

THE WHITE HOUSE

WASHINGTON

May 26, 1993

MEMORANDUM FOR THE PRESIDENT

**FROM: BRUCE REED, DEPUTY ASSISTANT TO THE PRESIDENT
JOSE CERDA III, SENIOR POLICY ANALYST
RANA SAMPSON, WHITE HOUSE FELLOW**

SUBJECT: THE ATTORNEY GENERAL'S MEMORANDUM ON POLICING

As you know, we have been working with the Justice Department and OMB on a credible proposal to meet your campaign promise of putting 100,000 new law enforcement personnel on the street. At least half of these new cops will have to come from a modified version of last year's crime bill.

We are close to agreement on the basic policing provisions of this bill. However, the Attorney General's May 24 memorandum raises a few outstanding issues on which we would like your guidance.

1. How Much to Spend on Community Policing Versus "Multidisciplinary and Early Intervention"

First, the Attorney General would like to be able to use 40% of the policing funds for "multidisciplinary-early intervention teams and other innovative ideas for community groups or local agencies." OMB has already calculated that it will be difficult to meet your 100,000 pledge even if we use 100 percent of the funds available for new hires; you are guaranteed to not be able to meet it by using only 60% of the funds.

We are interested in the Attorney General's innovative approaches to policing and other public safety and social services and agree that simply putting more police on the streets is not enough. But rather than compromise your 100,000 pledge, we would focus on prevention through community policing.

As you know, community policing is a partnership between police and neighborhood residents, between police and other agencies of government, and between police and the private sector. It allows police, who under the emergency response model deal with the same problems on a day-to-day basis, to work with neighborhood residents and others to actually solve problems and prevent crimes from happening in the first place.

Community policing works. But as is evident from Lee Brown's experience in Houston and New York, community policing has spread slowly, on a city-by-city basis. Its implementation is dependent on progressive police chiefs, friendly city councils and the availability of local funds. Your 100,000 new police proposal ought to be the mechanism by which the nation's police forces convert to community policing.

Equally important, dramatically increasing community policing will do much more than prevent crimes; it will help establish a community policing infrastructure to which other prevention and early intervention strategies can be grafted. Without first establishing an increased police presence in certain neighborhoods, police will still be tied to the "tyranny of 911" reactive policing -- and unable to find the time to build partnerships with social workers, treatment providers and others coming in to offer their services. It would be possible to earmark a small amount of funds -- say, \$10 million -- that the Attorney General could use for demonstration projects in these areas. But we believe the empowerment zone proposal already gives her the opportunity to work with other agencies and local communities to develop the kind of comprehensive approaches she describes in her memorandum.

2. Community Involvement and Local Matching Funds

The Attorney General suggests that cities may not be able to provide any matching funds. We believe that some local match is essential in order to make the most of limited federal funds, ensure that communities have a stake in the program, and see that cities make a commitment to community policing that continues long after federal dollars are gone.

We recommend that the legislation require a partial match.

3. Police Corps

The Attorney General would like to restructure the Police Corps to make the program more workable for states and localities. Essentially, she would like to make the Corps more locally-based, in keeping with your National Service proposal.

On pure policy grounds, we like the Justice Department's proposed changes to the Police Corps. As included in last year's crime bill, we believe the Corps is not a cost effective means for increasing police force levels because it pays for college education and some police training but does nothing to help communities afford to hire more police. It replicates a much smaller program that has already been included in the National Service legislation. (The National Service program will also enable young people to serve as "community service officers," rather than sworn police officers.)

Moreover, the Police Corps is still strongly opposed by the police unions, police chiefs, cities and others, who would welcome Justice's proposed changes. Similarly, Chairman Brooks and Representative Schumer would also support scaling back the Corps.

But you should be warned that fundamentally altering the Police Corps could enrage its intellectual godfather and chief advocate, Adam Walinsky. No doubt he will go to his congressional supporters -- Senator Kennedy, Representative McCurdy and others -- and to the editorial boards that strongly support his proposal, in an effort to undo our changes. We fear that Walinsky might try to make the Administration look soft on crime in the process.

Since the Police Corps language included in last year's bill (with additional scholarships for in-service cops) has passed the Congress repeatedly and without hearings, we would recommend sticking with that language -- but scaling back the program's costs to what the Administration proposed in this year's budget (\$25 million). This will enable us to avoid political backlash, but still be able to use most of the money in the crime bill to put 100,000 police on the street.

**Office of the Attorney General****Washington, D.C. 20530****May 24, 1993****INFORMATION MEMORANDUM TO THE PRESIDENT****FROM: The Attorney General**

A handwritten signature in dark ink, appearing to read "Janet Reno", is written over the "FROM:" line.

SUBJECT: Crime Bill -- Policing and Public Safety Initiatives

SUMMARY: The policing and public safety initiative, proposed for inclusion as Title I of the Crime Bill, will provide resources to increase the number of state and local police officers. However, there are a number of outstanding policy issues which remain to be resolved to assure that this initiative also truly enhances public safety, crime and violence prevention and community development. This memorandum provides my views on the most critical elements of this initiative.

I understand that the Administration wants to move quickly regarding the crime legislation. We are very nearly ready to go forward with a modified version of 1992 Conference Report, expected to be introduced by Chairmen Biden and Brooks.

From my perspective the most substantive element of the bill, the Brady Bill aside, is the new "Policing and Public Safety" title the Administration plans to propose. This title of the crime bill will be the Administration's first (and perhaps only) major legislative opportunity to impact significantly crime control and prevention activities nationwide. Indeed, the Administration should use this piece of the crime bill to implement prevention initiatives.

Putting additional police on the streets is not alone enough; we must change the nature of policing to have an effective and preventive impact on crime and violence in our communities. This is a threshold and necessary predicate to community stability and economic growth. The resources available for hiring police must be spent as part of a more comprehensive public safety strategy to reorient policing away from reactive and discrete response and toward crime and violence prevention and problem solving.

To achieve this goal, my staff has been working with the staff of the Domestic Policy Council to prepare a policing

proposal that will add more than half of the new officers you seek. This title of the crime bill will consist of a flexible discretionary grants program and a substantially streamlined police corps proposal.

Our proposal will ensure that police officers added under this initiative be used as part of a locally-designed public safety program to support community policing activities; assist communities and police departments in developing proactive and preventive crime control programs; and enhance training and educational opportunities for police officers to ensure they have the necessary skills to meet the challenges they face. The proposal also supports a limited police corps program for individuals interested in law enforcement careers.

However, I am concerned by what seems to be a focus on simply hiring new officers as quickly as possible. Such an approach would jeopardize, wholly unnecessarily, the following key elements of the Department's proposal:

Discretionary Grants.

- Funds should be distributed through discretionary grants, not formula grants, in order to:
 - ▶ Target funds to specific localities most in need of assistance.
 - ▶ Facilitate the development of locally-designed, long-term public safety plans.
 - ▶ Promote community commitment and involvement in public safety plans by establishing incentive mechanisms based on levels of community support.
 - ▶ Eliminate risk of funds being simply banked by state or local authorities or used for one-time investments such as for equipment or overtime.
 - ▶ Provide flexibility necessary for the program to respond to the changing policing needs of communities.
- Under a discretionary grant program, the process would function as follows:
 - ▶ Applications would require a long-term strategy and a detailed implementation plan by a local steering committee (including consultation with community groups and other appropriate public and private agencies) which:

(1) demonstrates a specific public safety need;

- (2) explains the locality's inability to meet the need without federal assistance;
 - (3) sets forth plans to redirect local government resources or alter policing practices to support the initiative;
 - (4) outlines related local government initiatives which complement the policing proposal; and
 - (5) identifies the initial and ongoing level of community support.
- ▶ Detailed applications will be submitted to the Byrne grant agency in each state, which will review the applications and forward the best proposals (measured against criteria promulgated by the Attorney General) to the Department of Justice.
 - ▶ The Department will review the applications of all finalists designated by the states and determine the winners. Each state will be eligible for multiple awards. The maximum number of grantees per state will be determined by a population-based formula.

Allocation of Funds to Maximize Impact.

- The legislation would reserve sixty percent of the discretionary funds available to the Department to programs to hire, rehire and/or redeploy police officers. Forty percent of the funds also would be available to support other policing-related public safety and crime prevention activities such as multidisciplinary-early intervention teams, or other innovative ideas proposed by community groups or local agencies.
- The program should allow us to sponsor policing and public safety initiatives nationwide, including sites not affiliated with the Economic Empowerment Act. The Administration should not place limits on which sites are eligible for funding.
- New hire assistance must be sufficient for fiscally strapped cities, who may be unable to provide any matching funds. Given this, \$50,000 per new hire over the life of the program is not adequate.
- The police corps initiative should be as small as politically feasible. In my view, the Community Policing Corps proposal, combined with the National Service Program, is a good faith effort to measure the effects of educational enhancements for police and honor related campaign promises.

