable crime control and prevention functions through redeployment; support of training for skills pertinent to police-community interaction; increased police participation in multidisciplinary early intervention teams; new technologies facilitating an increased emphasis on crime prevention; innovative programs permitting community members to assist police in crime prevention; reducing the time police must be away from the community while awaiting court appearances; innovative crime control and prevention programs involving police and young persons in the community; new administrative and managerial systems to facilitate the adoption of community policing as an organization-wide philosophy; and, to better address the comprehensive needs of the community, coordination of community policing with other existing Federal programs serving that community.

The Committee notes that, in appropriate circumstances, the uses of the funding pursuant to section 1701(c) could include payment for overtime. For example, paragraph (2) in subsection (c) contemplates funding to provide 'specialized training to law enforcement officers to enhance their conflict resolution, mediation, problem solving, service, and other skills needed to work in partnership with members of the community.' This could include provision of such specialized training on an overtime basis, so as to avoid disruption of normal work routines, or to take advantage of training opportunities that are scheduled during off-hours.

Subsection (d) provides that preferential consideration may be given to applications for grants for police hiring and rehiring that involve a non-Federal contribution exceeding 25 percent.

Subsection (e) of section 1701 authorizes the Attorney General to provide technical assistance to States and local governments, and other public and private entities, in furtherance of the purposes of this grant program. In addition to the general grant of authority to provide technical assistance, two specific types of appropriate technical assistance are identified.

First, paragraph (2) states that the technical assistance under subsection (e) may include the development of a flexible model defining community or problem-oriented policing and related strategies and methodologies for implementation. It is contemplated that the Attorney General would consult with appropriate experts in public safety and the criminal justice system in developing such a model.

Second, paragraph (3) states that the technical assistance may include establishing or making arrangements for the operation of training centers or facilities. The functions of these centers or facilities would include training police executives, managers, trainers, and

supervisors concerning community or problem-oriented policing and improvements in police-community interaction that further the purposes of this grant program.

Subsection (f) of section 1701 states that the Attorney General may utilize any office or service of the Department of Justice in carrying out this new grant program.

Subsection (g) of section 1701 entitles each qualifying State, together with grantees within the State, to a minimum of at least 0.25 percent of the grant funding available under this grant program in each fiscal year. "Qualifying State" is defined as any State which has submitted an application for a grant, or in which an eligible entity has submitted such an application, that meets the requirements prescribed by the Attorney General and the conditions set out in the grant program.

Subsection (h) of section 1701 specifies the matching funds requirement for the grant program. A non-Federal contribution of at least 25 percent would be required, subject to possible waiver by the Attorney General.

Even in the absence of a waiver, in certain circumstances the general 25 percent match requirement would not necessarily mean that the grantee would have to contribute this amount in a particular year. For example, in relation to a multi-year grant, the Federal contribution could exceed 75 percent in the first year, but be progressively lower in subsequent years of the grant, producing a net Federal contribution over the life of the grant which is below 75 percent.

In relation to multi-year grants for hiring and rehiring career law enforcement officers, subsection (h) explicitly requires a sliding-scale approach. For example, the duration of a grant of this type might be set at three years, with a Federal contribution to hiring costs of 75 percent in the first year, 50 percent in the second year, and 25 percent in the third and final year. Applicants for hiring and rehiring grants would be required to propose a plan for the eventual assumption by the grantee of the full cost of increased hires following a limited period of Federal assistance. Specifically, proposed section 1702(c)(8)(A) requires applicants for such grants to provide "plans for the assumption by the grantee of a progressively larger share of the cost in the course of time, looking towards the continuation of the increased hiring level using State or local sources of funding following the conclusion of Federal support."

Subsection (i) of section 1701 cross-references a later provision governing the allocation of available funding under the title for different purposes and classes of grantees.

Subsection (j) of section 1701 terminates the authority to make grants for hiring or rehiring additional career law enforcement officers after six years, with a report prior to that

termination from the Attorney General concerning the experience with and effects such grants have had.

Section 1702 -- Applications for grants. This section provides for the submission of applications for grants to the Attorney General. Applications would have to include various specified information, including a long-term strategy and detailed implementation plan reflecting consultation with community groups and appropriate public and private agencies; demonstration of a specific public safety need; demonstration of need for Federal assistance; information concerning coordination with other governmental and community efforts and community support and involvement; plans for obtaining necessary support and continuing the proposed program or activity following the conclusion of Federal support.

For grant applications for hiring or rehiring additional career law enforcement officers, the applications must specify plans for assumption of a progressively larger share of the cost over time, looking towards the continuation of the increased hiring level with State or local sources of funding; assess the impact of the increase in community policing resources on other components of the criminal justice system; explain how the grant will be utilized to reorient the law enforcement agency towards community-oriented policing; and ensure that, to the extent practicable, grantees will seek out and recruit members of racial, ethnic, and gender minority groups whose representation in the law enforcement agency for which funds are sought is less than in the general population qualified for such employment in such jurisdiction.