We must, of course, make good on the Administration's commitment to assist communities with additional resources for community policing, but we must do so in a way that makes the investment felt long-term in the particular communities chosen. The program outlined above will, I believe based on my experience in Miami, accomplish that end and will, in addition, integrate well with other community crime and violence prevention, health, education, and economic development initiatives underway. Finally, nothing in the Department of Justice's proposal will delay the final preparation and submission of the legislation.

I look forward to working with your staff to quickly resolve these outstanding policy issues.

THE WHITE HOUSE

WASHINGTON

May 20, 1993

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED, DEPUTY ASSISTANT TO THE PRESIDENT
JOSE CERDA III, SENIOR POLICY ANALYST

SUBJECT: UPDATE ON 100,000 NEW POLICE

Carol Rasco passed along your request for an update on the status of the Administration's plans to put 100,000 cops on the street. We have been working with the Justice Department and OMB on a credible proposal to meet your campaign promise.

Although funds are tight, we believe the Administration can claim credit for up to 100,000 new law enforcement personnel from the following sources:

Crime Bill	- 50,000	-- \$3-5 billion over 5 years
Jobs Package	- 10,000	-- \$200 million over 2 years
Enterprise Zones	- 15,000	-- \$500 million over 2 years
HUD's Compac	- 5,000	-- \$750 million over 5 years
ED's Safe Schools	- 100	-- \$235 million over 5 years
National Service	- 20,000	-- no set amount
Troops to Cops	-	to be determined

Total Cops 100,100

I. Revised Crime Bill -- Community Policing/Cop on the Beat

The Domestic Policy Council and the Justice Department recommend that our main vehicle for putting more cops on the street should be a modified version of last year's crime bill, with a new Administration-backed title on community policing. There is widespread support on the Hill for more cops. Senator Biden is working with the state attorneys general on habeas corpus reform, the main sticking point from last year. The rest of last year's conference report would remain largely unchanged. The Brady Bill would still be included.

Senator Biden is concerned that we work this out quickly because he believes that Gramm and the GOP could introduce their own crime bill any day. He would like the Senate to take up this issue in June, before the July 4th recess. We will be ready to proceed as soon as the economic plan clears the House.

The linchpin of the 100,000 new police proposal should be a single grant program administered by the Justice Department that helps states and localities put police on the street by providing a source of direct funding.

TOTAL NEW POLICE -- 50,000

II. Jobs Package -- Re-Hire/New Hire Proposal

Per your request, the new jobs bill now contains \$200 million to re-hire or hire additional police officers, perhaps as many as 10,000. These funds could also be used to redeploy police officers onto the streets in community policing roles.

If passed, DOJ would have to spend \$44 million of this money in FY 1993 through its current discretionary authority. The Attorney General has considerable flexibility in awarding these funds. Hopefully, if we move quickly on a crime bill, the remainder of the funds could be spent under the authorizing language to be included in the Biden/Brooks crime bill.

TOTAL NEW POLICE -- 10,000

III. Empowerment Zones -- Community Investment Program

The Empowerment Zone legislation authorizes \$250 million in FY 1994 (already appropriated) and \$250 million in FY 1995 for community policing grants to these 110 areas selected by the Enterprise Board. The Attorney General has broad discretion to make these grants: they can be made under the general language in the legislation; they can be made under current Justice programs; or they can be made under authorizing language passed in a new crime bill.

TOTAL NEW POLICE -- 15,000

IV. Department of Housing and Urban Development -- COMPAC

To help housing authorities fight against crime, HUD has proposed restructuring its current Drug Elimination Grant Program into a considerably more flexible Community Partnership Against Crime (COMPAC). The program is budgeted for \$265 million next year,

and \$1.5 billion over the next five years. HUD expects that about \$150 million of these funds per year will be spent on law enforcement or security personnel, including community-based policing efforts that would increase police presence on public housing complexes.

TOTAL NEW POLICE -- 5,000

V. Department of Education -- Safe Schools

We have amended the Department of Education's draft of Safe Schools legislation to allow the program's monies to be used for "sworn" police officers, not only professional security personnel. While hiring "sworn" police personnel may prove too expensive to use them in the same round-the-clock manner as security guards, they can be used more cost-effectively in community policing roles, including schools as part of their "beat".

TOTAL NEW POLICE -- 100

VI. National Service -- National Service Officers

The National Service Trust Fund estimates that some 20,000 of its participants will serve in law enforcement/public safety roles. These "national service officers" could be used to assist police departments in the broad areas of community policing and crime prevention. They could take reports, staff telephone crime reporting units and administer citizen crime prevention surveys. Relieving officers from these time-consuming duties would potentially free more police officers to become cops "on the beat", and the support work will make officers more effective in their crime-fighting. With direct funding available for most of the new police, we believe it is credible to use National Service members serving in public safety/law enforcement roles in our 100,000 count.

TOTAL NEW NSOs -- 20,000

VII. Military/Labor -- Troops to Cops Demonstration Programs

We are working with the Labor and Defense Departments to define these proposals. However, substantial funds are not available from these sources.

As we understand it, monies available under Senator Nunn's "Troop to Teachers" initiative are not available for a "Troops to Cops" initiative without new authorizing language. Currently, this DoD account has about \$65 million in it, \$20 million of which could probably be used for a cops initiative.

Perhaps as much as \$75 million may be available through the Department of Labor if we develop appropriate demonstration projects under amendments to the Job Training Partnership Act. Authority to undertake such projects was enacted in the 1991 Defense Department Authorization.

TOTAL NEW POLICE -- TO BE DETERMINED

THE WHITE HOUSE

WASHINGTON

April 27, 1993

MEMORANDUM FOR THE PRESIDENT

FROM: BRUCE REED, DEPUTY ASSISTANT TO THE PRESIDENT
JOSE CERDA III, SENIOR POLICY ANALYST

SUBJECT: CRIME BILL CONSIDERATIONS

In structuring a proposal that meets your pledge to put 100,000 new police officers on the street, Domestic Policy has combined a series of crime-related initiatives. Inadequate funding caused us to take this piecemeal approach and to include Enterprise Zones, HUD's crime initiative, Safe Schools legislation and National Service participants in the 100,000 calculation. But the crime bill component of this plan has always been the central -- and most credible -- element of our 100,000 new police proposal.

Last year's crime bill conference report does not really include monies for hiring new law enforcement personnel. The bill's Cop on the Beat program does not allow funds to be used for new personnel, and the increase in funding for the Edward Byrne Memorial State and Local Law Enforcement Assistance Programs was enacted as part of separate legislation after the crime bill conference report failed last year. The Police Corps, as included in last year's bill, only offers scholarship assistance and provides no direct funding to put police on the streets. Moreover, given the scarcity of resources for the policing initiative, we do not believe the Police Corps is a cost effective means for increasing police force levels. Thus, without changes to the language and funding levels for these programs, the crime bill will not put more police on our streets.

So that the crime bill properly reflects your commitment to the 100,000 police pledge, we have been structuring a proposal, the Police on Our Streets Act, that would combine the Justice Department's spending for new programs and use that \$2.299 billion in budget authority to fund a single match grant program. We would then have a single direct funding source for the majority of our new police personnel.

We have spoken to Senator Biden's and Congressman Schumer's staff about such an approach, and they believe a "Police on Our Streets Act" could easily be incorporated as Title I of a new crime bill. We have not spoken to Chairman Brooks' staff about this specific proposal, but we believe he would be open to the idea. Chairman Brooks has been a critic of the large scale Police Corps included in the crime bill, and he may support scaling back the program.

A summary of the major provisions in the crime bill is attached.

Developing the Cops Initiative (Hiring Scenarios)

14-May
10:28 AM

Total Funding Available for Hires (Note: Assumes Alternative A)	\$500,000,000	\$569,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994 Available BA # of Cops funded	500,000,000 13,333	333,333,333	166,666,667	0		13,333
New Officers in 1995 Available BA # of Cops funded		235,666,667 6,284	157,111,111	78,555,556	0	6,284
New Officers in 1996 Available BA # of Cops funded			207,222,222 5,526	138,148,148	69,074,074	5,526
New Officers in 1997 Available BA # of Cops funded				395,296,296 10,541	263,530,864	10,541
New Officers in 1998 Available BA # of Cops funded					329,395,062 8,784	8,784

Assumptions:

Scenario:

① KEN'S

Full Cost of an Officer

\$50,000

44,469

% of Full Cost Funded Federally

Year 1
0.75

Year 2
0.5

Year 3
0.25

Year 4
0

Sum of Fed.
Cost Per Cop
= \$75,000

Annual Fed. Subsidy per Officer

\$37,500

\$25,000

\$12,500

\$0

Budget Authority Available for Cops Initiative

President's Budget

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000

SUBTOTAL (COPS) \$500,000,000 \$519,000,000 \$406,000,000 \$487,000,000 \$537,000,000

Police Corps \$0 \$75,000,000 \$150,000,000 \$150,000,000 \$150,000,000

TOTAL \$500,000,000 \$594,000,000 \$556,000,000 \$637,000,000 \$687,000,000

Alternative A: Assumes Police Corps Demo of \$25M Annually

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000

SUBTOTAL (COPS) \$500,000,000 \$569,000,000 \$531,000,000 \$612,000,000 \$662,000,000

Police Corps Demo \$25,000,000 \$25,000,000 \$25,000,000 \$25,000,000 \$25,000,000

TOTAL \$525,000,000 \$594,000,000 \$556,000,000 \$637,000,000 \$687,000,000

Developing the Cops Initiative (Hiring Scenarios)

14-May
10:30 AM

Total Funding Available for Hires (Note: Assumes Alternative A)	\$500,000,000	\$569,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994						
Available BA	500,000,000	333,333,333	166,666,667	0		
# of Cops funded	15,152					15,152
New Officers in 1995						
Available BA		235,666,667	157,111,111	78,555,556	0	
# of Cops funded		7,141				7,141
New Officers in 1996						
Available BA			207,222,222	138,148,148	69,074,074	
# of Cops funded			6,279			6,279
New Officers in 1997						
Available BA				395,296,296	263,530,864	
# of Cops funded				11,979		11,979
New Officers in 1998						
Available BA					329,395,062	
# of Cops funded					9,982	9,982

Assumptions:

Full Cost of an Officer

\$44,000

Scenario: 2 X lowest full cost to reach 10,000 Cops

50,533

% of Full Cost Funded Federally

Year 1
0.75

Year 2
0.5

Year 3
0.25

Year 4
0

Sum of Fed.
Cost Per Cop
= \$66,000

Annual Fed. Subsidy per Officer

\$33,000

\$22,000

\$11,000

\$0

= \$66,000

Budget Authority Available for Cops Initiative

President's Budget

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
SUBTOTAL (COPS)	\$500,000,000	\$519,000,000	\$406,000,000	\$487,000,000	\$537,000,000

Police Corps

\$0 \$75,000,000 \$150,000,000 \$150,000,000 \$150,000,000

TOTAL

\$500,000,000 \$594,000,000 \$556,000,000 \$637,000,000 \$687,000,000

Alternative A: Assumes Police Corps Demo of \$25M Annually

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000
SUBTOTAL (COPS)	\$500,000,000	\$569,000,000	\$531,000,000	\$612,000,000	\$662,000,000
Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
TOTAL	\$525,000,000	\$594,000,000	\$556,000,000	\$637,000,000	\$687,000,000

Developing the Cops Initiative (Hiring Scenarios)

14-May
10:48 AM

Total Funding Available for Hires (Note: Assumes Alternative A)	\$500,000,000	\$569,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994 Available BA # of Cops funded	500,000,000 27,778	333,333,333	166,666,667	0	0	27,778
New Officers in 1995 Available BA # of Cops funded		235,666,667 13,093	157,111,111	78,555,556	0	13,093
New Officers in 1996 Available BA # of Cops funded			207,222,222 11,512	138,148,148	69,074,074	11,512
New Officers in 1997 Available BA # of Cops funded				395,296,296 21,961	263,530,864	21,961
New Officers in 1998 Available BA # of Cops funded					329,395,062 18,300	18,300
Assumptions:	Scenario: 3					
Full Cost of an Officer	\$24,000					92,643
% of Full Cost Funded Federally	Year 1 0.75	Year 2 0.5	Year 3 0.25	Year 4 0	Year 5 0	Sum of Fed. Cost Per Cop
Annual Fed. Subsidy per Officer	\$18,000	\$12,000	\$6,000	\$0	\$0	= \$36,000

Budget Authority Available for Cops Initiative

President's Budget

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000

SUBTOTAL (COPS)	\$500,000,000	\$519,000,000	\$406,000,000	\$487,000,000	\$537,000,000
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Police Corps	\$0	\$75,000,000	\$150,000,000	\$150,000,000	\$150,000,000
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TOTAL	\$500,000,000	\$594,000,000	\$556,000,000	\$637,000,000	\$687,000,000
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Alternative A: Assumes Police Corps Demo of \$25M Annually

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000

SUBTOTAL (COPS)	\$500,000,000	\$569,000,000	\$531,000,000	\$612,000,000	\$662,000,000
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Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
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TOTAL	\$525,000,000	\$594,000,000	\$556,000,000	\$637,000,000	\$687,000,000
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Developing the Cops Initiative (Hiring Scenarios)

14-May
10:58 AM

Total Funding Available for Hires (Note: Assumes Alternative A)	\$500,000,000	\$569,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	<u>Total Officers</u>
New Officers in 1994						
Available BA	500,000,000	333,333,333	166,666,667	0	0	
# of Cops funded	15,152					15,152
New Officers in 1995						
Available BA		235,666,667	157,111,111	78,555,556	0	
# of Cops funded		7,141				7,141
New Officers in 1996						
Available BA			207,222,222	138,148,148	69,074,074	
# of Cops funded			6,279			6,279
New Officers in 1997						
Available BA				395,296,296	263,530,864	
# of Cops funded				11,979		11,979
New Officers in 1998						
Available BA					329,395,062	
# of Cops funded					9,982	9,982

Scenario:

Assumptions:

Ave. Full Cost of an Officer	\$44,000	Urban: 40% =	\$50,000			
		Rural: 60% =	\$40,000			
						50,533
% of Full Cost Funded Federally	<u>Year 1</u> 0.75	<u>Year 2</u> 0.5	<u>Year 3</u> 0.25	<u>Year 4</u> 0	<u>Year 5</u> 0	Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$33,000	\$22,000	\$11,000	\$0	\$0	= \$66,000

Budget Authority Available for Cops Initiative

President's Budget

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
SUBTOTAL (COPS)	\$500,000,000	\$519,000,000	\$406,000,000	\$487,000,000	\$537,000,000
Police Corps	\$0	\$75,000,000	\$150,000,000	\$150,000,000	\$150,000,000
TOTAL	\$500,000,000	\$594,000,000	\$556,000,000	\$637,000,000	\$687,000,000

Alternative A: Assumes Police Corps Demo of \$25M Annually

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000
SUBTOTAL (COPS)	\$500,000,000	\$569,000,000	\$531,000,000	\$612,000,000	\$662,000,000
Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
TOTAL	\$525,000,000	\$594,000,000	\$556,000,000	\$637,000,000	\$687,000,000

Developing the Cops Initiative (Hiring Scenarios)

14-May
11:10 AM

Total Funding Available for Hires (Note: Assumes Alternative A)	\$500,000,000	\$569,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994						
Available BA	500,000,000	250,000,000	166,666,667	166,666,667	166,666,667	
# of Cops funded	16,667					16,667
New Officers in 1995						
Available BA		319,000,000	159,500,000	106,333,333	106,333,333	
# of Cops funded		10,633				10,633
New Officers in 1996						
Available BA			204,833,333	102,416,667	68,277,778	
# of Cops funded			6,828			6,828
New Officers in 1997						
Available BA				236,583,333	118,291,667	
# of Cops funded				7,886		7,886
New Officers in 1998						
Available BA					202,430,556	
# of Cops funded					6,748	6,748

Assumptions:

Ave. Full Cost of an Officer n/a

Scenario:

	Year 1	Year 2	Year 3	Year 4	Year 5	
% of Full Cost Funded Federally	n/a	n/a	n/a	n/a	n/a	Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$30,000	\$15,000	\$10,000	\$10,000	\$0	= \$65,000

54,328
48,762

Budget Authority Available for Cops Initiative

President's Budget

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000

SUBTOTAL (COPS) \$500,000,000 \$519,000,000 \$406,000,000 \$487,000,000 \$537,000,000

Police Corps \$0 \$75,000,000 \$150,000,000 \$150,000,000 \$150,000,000

TOTAL \$500,000,000 \$594,000,000 \$556,000,000 \$637,000,000 \$687,000,000

Alternative A: Assumes Police Corps Demo of \$25M Annually

Stimulus Package	\$200,000,000	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$250,000,000	\$250,000,000	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000

SUBTOTAL (COPS) \$500,000,000 \$569,000,000 \$531,000,000 \$612,000,000 \$662,000,000

Police Corps Demo \$25,000,000 \$25,000,000 \$25,000,000 \$25,000,000 \$25,000,000

TOTAL \$525,000,000 \$594,000,000 \$556,000,000 \$637,000,000 \$687,000,000

DRAFT

Funding Elements of Title I - Public Safety and Policing (Dollars in Thousands)