Section 1703 -- Alternative application routes for classes of potential grantees. This section establishes alternative application routes for certain applicants.

Subsections (a) and (b) provide that applicants generally are to submit their applications in the first instance to the State office that is responsible for applying for and administering formula grant funding under the Byrne Grant program. The State office would review the applications, prioritize them on the basis of their likelihood of achieving the purposes of this grant program, make any recommendations for giving special priority to particular applications, and forward the applications to the Attorney General. Section 102 of the bill allocates 60 percent of the grant funding for grants pursuant to applications under this subsection (together with grants pursuant to applications under subsection (d), discussed below).

Subsection (c) allows municipalities whose population exceeds 100,000 to submit applications directly to the Attorney General. The purpose of this option is to enable larger municipalities to deal directly with the Federal government in making applications. This avoids the potential delay involved in routing applications through a central State office, and in receiving funds that are likely to be passed through the central State office on the way to

municipalities or other grantees under a centralized State application process. Section 102 of the bill allocates 40 percent of the grant funding for grants pursuant to applications under this subsection.

Subsection (d) allows applicants in a State to submit applications directly to the Attorney General if the State chooses not to carry out the centralized application process described in subsection (b).

Section 1704 -- Renewal of grants. This section limits the maximum duration of grants (including renewals) to three years, except that grants for hiring and rehiring additional career law enforcement officers could be made for up to six years (including renewals).

Section 1705 -- Limitations on use of funds. This section states that grants to State and local governments are to be used to supplement, and not to supplant, State and local funds. It also states that no more than 5 percent of available funds may be used for administrative costs. State and local governments can apply assets received through equitable sharing under the asset forfeiture program to cover the non-Federal portion of programs funded under the title.

A further limitation under section 1705 is that the amount provided for hiring or rehiring a particular career law enforcement officer could not exceed \$75,000, unless the Attorney General granted a waiver. This sets a presumptive limit on funding of hiring costs per officer, while providing flexibility to adjust the amount to achieve equitable effects among areas with different costs. In an area with low hiring costs the amount provided might be substantially below the \$75,000 ceiling, while the Attorney General may grant a waiver to provide in excess of \$75,000 in an area with unusually high hiring costs.

Section 1706 -- Performance evaluations. This section states that each funded program must include an evaluation component, including outcome measures, developed pursuant to guidelines established by the Attorney General, that can be used to determine the effectiveness of the funded programs, project, activities, as well as a description of the geographic dispersion, and racial, ethnic, and gender diversity of rehired and new employees. Outcome measures may include crime and victimization indicators, quality of life measures, community perceptions, and police perceptions of their own work. Further, the performance of each grant recipient is to be reviewed periodically by the Attorney General.

Section 1707 -- Revocation or suspension of funding. This section states that the Attorney General may revoke or suspend funding of a grant, in whole or in part, if the recipient is not in substantial compliance with the terms and requirements of the grant application.

Section 1708 -- Access to documents. For purposes of audits and examinations, this section gives the Attorney General and the General Accounting Office access to any pertinent books, documents, papers, and records of all persons or entities involved in projects funded under this grant program.

Section 1709 -- Regulations. This section authorizes the Attorney General to promulgate regulations and guidelines to carry out title I.

Section 1710 -- Definition. This section defines "career law enforcement officer" as a person hired on a permanent basis who is authorized by law or by a State or local public agency to engage in or supervise the prevention, detection, or investigation of violations of criminal laws. It also makes a technical amendment to the Omnibus Crime Control and Safe Streets Act which adds a table of sections for the new part created in this grant program.

Section 102 -- AUTHORIZATION OF APPROPRIATIONS

This section of the bill authorizes for appropriation \$200 million for FY1994 and \$650 million for each of FY1995 through 99.

Of the funds authorized and appropriated, a maximum of 5 percent can be used for technical assistance pursuant to section 1701(e) in the proposal or for evaluations or studies carried out by the Attorney General in furtherance of the purposes of the proposal, and a maximum of 5 percent can be used for administrative costs. Of the remaining funds, 60 percent must be used for grants pursuant to applications channeled through the central State office under section 1703(a) (together with grants pursuant to applications under 1703(d)), and 40 percent must be used for grants pursuant to applications submitted directly to the Attorney General by municipalities under section 1703(c). At least 85 percent of the funding to grantees must be used for the purposes specified in section 1701(b), which directly increase police resources. The remaining 15% may be applied in furtherance of the purpose of this grant program.

COMMITTEE OVERSIGHT FINDINGS

In compliance with clause 2(1)(3)(A) of rule XI of the Rules of the House of Representatives, the Committee reports that the findings and recommendations of the Committee, based on oversight activities under clause 2(b)(1) of rule X of the Rules of the House of Representatives, are incorporated in the descriptive portions of this report.

COMMITTEE ON GOVERNMENT OPERATIONS OVERSIGHT FINDINGS

No findings or recommendations of the Committee on Government Operations were received as referred to in clause 2(1)(3)(D) of rule XI of the Rules of the House of Representatives.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

Clause 2(1)(3)(B) of House Rule XI is inapplicable because this legislation does not provide new budgetary authority or increased tax expenditure.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

In compliance with clause 2(1)(C)(3) of rule XI of the Rules of the House of Representatives, the Committee sets forth, with respect to the bill H.R. 3355, the following estimate and comparison prepared by the Director of the Congressional Budget Office under section 403 of the Congressional Budget Act of 1974:

[Insert CBO estimate]

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(1)(4) of rule XI of the Rules of the House of Representatives, the Committee estimates that H.R. 3355 will have no significant inflationary impact on prices and costs in the national economy.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

[INSERT MATERIAL FROM LEG COUNSEL]



Office of Policy Development
United States Department of Justice
10th Street and Constitution Avenue, N.W.
Washington, D.C. 20530

Date: 10-27-93

TO:

JOSE CERD

FAX: 456-7028

VOICE: _____

FROM:

Grace Mastalli

VOICE: (202) _____

FAX: (202) 514-8639

Total Pages (excluding this cover): _____

Additional Message:

DRAFT

CRIME BILL
POLICE OFFICER COST ESTIMATE OPTIONS
BASED ON P.H.S. ROUND 1 COST DATA

file:whnumcb
date: 10/27/93

	Annual Cost	Estimated 3 Yr. Cost Per Officer	Estimated Federal 3 Yr. Cost Per Officer	Pct. of PHS Cities by Police Cost Est.	Estimated Total 3 Year Federal Cost @ 60,000 Police Officers	Difference in Est. Cost from Option 6 (A.G. Option)	Number of Officers
OPTION 1 - 100% SALARY & BENEFITS							
(a) DOJ Estimate	\$40,015	\$120,044	\$120,044	100%	\$7,202,640,000	\$3,244,144,800	60,000
(b) Schumer Proposal	\$50,000	\$150,000	\$150,000	100%	\$9,000,000,000	\$5,041,504,800	60,000
OPTION 2 - 75% SALARY & BENEFITS	\$40,015	\$120,044	\$90,033	100%	\$5,401,980,000	\$1,443,484,800	60,000
OPTION 3 - 75% up to \$75,000 MAXIMUM							
o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	47%	\$1,488,325,500		28,200
o \$75,000 max./P.O.	\$38,955	\$116,865	\$75,000	53%	\$2,385,000,000		31,800
Total				100%	\$3,873,325,500	(\$85,169,700)	60,000
OPTION 4 - 75% up to \$85,000 MAXIMUM							
o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	47%	\$1,488,325,500		28,200
o \$75,000 - \$85,000	\$27,444	\$82,333	\$61,750	6%	\$222,299,100		3,600
o \$85,000 max./P.O.	\$49,633	\$148,898	\$85,000	48%	\$2,448,000,000		28,800
Total				101%	\$4,158,624,600	\$200,129,400	60,600

7

DOJ-OPD

202 514 8639

14:28

10/27/93

003
DOJ-OPD
202 514 8639
14:28
10/27/93

DRAFT

CRIME BILL
POLICE OFFICER COST ESTIMATE OPTIONS
BASED ON P.H.S. ROUND 1 COST DATA

file:whnumcb6.wk
date: 10/27/93

	Annual Cost	Estimated 3 Yr. Cost Per Officer	Estimated Federal 3 Yr. Cost Per Officer	Pct. of PHS Cities by Police Cost Est.	Estimated Total 3 Year Federal Cost @ 60,000 Police Officers	Difference in Est. Cost from Option 6 (A.G. Option)	Number of Officers
OPTION 5 - 75% up to \$100,000 MAXIMUM							
o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	47%	\$1,488,325,500		28,200
o \$75,000 - \$100,000	\$31,704	\$95,112	\$71,334	15%	\$642,006,000		9,000
o \$100,000 max./P.O.	\$52,821	\$158,464	\$100,000	38%	\$2,280,000,000		22,800
Total				100%	\$4,410,331,500	\$451,836,300	60,000
OPTION 6 - ATTORNEY GENERAL / P.H.S.							
o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	47%	\$1,488,325,500		28,200
o \$75,000 max./P.O.	\$38,955	\$116,865	\$75,000	42%	\$1,890,000,000		25,200
o 50% max./P.O.	\$58,603	\$175,809	\$87,905	11%	\$580,169,700		6,600
Total				100%	\$3,958,495,200	N/A	60,000
OPTION 7 - ATTORNEY GENERAL / HYPOTHETICAL CRIME BILL ALLOCATION							
o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	34% *	\$1,076,661,000		20,400
o \$75,000 max./P.O.	\$38,955	\$116,865	\$75,000	33% *	\$1,485,000,000		19,800
o 50% max./P.O.	\$58,603	\$175,809	\$87,905	33% *	\$1,740,509,100		19,800
Total				100%	\$4,302,170,100	\$343,674,900	60,000