	<u>1993/1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>Total Program</u>
Economic Stimulus	200,000					200,000
Economic Empowerment Act	250,000	250,000				500,000
Community Policing	50,000	175,000	250,000	300,000	350,000	1,125,000
Police Corps	25,000	75,000	150,000	150,000	150,000	550,000
Police on the Street	0	94,000	156,000	187,000	187,000	624,000
Total Funding Available	\$525,000	\$594,000	\$556,000	\$637,000	\$687,000	\$2,999,000
 Pilot Police Corps Program	 25,000	 0	 0	 0	 0	 25,000
Running Total of Available	500,000	594,000	556,000	637,000	687,000	2,974,000
Redeployment of In-Service Officers	12,000	12,000	12,000	12,000	12,000	60,000
Running Total of Available	488,000	582,000	544,000	625,000	675,000	2,914,000
In-Service Training/Education	15,000	15,000	15,000	10,000	10,000	65,000
Running Total of Available	473,000	567,000	529,000	615,000	665,000	2,849,000
Community Oriented Policing Initiatives	40,000	40,000	40,000	40,000	40,000	200,000
Running Total of Available	433,000	527,000	489,000	575,000	625,000	2,649,000
Administration and Evaluation	2,000	2,000	2,000	2,000	2,000	10,000
Running Total of Available	431,000	525,000	487,000	573,000	623,000	2,639,000
New Hire Assistance	431,000	525,000	487,000	573,000	623,000	2,639,000
Balance Remaining	0	0	0	0	0	0

New Hire Assistance Program
Estimate of New Officers Hired
Based on a Four Year Grant and Maximum Per Officer of \$65,000
Grant Waterfall of \$30-15-10-10K
(Dollars in Thousands)

	<u>1993/1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>Total Program</u>
New Hire Assistance Funding	431,000	525,000	487,000	573,000	623,000	2,639,000
New Cops Added - 1st year at \$30	14,367	10,317	6,286	7,729	11,368	50,066
Cops in 2nd year at \$15		14,367	10,317	6,286	7,729	
Cops in 3rd Year at \$10			14,367	10,317	6,286	
Cops in 4th Year at \$10				14,367	10,317	
Total Dollars Spent on New Hires	\$431,000	\$525,000	\$487,000	\$573,000	\$623,000	\$2,639,000

Table 1.39

Average operating expenditures of local police departments

By size of population served, United States, fiscal year 1990

Population served	Average operating expenditures			
	Per department	Per sworn officer	Per employee	Per resident
All sizes	\$1,675,000	\$54,900	\$42,300	\$108
1,000,000 or more	334,542,000	62,600	48,300	144
500,000 to 999,999	79,567,000	63,400	48,400	114
250,000 to 499,999	46,500,000	62,600	46,800	128
100,000 to 249,999	16,268,000	59,600	44,000	108
50,000 to 99,999	6,528,000	54,400	40,600	95
25,000 to 49,999	3,225,000	55,200	42,100	93
10,000 to 24,999	1,513,000	51,600	40,400	96
2,500 to 9,999	442,000	39,800	31,800	85
Under 2,500	115,000	31,500	27,400	95

Note: See Note, table 1.22. Figures are for the fiscal year ending June 30, 1990, or the most recent fiscal year completed prior to that date. Figures do not include capital expenditures such as equipment purchases or construction costs. Computation of per officer and per employee averages includes both full-time and part-time employees, with a weight of 0.5 assigned to part-time employees.

Source: U.S. Department of Justice, Bureau of Justice Statistics, *State and Local Police Departments, 1990*, Bulletin NCJ-133284 (Washington, DC: U.S. Department of Justice, February 1992), p. 3, Table 6.

Table 1.40

Average operating expenditures of sheriffs' departments

By size of population served, United States, fiscal year 1990

Population served	Average operating expenditures			
	Per department	Per sworn officer	Per employee	Per resident
All sizes	\$2,954,000	\$62,600	\$43,100	\$40
1,000,000 or more	92,020,000	86,200	55,400	38
500,000 to 999,999	23,640,000	66,100	43,400	34
250,000 to 499,999	12,023,000	59,200	40,600	34
100,000 to 249,999	6,997,000	73,000	52,400	48
50,000 to 99,999	2,247,000	44,300	33,200	34
25,000 to 49,999	954,000	39,800	27,800	28
10,000 to 24,999	603,000	45,300	32,100	38
Under 10,000	309,000	48,200	32,700	56

Note: See Note, table 1.22. Figures are for the fiscal year ending June 30, 1990, or the most recent fiscal year completed prior to that date. Figures do not include capital expenditures such as equipment purchases or construction costs. Computation of per officer and per employee averages includes both full-time and part-time employees, with a weight of 0.5 assigned to part-time employees.

Source: U.S. Department of Justice, Bureau of Justice Statistics, *Sheriffs' Departments 1990*, Bulletin NCJ-133283 (Washington, DC: U.S. Department of Justice, February 1992), p. 3, Table 6.

Table 1.41

Average starting salaries in local police departments

By size of population served and selected positions, United States, 1990

Population served	Average base starting salary ^a		
	Entry-level officer	Sergeant	Chief of police
All sizes	\$18,910	\$25,420	\$30,240
1,000,000 or more	26,560	40,420	85,320
500,000 to 999,999	25,110	33,900	67,300
250,000 to 499,999	25,370	35,120	62,770
100,000 to 249,999	24,960	34,330	59,190
50,000 to 99,999	23,300	32,140	51,600
25,000 to 49,999	23,150	31,200	46,400
10,000 to 24,999	21,630	28,950	40,930
2,500 to 9,999	18,710	24,110	29,960
Under 2,500	18,870	19,960	20,610

Note: See Note, table 1.22. Average salaries are based on the minimum starting salary offered by a department and have been rounded to the nearest 10 dollars.

^aExcludes departments with no full-time employees in that position.

Source: U.S. Department of Justice, Bureau of Justice Statistics, *State and Local Police Departments, 1990*, Bulletin NCJ-133284 (Washington, DC: U.S. Department of Justice, February 1992), p. 6, Table 14.

Table 1.42

Average starting salaries in sheriffs' departments

By size of population served and selected positions, United States, 1990

Population served	Average base starting salary ^a		
	Entry-level deputy	Sergeant	Sheriff
All sizes	\$17,420	\$21,870	\$33,530
1,000,000 or more	26,180	35,530	80,350
500,000 to 999,999	22,950	32,100	61,490
250,000 to 499,999	20,130	26,860	53,710
100,000 to 249,999	19,530	24,830	44,900
50,000 to 99,999	18,300	23,100	38,460
25,000 to 49,999	16,950	21,510	33,050
10,000 to 24,999	16,940	20,840	30,320
Under 10,000	15,860	18,560	24,530

Note: See Note, table 1.22. Average salaries are based on the minimum starting salary offered by a department and have been rounded to the nearest 10 dollars.

^aExcludes departments with no full-time employees in that position.

Source: U.S. Department of Justice, Bureau of Justice Statistics, *Sheriffs' Departments 1990*, Bulletin NCJ-133283 (Washington, DC: U.S. Department of Justice, February 1992), p. 7, Table 14.

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GLM EDIT MAY 9, 1993 -- 10:30 P.M.

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 Act and Law Enforcement Act of 1993".

TITLE I - PUBLIC SAFETY AND POLICING

SEC. 101. SHORT TITLE.

Comm. Oriented Policing on our Streets

This title may be cited as the "Police on Location in Community Environments ("POLICE") Act of 1993".

SEC. 102. FINDINGS AND PURPOSES.

STUPID

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

(1) community-oriented policing ("cops on the beat") enhances communication and cooperation between law enforcement and members of the community; and

(2) 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 essential in interacting with members of the community;

(3) enhance ethnic and gender diversity among State and local law enforcement agencies to encourage such agencies to "look more like America" and so serve their communities

less diversity

Put at end of list

enhance opportunities for neighborhood residents in communities as law enforcement

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003

more effectively and efficiently;

(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;

(5) 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 such communities; and

(6) encourage the establishment of decentralized police substations to encourage interaction and cooperation between the public and law enforcement personnel at the local level and support community-oriented policing ("cops on the beat").

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 such other entities as determined by the Attorney General.~~ ^{Delete?} to expand and improve cooperative efforts between law enforcement agencies and members of the community, to increase police presence in the community, and otherwise to enhance public safety.

"(b) Grant projects.-- Grants made under the authority of subsection (a) of this section may include programs, projects, and other activities to --

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004

"(1) hire new, additional career law enforcement officers for deployment in communities across the Nation;

"(2) rehire law enforcement officers who may have been laid off as a result of State and local budget reductions;

"(3) redeploy law enforcement officers to activities that are focused on interaction with members of the community;

"(4) provide specialized training to law enforcement officers to enhance their problem solving, service, and other skills essential in interacting with members of the community;

"(5) enhance ethnic and gender diversity among State and local law enforcement agencies through improved recruitment, selection and hiring standards and procedures;

"(6) develop new technologies to assist State and local law enforcement agencies in orienting themselves more toward preventing crime than reacting to it;

"(7) 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 such communities;

"(8) establish decentralized police substations in the community to foster support for community-oriented policing;

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

"(10) establish and implement innovative programs to increase and enhance interaction between law enforcement officers and young persons in the community, through activities such as police athletic leagues, police-sponsored boys and girls clubs, mentoring programs for disadvantaged youths, and on-site school-based programs;

Add limit
to amount
of limit

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DOJ-OPD

005

Can we do this w/Re flexibility in funding?

~~"(1) establish and implement innovative community-based crime prevention programs, such as Neighborhood Watch, senior citizen safety awareness programs, and other community anti-crime groups and organizations; and~~

"(12) establish and implement any project or program or undertake any activity that, in the judgment of the Attorney General, would be consistent with the purposes of this Act.

AG inclusive? will this fly w/ Hill

"(b) Model project.-- (1) The Attorney General may develop a written model that will define for State and local governments, and others as determined by the Attorney General, the definition and strategies associated with community-oriented policing and various methodologies for its implementation.

"(2) In developing a written model under paragraph (1) of this subsection, the Attorney General is encouraged to consult with experts in the criminal justice system.

"(c) Hiring and Selection Standards.-- (1) The Attorney General may develop model Hiring and Selection Standards and Procedures for Police Departments to assist local officials in fulfilling equal opportunity and nondiscrimination requirements, and to facilitate a reduction in the number of police agencies operating federal court orders.

"(2) In developing a written model under paragraph (1) of this subsection, the Attorney General is encouraged to consult with appropriate experts.

Match independent

"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.-- Any application for a grant under this part shall be submitted in such form, and contain such information, as the Attorney General may by regulation reasonably establish.

"(c) 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

too LANGUAGE on regarding how Ray will increase ... resources Ray have, etc.

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review.

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

"(a) In general.-- An applicant for a grant under this part shall submit an application to the State office designated under section 1308 of the Omnibus Crime Control and Safe Streets Act of 1968 (42 U.S.C. 3796n) in the State in which the applicant is located for initial review. [CHECK This is very likely an incorrect citation.]

"(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 to be 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) of this section 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 Police on Location in Community Environments Act of 1993.

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

"(B) In making the submission to the Attorney General required by subparagraph (A) of this paragraph, the State office referred to in subsection (a) of this section may make recommendations with respect to which, if any, applications for grants should receive special priority and, if any such recommendation is made, give reasons for it.

"SEC. 1704. RENEWAL OF GRANTS.

"(a) Except for grants made for hiring additional career law enforcement officers, a grant under this part may be renewed only for up to two additional years after the first fiscal year during which a recipient receives its

*Enterprise Communities
Don't involve States
at all.*

*Ask Paul Demand
about this
Consistent w/
enforcement
zones*

*Why 2-year limit if we intend all training
to be tied to new hires*

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initial grant, subject to the availability of funds, 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 made for hiring additional career law enforcement officers may be renewed, subject to the requirements of subsection (a) of this section, but are not subject to the two-year limitation contained in that subsection.

"SEC. 1705. LIMITATION ON USE OF FUNDS.

"No grant received under this part may be used to replace other public funds previously used, or designated for use, for activities reasonably related to community-oriented policing. [NEED TO ADD REHIRING EXCEPTION]

"SEC. 1706. PERFORMANCE EVALUATION.

"(a) Periodic review.-- The Attorney General shall review the performance of each grant recipient under this part.

"(b) Reports.-- The Attorney General may require a grant recipient to submit such data and information to the Attorney General as the Attorney General deems reasonably necessary to carry out her responsibilities under subsection (a) of this section.

"SEC. 1707. REVOCATION OR SUSPENSION OF FUNDING.

"If the Attorney General determines, as a result of the reports required by section 1706 of this part, or otherwise, that a grant recipient under this title is not in substantial compliance with the terms and requirements of an approved grant application submitted under section 1702 of this part, 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 books, documents, papers, or records of a grant recipient under this part, as well as the records of State and local governments, persons, businesses, and other entities that are pertinent to assistance provided in connection with this part.

"(b) By the Comptroller General.-- The provisions of subsection (a) of this section shall also apply with

As we want hiring data, etc.

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DOJ-OPD

008

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 such regulations as she may deem necessary to carry out the purposes of 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 as a law enforcement officer 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.

"The Attorney General is authorized to promulgate such regulations as she may deem necessary to carry out the purposes of this part.

"Sec. 1710. Definition.

SEC. 104. AUTHORIZATION OF APPROPRIATIONS.

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DOJ-OPD

1009

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 thereof the following new paragraph (11) --

"(11) There are authorized to be appropriated to carry out Part Q _____ for the fiscal year ending September 30, 199_ and _____ for the fiscal year ending September 30, 199_."

\$ 1 billion per year - Ours
Prison

\$ 1 billion
Too much money
will be spent

2/5



JOSE

- ① Where does \$200 mil in new new stimulus cops package go? CABC?
- ② I like community empowerment idea on p. 4 - BC visited such a thing in LA in 1991. It's not the same as community group fuzzy stuff, if it's the ^{police} dept's initiative
- ③ \$100,000 per officer is too much. \$75-80 is more like it, don't you think?
- ④ Under Appendix B, ~~the other~~ ^{the other} I'm not sure I like either option

Office of Policy Development
United States Department of Justice

10th and Constitution Ave. NW
Washington, D. C. 20530

May 9, 1993; 6:30 pm

**TO: Jose Cerda, Rana Sampson
Domestic Policy Council
The White House**

456-7739
FAX: ~~602-234-5678~~

FROM: Erik Reid

VOICE: (202) 514-2456
FAX: 514-8639

Total Pages (excluding this cover): 13

Additional Message:

Attached for your review is a draft memorandum on the "100,000 Cops" initiative. Thanks.

CONFIDENTIAL WORKING DRAFT FOR LIMITED DISTRIBUTION ONLY
DISCUSSION DRAFT -- MAY 9, 1993 P.M.
[REID/MERCER DRAFT, MASTALLI EDIT]

President Clinton plans put up to 100,000 additional police officers on the streets to help strengthen the ability of law enforcement to protect public safety in all the communities of America. This memorandum provides an outline of how these goals will be achieved. It proceeds in four parts: first, the initiatives of federal agencies to support the president's goal are highlighted; second, the funding sources for Department of Justice (Department) policing initiatives are summarized; third, the Department's comprehensive policing proposal is discussed in detail; and forth, additional issues which may impact on these policing initiatives are identified.

HIGHLIGHTS OF FEDERAL POLICING INITIATIVES

The Department of Justice.

The Department will be responsible for meeting the bulk of the President's pledge to put up to 100,000 additional police officers on America's streets. To meet this challenge, the Department will establish a grant program to help localities offset the cost of hiring new officers. This program will form the core of the Department's comprehensive policing initiative. It is estimated that up to 45,000 officers will be added to local police departments as a result of this program over the next five years.

The Department will also initiate and expand programs to facilitate the redeployment of sworn officers to the street. This will include expansion of the Department's holistic community-oriented policing program; support for certain new technologies that help decentralize operations and allow officers to spend more time on patrol; and increased support for improved in-service officer training and continuing education programs. *— please, no*

Finally, the Department will provide funding for a police corps demonstration program. This program will provide new educational opportunities for individuals interested in policing careers.

Each of these programs are discussed in greater detail below.

The Department of Housing and Urban Development.

The Department of Housing and Urban Development (HUD) will use new funds, in combination with funds from the Drug

Elimination Grant program, to create new Community Partnerships Against Crime (COMPAC). Almost \$725 million will be dedicated to COMPAC over five years. Funds will be used to support long-term crime fighting strategies developed by local housing authorities. Under this initiative, more than 5,000 police officers will be hired for community policing activities in public housing projects.

(NOTE: CHECK DATA WITH JOSE.)

The Department of Education.

The Department of Education will spend more than \$475 million over five years to support programs authorized under the Safe Schools initiative. Funds can be used to support school-based community policing programs, hire additional security personnel, establish conflict resolution and peer mediation programs, and develop anti-violence and anti-drug curricula. The Safe Schools initiative will add up to 500 new police officers.

(NOTE: CHECK DATA WITH JOSE.)

The Office of National Service.

President Clinton's National Service Plan will support between 100,000 and 150,000 individuals engaged in community service activities in one of four priority areas: education, the environment; health and human needs; and, public safety. Individuals participating in public safety activities will be designated as Community Service Officers: they will work in non-hazardous, non-enforcement positions, but will support policing-related initiatives. In addition, the National Service Plan will provide limited funding to localities to establish a "professional corps of police officers to work in underserved areas." The White House estimates that 20,000 to 25,000 Community Service Officers will be counted towards meeting the President's pledge.