* This hypothetical allocation assumes a roughly equal distribution of officers will be funded among the three categories of grant recipients: jurisdictions with (1) average per officer costs of less than \$75,000; (2) average per officer costs somewhere between \$75,000 and \$150,000; and average per officer costs of more than \$150,000 (Federal funding at 50%).

NOTE: THE ESTIMATES FOR EACH OPTION ARE BASED ON PRELIMINARY DATA FROM ROUND 1 APPLICANTS TO THE POLICE HIRING SUPPLEMENT PROGRAM.

DRAFT

CRIME BILL
POLICE OFFICER COST ESTIMATE OPTIONS
BASED ON P.H.S. ROUND 1 COST DATA

file:whnumcb6
date: 10/27/9

	Annual Cost	Estimated 3 Yr. Cost Per Officer	Estimated Federal 3 Yr. Cost Per Officer	Pct. of PHS Cities by Police Cost Est.	Estimated Total 3 Year Federal Cost @ 60,000 Police Officers	Difference in Est. Cost from Option 6 (A.G. Option)	Number of Officers
OPTION 1 - 100% SALARY & BENEFITS							
(a) DOJ Estimate	\$40,015	\$120,044	\$120,044	100%	\$7,202,640,000	\$3,244,144,800	60,000
(b) Schumer Proposal	\$50,000	\$150,000	\$150,000	100%	\$9,000,000,000	\$5,041,504,800	60,000
OPTION 2 - 75% SALARY & BENEFITS							
	\$40,015	\$120,044	\$90,033	100%	\$5,401,980,000	\$1,443,484,800	60,000
OPTION 3 - 75% up to \$75,000 MAXIMUM							
o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	47%	\$1,488,325,500		28,200
o \$75,000 max./P.O.	\$38,955	\$116,865	\$75,000	53%	\$2,385,000,000		31,800
Total				100%	\$3,873,325,500	(\$85,169,700)	60,000
OPTION 4 - 75% up to \$85,000 MAXIMUM							
o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	47%	\$1,488,325,500		28,200
o \$75,000 - \$85,000	\$27,444	\$82,333	\$61,750	6%	\$222,299,100		3,600
o \$85,000 max./P.O.	\$49,633	\$148,898	\$85,000	48%	\$2,448,000,000		28,800
Total				101%	\$4,158,624,600	\$200,129,400	60,000

DOJ-OPD

202 514 8639

14:28

10/27/93

OPTION 5 - 75% up to \$100,000 MAXIMUM

	Annual Cost	Estimated 3 Yr. Cost Per Officer	Estimated Federal 3 Yr. Cost Per Officer	Pct. of PHS Cities by Police Cost Est.	Estimated Total 3 Year Federal Cost @ 60,000 Police Officers	Difference In Est. Cost from Option 6 (A.G. Option)	Number of Officers
o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	47%	\$1,488,325,500		28,200
o \$75,000 - \$100,000	\$31,704	\$95,112	\$71,334	15%	\$642,006,000		9,000
o \$100,000 max./P.O.	\$52,821	\$158,464	\$100,000	38%	\$2,280,000,000		22,800
Total				100%	\$4,410,331,500	\$451,836,300	60,000

OPTION 6 - ATTORNEY GENERAL / P.H.S.

o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	47%	\$1,488,325,500		28,200
o \$75,000 max./P.O.	\$38,955	\$116,865	\$75,000	42%	\$1,890,000,000		25,200
o 50% max./P.O.	\$58,603	\$175,809	\$87,905	11%	\$580,169,700		6,600
Total				100%	\$3,958,495,200	N/A	60,000

OPTION 7 - ATTORNEY GENERAL / HYPOTHETICAL CRIME BILL ALLOCATION

o 75% (<\$75,000)	\$23,457	\$70,370	\$52,778	34% *	\$1,076,661,000		20,400
o \$75,000 max./P.O.	\$38,955	\$116,865	\$75,000	33% *	\$1,485,000,000		19,800
o 50% max./P.O.	\$58,603	\$175,809	\$87,905	33% *	\$1,740,509,100		19,800
Total				100%	\$4,302,170,100	\$343,674,900	60,000

* This hypothetical allocation assumes a roughly equal distribution of officers will be funded among the three categories of grant recipients: jurisdictions with (1) average per officer costs of less than \$75,000; (2) average per officer costs somewhere between \$75,000 and \$150,000; and average per officer costs of more than \$150,000 (Federal funding at 50%).