(NOTE: CHECK DATA WITH RANA.)

FUNDING FOR DEPARTMENT OF JUSTICE POLICING INITIATIVES

At present, three potential funding sources for the Department's policing initiatives have been identified. The total amount of funds from all sources is almost \$3 billion over five years.

President Clinton's FY 1994 - FY 1998 Budget.

The President has requested \$75 million for the Department in FY 1994, including \$50 million for Community Policing Grants

and \$25 million for Police Corps as described in Conference Report to H.R. 3371, the Comprehensive Crime Control Act of 1992. The five year funding request for the Department's policing programs is \$2.299 billion: \$344 million in FY 1995; \$556 million in FY 1996; \$637 million in FY 1997; and, \$687 million in FY 1998.

President Clinton's Economic Stimulus Package.

President Clinton recently resubmitted a scaled-down Economic Stimulus Package to Congress. This proposal includes an additional \$200 million in FY 1994 for the Department's state and local law enforcement discretionary grant program. These funds, which will be available immediately upon enactment of the bill, will be used to hire new police officers engaged in community policing activities. (Note: These funds had originally been earmarked for HUD Community Development Block Grants.)

Economic Empowerment Act.

The Economic Empowerment Act contains language authorizing the Attorney General to award up to \$500 million in grants for public safety and policing assistance. The Attorney General has substantial discretion over the use of these funds. The money for the grant program has already been appropriated and must be spent in FY 1993 and FY 1994.

DEPARTMENT OF JUSTICE POLICING INITIATIVES

Summary.

To meet the President's challenge of adding up to 100,000 police officers to the streets, the Department will adopt an integrated, multi-part strategy. The centerpiece of the Department's effort will be to provide direct financial assistance to police departments to offset the cost of hiring new officers. This is the most effective way of achieving the President's goal. The Department will also support programs that redeploy in-service officers so they can spend more time on patrol in the community. Finally, the Department will establish a police corps demonstration program to expand the pool of college educated police recruits.

While these programs will add police officers to the street, a comprehensive and integrated approach is proposed to help ensure that the nation's police forces are not only stronger in numbers, but also better prepared to address the challenges that face them and the communities they serve. For this reason, the Department will expand its support for training and education programs for in-service officers.

In developing the Department's comprehensive approach to policing initiatives, we have attempted to meet the following goals and objectives:

- o To enhance public safety and the quality of life;
 - o To promote and enhance law enforcement interaction with citizens;
 - o To significantly increase the number of sworn officers directly interacting with the public;
 - o To provide effective training to police officers designed to enhance their public relations, problem solving, and service skills;
 - o To improve ethnic and gender diversity among police departments;
 - o To develop methodologies designed to reorient police emphasis from reacting to crime to preventing crime; and
 - o To develop and promote the use of programs designed to empower citizens to assist the police in the prevention of crime in their neighborhoods .
- good*

By focusing on both the quantity and the quality of police officers, the Department's initiatives will impact favorably on policing well into the 21st Century.¹

Policing Initiatives.

Federal Assistance to Hire New Police Officers

The Department of Justice should provide financial assistance to State and local governments to offset the costs of hiring, training, and equipping new police officers. We suggest that not less than 75 percent of the funds available to the Department be used for this purpose.

The elements of the program include:

- o Funds can only be used to hire additional police officers. Priority will be given to re-hire police officers laid off as a result of budgetary shortfalls;

¹ Please see Appendix A for a partial list of activities and program elements eligible for funding.

- o Grantees must provide assurances that Federal funds received under this title shall be used to supplement, not supplant non-Federal funds that would otherwise be available;
- o Police departments will be required to use these officers to support community policing activities, as defined by the Attorney General;
- o The grants will be administered by the Attorney General through the Office of Justice Programs (OJP);
- o Potential funding distribution and allocation options would include:²
 - a modified formula grant program to the states with a percentage of the funds set-aside for the direct funding of urban areas (populations of 100,000+) through discretionary grants; or
 - a competitive grant program for local jurisdictions administered in part through state agencies which would prescreen and forward a limited number of the best local applications to the Department for discretionary grant funding;
- o Police departments will be eligible to receive up to \$100,000 in assistance for each new officer hired. The Federal share will decline each year. Potential spend-out rates for these funds would include:³
 - A three-year pledge of \$50,000, \$35,000, and \$15,000; or
 - A four-year pledge of \$40,000, \$30,000, \$20,000, and \$10,000; or
 - For either of the above, a percentage spend-out rates could be used. For the former: 100% - 70% - 30%; for the latter: 80% - 60% - 40% - 20%.

Community-Oriented Policing Initiatives

The community-oriented policing (COP) approach stresses the importance of police-citizen partnerships in the control of crime

² Please see Appendix B for a discussion of advantages and disadvantages of each option.

³ Please see Appendix C for a discussion of advantages and disadvantages of each option.

and in the maintenance of order. It is generally described as a holistic, flexible and decentralized method of policing, with an emphasis on solving problems before they become criminal incidents. Police departments who have adopted full-scale COP programs are able to put more police officers on the street without requiring new resources.

The Department, working in conjunction with the four primary professional police organizations, has developed a prototype COP-program for implementation in local police departments. Funds should be made available to expand the number of sites implementing the COP program. A portion of these funds would be set aside for evaluations. We suggest that up to 10 percent (not more than \$50 million) of the Department's available funds be used for this purpose. ?

Redeployment of In-Service Police Officers

Many police departments do not use or deploy their officers in the most effective manner possible. Officers are often forced to spend an inordinate amount of time on non-patrol related duties or, when on patrol, they are not in contact with the citizens they serve.

The Department should provide incentive grants to local governments for programs designed to redeploy existing police officers to activities focused on increased interaction with the communities and citizens they serve. Additional funds should be made available on a competitive basis for the purchase and implementation of new technologies designed to free police officers from administrative or other non-operation activities. We suggest that 5 percent (not more than \$25 million) of the funds available to the Department be used for these two purposes. ?

Federal Assistance for In-Service Training and Education

To build upon the COP program, the Department should provide funding for four to eight regional training centers. The centers would be located in cities that have implemented holistic community-oriented policing programs. Police training officers from local departments would be eligible to attend training seminars, where they would receive instruction in the latest policing techniques. No

In addition, the Department should provide funds to state policing agencies for continuing education scholarships for in-service officers. A portion of the funds for both initiatives would be reserved for technical assistance, administrative costs, and evaluation of the programs. We suggest that 5 percent (not more than \$25 million) of the Department's funds be used for these initiatives. ?

Establishment a Police Corps Demonstration Program

To fulfill a promise of the President, while allocating funds in the most effective manner possible, the Department should establish a community police corps demonstration project based on the following model:

- o A college or university and a jurisdiction (state, locality, or police department) must make a joint application for a Police Corps Foundation grant;
- o The university will be responsible for developing an appropriate police corps curriculum, promoting the corps scholarships, and evaluating all applications for admission to the program;
- o The police department will be responsible for sponsoring the scholar. This includes pre-selection testing of the candidate, providing work-study and training opportunities for police corps students, and guaranteeing employment following graduation;
- o The program would be available to students during either their final two or four years of a four year degree program. Police corps participants would be required to serve for four years in a local police department following graduation;
- o Up to ten institution/jurisdiction partnerships will be eligible for funding; and
- o Reauthorization of the demonstration program would be required after five years.

Under this proposal, an institution may enroll as few as ten and as many as twenty-five students per class as Police Corps Scholars. Annual scholarship assistance would be limited to not more than \$7,500 per student. We recommend that 5 percent (not more than \$25 million) of the funds available to the Department be used for this purpose. ?

ADDITIONAL ISSUES

Federally-Funded Overtime Pay.

Congress (Senate Appropriations) earmarked \$16 million from the BJA Discretionary Grant Program to pay for overtime for State and local police officers. These funds should not pay for overtime, but should used to hire or train additional police officers.

Regardless of whether or not it is feasible to remove the earmarks, federal resources allocated for overtime pay through the BJA grant program, the Assets Forfeiture Equitable Sharing Program, the DEA State and Local Task Forces, the Organized Crime Drug Enforcement Task Forces (OCDETF), and other programs should be counted towards FTE's for the purposes of meeting the President's pledge.

Earmarking of Discretionary Grant Program Funds.

More than eighty percent of the BJA Discretionary Grant Program funds are earmarked by Congress. (\$41 million of \$50 million in funding.) The Department should seek to remove these earmarks so that the funds can be used to support the Department's policing initiatives.

Utilization of the Assets Forfeiture Fund.

Federal assistance to States and localities to hire officers will decline over a three or four year period. (See above.) As this occurs, local governments will be required to assume additional financial burdens. By the forth or fifth year of the program, they will bear the entire cost of new officers hired under this program. The Department should consider using the asset forfeiture fund to assist in hiring and/or helping communities retain police officer added through this initiative.