NOTE: THE ESTIMATES FOR EACH OPTION ARE BASED ON PRELIMINARY DATA FROM ROUND 1 APPLICANTS TO THE POLICE HIRING SUPPLEMENT PROGRAM.

0006

DOJ-OPD

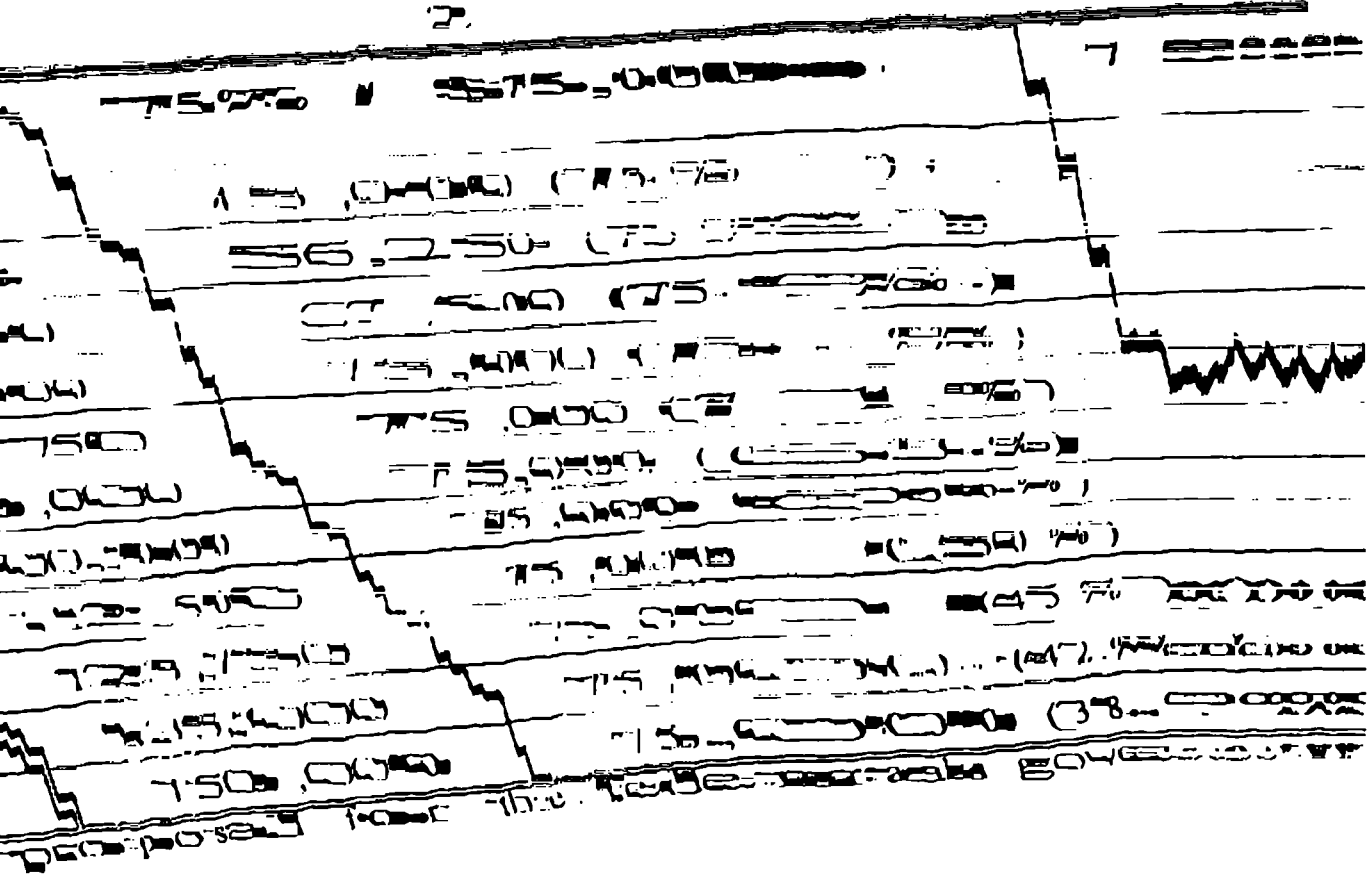
202 514 8639

10/27/93 14:29

ED BENEFITS

Salary (3SB)	3 Year Cost (3SB)*
60,000	60,000
75,000	75,000
90,000	90,000
100,000	100,000
105,000	105,000
120,000	120,000
133,333	133,333
150,000	150,000
165,000	165,000
180,000	180,000
200,000	200,000

- * This is effectively the Schedule proposed for the PHSP:
1. 75% (3SB)
 2. 75% up to \$75,000
 3. 75% up to \$100,000
 4. PHSP: Maximum of 75%



PHSP: Maximum of 75%

TABLE

3

4

1

	PRIN SP	25%	75%
5% / \$100,000.00			
5,000 (75%)	45,000 (75%)	15,000	\$
56,250 (75%)	56,250 (75%)	18,750	\$
67,500 (75%)	67,500 (75%)	22,500	\$
78,750 (75%)	78,750 (75%)	25,000	\$
90,000 (75%)	90,000 (75%)	26,250	\$
100,000 (75%)	100,000 (75%)	30,000	\$
100,000 (61%)	100,000 (61%)	33,333	\$
100,000 (50%)	100,000 (50%)	37,500	\$
100,000 (50%)	100,000 (50%)	45,000	\$
100,000 (50%)	100,000 (50%)	50,000	\$

When need to pay actual expenses less 10% \$75,000/yr. The 6%

(3,513)



Office of Policy Development
United States Department of Justice
10th Street and Constitution Avenue, N.W.
Washington, D.C. 20530

Date: 10-27-93

TO:

DOSE CERD

FAX: 456-7028

VOICE: _____

FROM:

Grace Mastali

VOICE: (202) _____

FAX: (202) 514-8639

Total Pages (excluding this cover): _____

Additional Message:

**OPTIONS RE: CRIME BILL FUNDING FORMULAE
DISPLAY OF FEDERAL/GRANTEE SPLIT FOR 3 YEAR GRANTS**

SALARY AND BENEFITS		FEDERAL SHARE				GRANTEE	
		1	2	3	4	1	2
Annual Salary and Benefits (SB)	3 Year Cost (3SB)*	75%	75% / \$75,000	75% / \$100,000	PHSP	25%	75% / \$75,000
20,000	60,000	45,000	45,000 (75%)	45,000 (75%)	45,000 (75%)	15,000	\$ 15,000 (25%)
25,000	75,000	56,250	56,250 (75%)	56,250 (75%)	56,250 (75%)	18,750	\$ 18,750 (25%)
30,000	90,000	67,500	67,500 (75%)	67,500 (75%)	67,500 (75%)	22,500	\$ 22,500 (25%)
33,333	100,000	75,000	75,000 (75%)	75,000 (75%)	75,000 (75%)	25,000	\$ 25,000 (25%)
35,000	105,000	78,750	75,000 (71%)	78,750 (75%)	75,000 (71%)	26,250	\$ 30,000 (29%)
40,000	120,000	90,000	75,000 (63%)	90,000 (75%)	75,000 (63%)	30,000	\$ 45,000 (38%)
44,444	133,333	100,000	75,000 (56%)	100,000 (75%)	75,000 (65%)	33,333	\$ 58,333 (44%)
50,000	150,000	112,500	75,000 (50%)	100,000 (67%)	75,000 (50%)	37,500	\$ 75,000 (50%)
55,000	165,000	123,750	75,000 (45%)	100,000 (61%)	82,500 (50%)	41,250	\$ 90,000 (55%)
60,000	180,000	135,000	75,000 (42%)	100,000 (56%)	90,000 (50%)	45,000	\$105,000 (58%)
66,666	200,000	150,000	75,000 (38%)	100,000 (50%)	100,000 (50%)	50,000	\$125,000 (63%)

* This is effectively the Schumer proposal for the federal government to pay actual expenses up to \$75,000/year. The grantee share is 0.

1. 75% (3SB)
2. 75% up to \$75,000
3. 75% up to \$100,000
4. PHSP: Maximum of 75% (3SB) up to \$75,000 or 50% (3SB)

E SHARE	
3	4
75% / \$100,000	PHSP
\$15,000 (25%)	\$15,000 (25%)
\$18,750 (25%)	\$18,750 (25%)
\$22,500 (25%)	\$22,500 (25%)
\$25,000 (25%)	\$25,000 (25%)
\$26,250 (25%)	\$30,000 (29%)
\$30,000 (25%)	\$45,000 (38%)
\$33,333 (25%)	\$58,333 (44%)
\$50,000 (33%)	\$75,000 (50%)
\$65,000 (39%)	\$82,500 (50%)
\$80,000 (44%)	\$90,000 (50%)
\$100,000 (50%)	\$100,000 (50%)

OPTION WITH ADDITIONAL FUNDING

ASSUMPTION -- 75%, 65%, 50%, 25%, 10% federal match, Per-Officer Cost of \$50,000