True?

(NOTE: CHECK DATA WITH CARY COPELAND.)

APPENDIX A

POTENTIAL ACTIVITIES AND PROGRAM ELEMENTS ELIGIBLE FOR FUNDING

- o Re-hiring police officers laid off as a result of budget deficits;
- o Hiring and equipping new sworn police officers for deployment in the enterprise zones and other communities;
- o Providing specialized training to police officers designed to enhance their community awareness, problem solving, and public service skills as well as their knowledge of and ability to cope with cultural diversity;
- o Implementing neighborhood oriented policing programs in targeted areas;
- o Developing new technologies to reduce the amount of time officers spend processing cases instead of patrolling communities;
- o Implementing court programs designed to decrease the amount of time officers spend waiting for court appearances and foster more effective officer deployment;
- o Creating decentralized police substations throughout the target areas to establish police presence and encourage police/citizen interaction and cooperation;
- o Implementing programs designed to increase police interaction with youth in the target area such as police athletic leagues, mentoring programs, or school based programs; and
- o Developing and/or implementing community based crime prevention programs including but not limited to programs such as neighborhood watch, senior citizen safety programs, community anti-crime groups and programs designed to more effectively reintegrate offenders back into community life upon their release.

APPENDIX B

FUNDING AND DISTRIBUTION OPTIONS

OPTION 1.

- o A percentage of the funds (one-third to one-half) would be provided to states for distribution through a formula grant program. States would pass these funds through to local police departments. Only jurisdictions with populations below 100,000 would be eligible for these funds.
- o The remaining funds (one-half to two-thirds) would be targeted to large cities or municipalities (150,000+) through a discretionary grant program. Applications for funding would be filed with OJP.

Advantages.

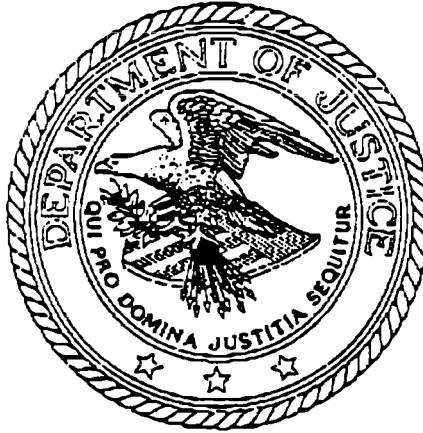
- Depending on the division of funds, the bulk of the money could be targeted to high-crime urban areas;
- The Department will retain significant control over the use of these funds without incurring undue administrative burdens; and
- A discretionary/formula grant program based on this model would be easy to administer.

Disadvantages.

- Localities with populations under 100,000 will feel that they are not receiving a "fair share" of the funds;
- A formula grant program limits federal review and oversight over local policing plans; and
- A formula grant program requires a minimum allocation for each state. If the allocation is too low, the spending will have virtually no effect. If the allocation is too high, smaller states will absorb too much of the money.

OPTION 2.

- o Local jurisdictions would be required to file policing aid requests with the state's Byrne grant agency. The state would forward the best proposals to OJP for evaluation. Based upon population, each state will be allowed to submit a specified number of application. (We recommend that no state be allowed to submit more than 5 applications.)



OFFICE OF POLICY DEVELOPMENT
UNITED STATES DEPARTMENT OF JUSTICE

10th St. and Constitution Ave. NW
Washington, D. C. 20530

Tele-Fax Number: 514-2424

TO:

JOSE CERDA

FAX:

456-7739

Additional Message:

DEPT MAXI-MINI POLICE
CORPS

FROM:

GRACE L. MASTALCI

DIRECT DIAL:

Number of Pages (excluding this page):

Date:

*Alternative Police Corps Administrator***TITLE -- POLICE CORPS****SEC. 01. SHORT TITLE.**

This title may be cited as the "Police Corps Act".

SEC. 02. PURPOSES.

The purposes of this title are to --

(1) address violent crime and other crime by increasing the number of police in community-oriented policing with advanced education and training; and

(2) provide educational assistance to students who possess a sincere interest in public service in the form of law enforcement.

SEC. 03. ESTABLISHMENT OF THE POLICE CORPS PROGRAM

A.G. administers
(a) ESTABLISHMENT. -- This title establishes the Police Corps program as a function of the Department of Justice.

(b) ADMINISTRATION OF PROGRAM. -- The Attorney General shall administer the Police Corps program established by this title. The Attorney General may utilize any component or components of the Department of Justice in carrying out the program.

SEC. 04. DESIGNATION OF LEAD AGENCY AND SUBMISSION OF STATE PLAN.

(a) LEAD AGENCY.-- A State that desires to participate in the Police Corps program under this title shall designate a lead agency that will be responsible for --

(1) submitting to the Attorney General a State plan described in subsection (b); and

(2) administering the program in the State.

(b) STATE PLANS.-- A State plan shall --

(1) contain assurances that the lead agency shall work in cooperation with the local law enforcement liaisons, representatives of police labor organizations and police management organizations, and other appropriate State and local agencies to develop and implement interagency agreements designed to carry out the program;

(2) contain assurances that the State shall advertise the assistance available under this title; and

- 2 -

(3) contain assurances that participants in the program will be assigned to community-oriented policing.

SEC. 04. DEFINITIONS.

For the purposes of this title--

(1) the term "academic year" means a traditional academic year beginning in August or September and ending in the following May or June;

(2) the term "educational expenses" means expenses that are directly attributable to a course of education leading to the award of a baccalaureate degree, including the cost of tuition fees, books, supplies, transportation, room and board, and miscellaneous expenses;

(3) the term "participant" means a participant in the Police Corps program selected pursuant to section 06;

(4) the term "State" means a State of the United States, the District of Columbia, the Commonwealth of Puerto Rico, the Virgin Islands, American Samoa, Guam, and the Commonwealth of the Northern Mariana Islands; and

(5) the term "State Police Corps program" means the program carried out by the State pursuant to a plan approved under this title.

SEC. 05. SCHOLARSHIP ASSISTANCE.

(a) SCHOLARSHIPS AUTHORIZED.--(1) The Attorney General is authorized to award scholarships to participants who agree to work in a State or local police force in accordance with agreements entered into pursuant to subsection (d).

(2) Each scholarship payment made under this section for each academic year shall not exceed \$5,000, and the total amount of scholarship assistance received by any one participant shall not exceed \$10,000.

(3) Recipients of scholarship assistance under this section shall continue to receive such scholarship payments only during such periods as the Attorney General finds that the recipient is maintaining satisfactory progress as determined by the institution of higher education the recipient is attending.

(4)(A) The Attorney General shall make scholarship payments under this section directly to the institution of higher education that the student is attending.

officer
dependent
benefits
deleted

scholarship
cap \$5,000
annually

- 3 -

--
(B) Each institution of higher education receiving a payment on behalf of a participant pursuant to subparagraph (A) shall remit to each student any funds in excess of the costs of tuition, fees, and room and board payable to the institution.

(b) REIMBURSEMENT AUTHORIZED. -- (1) The Attorney General is authorized to make payments to a participant to reimburse the participant for the costs of educational expenses if the participant agrees to work in a State or local police force in accordance with the agreement entered into pursuant to subsection (d).

payment to
participant
cap \$5,000
annually

(2) Each payment made pursuant to paragraph (1) for each academic year of study shall not exceed \$5,000, and the total amount of payments made pursuant to paragraph (1) to any one participant shall not exceed \$10,000.

only juniors
and seniors
can
participate

(c) USE OF SCHOLARSHIPS AND PAYMENTS.-- Scholarships and payments under this section shall only be applied to the third and fourth years of study at a 4-year institution of higher education.

(d) AGREEMENT.--(1) Each participant receiving a scholarship or a payment under this section shall enter into an agreement with the Attorney General. Each such agreement shall contain assurances that the participant shall--

(A) after successful completion of a baccalaureate program and training as prescribed in section 07, work for 4 years in a State or local police force without there having arisen sufficient cause for the participant's dismissal under the rules applicable to members of the police force of which the participant is a member;

(B) complete satisfactorily --

(i) an educational course of study and receipt of a baccalaureate degree; and

(ii) Police Corps training and certification by the Attorney General that the participant has met such performance standards as may be established pursuant to section 07(e); and

(C) repay all of the scholarship or payment received plus interest at the rate of 10 percent per annum in the event that the conditions of subparagraphs (A) and (B) are not complied with.

- 4 -

--
(2)(A) A recipient of a scholarship or payment under this section shall not be considered in violation of the agreement entered into pursuant to paragraph (1) if the recipient--

(i) dies; or

(ii) becomes permanently and totally disabled.