\$50,000 salary + benefits	FIRST YEAR	SECOND YEAR	THIRD YEAR	FOURTH YEAR	FIFTH YEAR
federal share --	\$37,500	\$32,500	\$25,000	\$12,500	\$5,000
local share --	\$12,500	\$17,500	\$25,000	\$37,500	\$45,000

	1994	1995	1996	1997	1998	TOTALS
CLASS A-FED \$	\$375,000,000	\$325,000,000	\$250,000,000	\$125,000,000	\$50,000,000	
State/Local \$	\$125,000,000	\$175,000,000	\$250,000,000	\$375,000,000	\$450,000,000	
# of Police	10,000	10,000	10,000	10,000	10,000	
CLASS B-FED \$		\$375,000,000	\$325,000,000	\$250,000,000	\$125,000,000	
State/Local \$		\$125,000,000	\$175,000,000	\$250,000,000	\$375,000,000	
# of Police		10,000	10,000	10,000	10,000	
CLASS C-FED \$			\$375,000,000	\$325,000,000	\$250,000,000	
State/Local \$			\$125,000,000	\$175,000,000	\$250,000,000	
# of Police			10,000	10,000	10,000	
CLASS D-FED \$				\$375,000,000	\$325,000,000	
State/Local \$				\$125,000,000	\$175,000,000	
# of Police				10,000	10,000	
CLASS E-FED \$					\$375,000,000	
State/Local \$					\$125,000,000	
# of Police					10,000	
TOTAL COST						
TO LOCALS	\$125,000,000	\$300,000,000	\$550,000,000	\$925,000,000	\$1,375,000,000	\$3,275,000,000
Federal funds						
Police (90%)	\$375,000,000	\$700,000,000	\$950,000,000	\$1,075,000,000	\$1,125,000,000	\$4,225,000,000
Admin. (5%)	\$18,750,000	\$36,000,000	\$47,600,000	\$53,750,000	\$56,250,000	\$211,250,000
Training (5%)	\$18,750,000	\$35,000,000	\$47,500,000	\$53,750,000	\$56,250,000	\$211,250,000
TOTAL COST						
TO FEDERAL	\$412,500,000	\$770,000,000	\$1,045,000,000	\$1,182,500,000	\$1,237,500,000	\$4,647,500,000

OPTION WITH ADDITIONAL FUNDING -- 60,000 POLICE

 ASSUMPTION -- 75%, 65%, 50%, 25%, 10% federal match, Per-Officer Cost of \$50,000

\$50,000 salary + benefits	FIRST YEAR	SECOND YEAR	THIRD YEAR	FOURTH YEAR	FIFTH YEAR
federal share --	\$37,500	\$32,500	\$25,000	\$12,500	\$5,000
local share --	\$12,500	\$17,500	\$25,000	\$37,500	\$45,000

	1994	1995	1996	1997	1998	TOTALS

CLASS A-FED \$	\$562,500,000	\$487,500,000	\$375,000,000	\$187,500,000	\$75,000,000	
State/Local \$	\$187,500,000	\$262,500,000	\$375,000,000	\$562,500,000	\$675,000,000	
# of Police	15,000	15,000	15,000	15,000	15,000	
CLASS B-FED \$		\$562,500,000	\$487,500,000	\$375,000,000	\$187,500,000	
State/Local \$		\$187,500,000	\$262,500,000	\$375,000,000	\$562,500,000	
# of Police		15,000	15,000	15,000	15,000	
CLASS C-FED \$			\$375,000,000	\$325,000,000	\$250,000,000	
State/Local \$			\$125,000,000	\$175,000,000	\$250,000,000	
# of Police			10,000	10,000	10,000	
CLASS D-FED \$				\$375,000,000	\$325,000,000	
State/Local \$				\$125,000,000	\$175,000,000	
# of Police				10,000	10,000	
CLASS E-FED \$					\$375,000,000	
State/Local \$					\$125,000,000	
# of Police					10,000	
TOTAL COST						
TO LOCALS	\$187,500,000	\$450,000,000	\$762,500,000	\$1,237,500,000	\$1,787,500,000	\$4,425,000,000
Federal funds						
Police (90%)	\$562,500,000	\$1,050,000,000	\$1,237,500,000	\$1,262,500,000	\$1,212,500,000	\$5,325,000,000
Admin. (5%)	\$28,125,000	\$52,500,000	\$61,875,000	\$63,125,000	\$60,625,000	\$266,250,000
Training (5%)	\$28,125,000	\$52,500,000	\$61,875,000	\$63,125,000	\$60,625,000	\$266,250,000
TOTAL COST						
TO FEDERAL	\$618,750,000	\$1,155,000,000	\$1,361,250,000	\$1,388,750,000	\$1,333,750,000	\$5,857,500,000

OPTION WITH ADDITIONAL FUNDING -- 60,000 POLICE, BUT HOLD TO \$5 BILLION TARGET

ASSUMPTION -- 75%, 50%, 40%, 25%, 10% federal match, Per-Officer Cost of \$50,000

\$50,000 salary + benefits	FIRST YEAR	SECOND YEAR	THIRD YEAR	FOURTH YEAR	FIFTH YEAR
federal share --	\$37,500	\$25,000	\$20,000	\$12,500	\$5,000
local share --	\$12,500	\$25,000	\$30,000	\$37,500	\$45,000

	1994	1995	1996	1997	1998	TOTALS

CLASS A-FED \$	\$562,500,000	\$375,000,000	\$300,000,000	\$187,500,000	\$75,000,000	
State/Local \$	\$187,500,000	\$375,000,000	\$450,000,000	\$562,500,000	\$675,000,000	
# of Police	15,000	15,000	15,000	15,000	15,000	
CLASS B-FED \$		\$562,500,000	\$375,000,000	\$300,000,000	\$187,500,000	
State/Local \$		\$187,500,000	\$375,000,000	\$450,000,000	\$562,500,000	
# of Police		15,000	15,000	15,000	15,000	
CLASS C-FED \$			\$375,000,000	\$250,000,000	\$200,000,000	
State/Local \$			\$125,000,000	\$250,000,000	\$300,000,000	
# of Police			10,000	10,000	10,000	
CLASS D-FED \$				\$375,000,000	\$250,000,000	
State/Local \$				\$125,000,000	\$250,000,000	
# of Police				10,000	10,000	
CLASS E-FED \$					\$375,000,000	
State/Local \$					\$125,000,000	
# of Police					10,000	
TOTAL COST						
TO LOCALS	\$187,500,000	\$562,500,000	\$950,000,000	\$1,387,500,000	\$1,912,500,000	\$5,000,000,000
Federal funds						
Police (90%)	\$562,500,000	\$937,500,000	\$1,050,000,000	\$1,112,500,000	\$1,087,500,000	\$4,750,000,000
Admin. (5%)	\$28,125,000	\$46,875,000	\$52,500,000	\$55,625,000	\$54,375,000	\$237,500,000
Training (5%)	\$28,125,000	\$46,875,000	\$52,500,000	\$55,625,000	\$54,375,000	\$237,500,000
TOTAL COST						
TO FEDERAL	\$618,750,000	\$1,031,250,000	\$1,155,000,000	\$1,223,750,000	\$1,196,250,000	\$5,225,000,000

OPTION FOUR

ASSUMPTION -- 75% federal match for 3 years, Per-Officer Cost of \$50,000

\$50,000 salary + benefits	FIRST YEAR	SECOND YEAR	THIRD YEAR
federal share --	\$37,500	\$37,500	\$37,500
local share --	\$12,500	\$12,500	\$12,500

	1994	1995	1996	1997	1998	TOTALS
CLASS A-FED \$	\$375,000,000	\$375,000,000	\$375,000,000	0	0	
State/Local \$	\$125,000,000	\$125,000,000	\$125,000,000	\$500,000,000	\$500,000,000	
# of Police	10,000	10,000	10,000	10,000	10,000	
CLASS B-FED \$		\$375,000,000	\$375,000,000	\$375,000,000	0	
State/Local \$		\$125,000,000	\$125,000,000	\$125,000,000	\$500,000,000	
# of Police		10,000	10,000	10,000	10,000	
CLASS C-FED \$			\$375,000,000	\$375,000,000	\$375,000,000	
State/Local \$			\$125,000,000	\$125,000,000	\$125,000,000	
# of Police			10,000	10,000	10,000	
CLASS D-FED \$				\$375,000,000	\$375,000,000	
State/Local \$				\$125,000,000	\$125,000,000	
# of Police				10,000	10,000	
CLASS E-FED \$					\$375,000,000	
State/Local \$					\$125,000,000	
# of Police					10,000	
TOTAL COST						
TO LOCALS	\$125,000,000	\$250,000,000	\$375,000,000	\$875,000,000	\$1,375,000,000	\$3,000,000,000
Federal funds						
Police (90%)	\$375,000,000	\$750,000,000	\$1,125,000,000	\$1,125,000,000	\$1,125,000,000	\$4,500,000,000
Admin. (5%)	\$18,750,000	\$37,500,000	\$56,250,000	\$56,250,000	\$56,250,000	\$225,000,000
Training (5%)	\$18,750,000	\$37,500,000	\$56,250,000	\$56,250,000	\$56,250,000	\$225,000,000
TOTAL COST						
TO FEDERAL	\$412,500,000	\$825,000,000	\$1,737,500,000	\$1,237,500,000	\$1,237,500,000	\$4,950,000,000