(B) In the event that a participant is unable to comply with the 4-year police service obligation because of a physical or emotional disability or for good cause as determined by the Attorney General, the Attorney General may substitute community service in a form prescribed by the Attorney General.

(e) APPLICATION. -- Each participant desiring a scholarship or payment under this section shall submit an application as prescribed by the Attorney General in such manner and accompanied by such information as the Attorney General may require.

(f) DEFINITION.--For purposes of this section, the term "institution of higher education" has the meaning given that term in the first sentence of section 1201(a) of the Higher Education Act of 1965 (20 U.S.C. 1141(a)).

SEC. 06. SELECTION OF PARTICIPANTS.

(a) IN GENERAL.-- Participants in State Police Corps programs shall be selected on a competitive basis by each State under regulations prescribed by the Attorney General.

(b) SELECTION CRITERIA AND QUALIFICATIONS.--(1) In order to participate in a State Police Corps program, a participant must --

(A) be a citizen of the United States or an alien lawfully admitted for permanent residence in the United States;

(B) meet the requirements for admission as a trainee of the State or local police force to which the participant will be assigned, including achievement of satisfactory scores on any applicable examination, except that failure to meet the age requirement for a trainee of the State or local police shall not disqualify the applicant if the applicant will be of sufficient age upon completing an undergraduate course of study;

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-- (C) possess the necessary mental and physical capabilities and emotional characteristics to discharge effectively the duties of a law enforcement officer;

(D) be of good character and demonstrate sincere motivation and dedication to law enforcement and public service;

(E) agree in writing that the participant will complete an educational course of study leading to the award of a baccalaureate degree and will then accept an appointment and complete 4 years of service as an officer in the State police or in a local police department within the State;

(F) contract, with the consent of the participant's parent or guardian if the participant is a minor, to serve for 4 years as an officer in the State police or in a local police department, if an appointment is offered; and

(G) except as provided in paragraph (2), be without previous law enforcement experience.

(2)(A) Until the date that is 5 years after the date of enactment of this title, up to 10 percent of the applicants accepted into the Police Corps program may be persons who --

(i) have had some law enforcement experience; and

(ii) have demonstrated special leadership potential and dedication to law enforcement.

(B)(i) The prior period of law enforcement experience of a participant selected pursuant to subparagraph (A) shall not be counted toward satisfaction of the participant's 4-year service obligation under this title, and such a participant shall be subject to the same benefits and obligations under this title as other participants.

(ii) Clause (i) shall not be construed to preclude counting a participant's previous period of law enforcement experience for purposes other than satisfaction of the requirements of this title, such as for purposes of determining such a participant's pay and other benefits, rank, and tenure.

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(c) **RECRUITMENT OF MINORITIES.** -- Each State participating in the Police Corps program shall make special efforts to seek and recruit applicants from among members of all racial, ethnic, and gender groups. This subsection does not authorize an exception from the competitive standards for admission established pursuant to subsection (a) and (b).

only juniors and seniors can participate (d) **ENROLLMENT OF APPLICANT.**--(1) An applicant shall be accepted into a State Police Corps program on the condition that the applicant will be enrolled in or accepted for admission at a 4-year institution of higher education (as described in the first sentence of section 1201(a) of the Higher Education Act of 1965 (20 U.S.C. 1141(a))) as a full-time student in the third or fourth year of an undergraduate program.

(2) If the applicant is not enrolled or accepted as set forth in paragraph (1), the applicant's acceptance in the program shall be revoked.

(e) **LEAVE OF ABSENCE.** -- (1) A participant in a State Police Corps program who requests a leave of absence from educational study, training, or service for a period not to exceed 1 year (or 18 months in the aggregate in the event of multiple requests) may be granted such leave of absence by the State.

(2) A participant who requests a leave of absence from educational study or training for a period not to exceed 30 months to serve on an official church mission may be granted such leave of absence.

SEC. 07. POLICE CORPS TRAINING.

(a) **IN GENERAL.**--(1) The Attorney General shall establish programs of training for Police Corps participants. Such programs may be carried out at one or more training centers established for this purpose and administered by the Attorney General, or by contracting with existing State training facilities. The Attorney General shall contract with a State training facility upon request of such facility if the Attorney General determines that such facility offers a course of training substantially equivalent to the Police Corps training program described in this section at comparable or lesser cost.

(2) The Attorney General is authorized to enter into contracts with individuals, institutions of learning, and government agencies (including State and local police forces), to obtain the services of persons qualified to participate in and contribute to the training process.

- 7 -

(3) The Attorney General is authorized to enter into agreements with agencies of the Federal Government to utilize on a reimbursable basis space in Federal buildings and other resources.

(4) The Attorney General may authorize such expenditures as are necessary for the effective maintenance of the training centers, including purchases of supplies, uniforms, and educational materials, and the provision of subsistence, quarters, and medical care to participants.

2 four-week
training
sessions

(b) TRAINING SESSIONS.-- A participant in a State Police Corps program shall attend two 4-week training sessions at a training center, one during the summer following completion of the sophomore year and one during the summer following completion of the junior year. If a participant enters the program after the sophomore year, the participant shall complete 8 weeks of training at times determined by the Attorney General.

(c) FURTHER TRAINING. -- The 8 weeks of Police Corps training authorized in this section is intended to serve as basic law enforcement training but not to exclude further training of participants by the State and local authorities to which they will be assigned. Each State plan approved by the Attorney General under this title shall include assurances that following completion of a participant's course of education each participant shall receive appropriate additional training by the State or local authority to which the participant is assigned. The time spent by a participant in such additional training, but not the time spent in Police Corps training, shall be counted toward fulfillment of the participant's 4-year service obligation.

(d) COURSE OF TRAINING. -- The training sessions at training centers established under this section shall be designed to provide --

(1) basic law enforcement training, including vigorous physical and mental training to teach participants self-discipline and organizational loyalty and to impart knowledge and understanding of legal processes and law enforcement; and

training
for
community
policing

(2) knowledge and skills which specifically prepare participants for service in community-oriented policing.

(e) EVALUATION OF PARTICIPANTS. -- A participant shall be evaluated during training for mental, physical, and emotional fitness, and shall be required to meet performance standards

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prescribed by the Attorney General at the conclusion of each training session in order to remain in the Police Corps program.

SEC. 08. SERVICE OBLIGATION.

(a) **SWEARING IN.** -- Following satisfactory completion of the participant's course of education and the training program under section 07, and meeting the requirements of the police force to which the participant is assigned, a participant shall be sworn in as a member of the police force to which the participant is assigned pursuant to the State Police Corps plan, and shall serve for 4 years as a member of that police force.

(b) **RIGHTS AND RESPONSIBILITIES.** -- A participant shall have all of the rights and responsibilities of and shall be subject to all rules and regulations applicable to other members of the police force of which the participant is a member, including those contained in applicable agreements with labor organizations and those provided by State and local law.

(c) **DISCIPLINE.** -- If the police force of which the participant is a member subjects the participant to discipline such as would preclude the participant's completing 4 years of service, and result in denial of educational assistance under this title, the Attorney General may, upon a showing of good cause, permit the participant to complete the service obligation in an equivalent alternative law enforcement service and, if such service is satisfactorily completed, section 05(d)(1)(C) shall not apply.

(d) **LAY-OFFS.** -- If the police force of which the participant is a member lays off the participant such as would preclude the participant's completing 4 years of service, and result in denial of educational assistance under this title, the Director may permit the participant to complete the service obligation in an equivalent alternative law enforcement service and, if such service is satisfactorily completed, section 05(d)(1)(C) shall not apply.

SEC. 09. STATE PLAN REQUIREMENTS.

A State Police Corps plan shall--

(1) provide for the screening and selection of participants in accordance with the criteria set out in section 06;

(2) state procedures governing the assignment of participants in the Police Corps program to State and local police forces (no more than 10 percent of all the participants assigned in each year by each state to be assigned to a statewide police force or forces);

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(3) provide that participants shall be assigned to those geographic areas in which--

(A) there is the greatest need for additional law enforcement personnel; and

(B) the participants will be used most effectively;

(4) provide that to the extent consistent with paragraph (3), a participant shall be assigned to an area near the participant's home or such other place as the participant may request;

(5) provide that to the extent feasible, a participant's assignment shall be made at the time the participant is accepted into the program, subject to change--

(A) prior to commencement of a participant's fourth year of undergraduate study, under such circumstances as the plan may specify; and

(B) from commencement of a participant's fourth year of undergraduate study until completion of 4 years of police service by the participant, only for compelling reasons or to meet the needs of the State Police Corps program and only with the consent of the participant;

(6) provide that no participant shall be assigned to serve with a local police force--

(A) whose size has declined by more than 5 percent since June 21, 1991; or

(B) which has members who have been laid off but are not retired;

(7) provide that participants shall be placed in community-oriented policing and kept in community-oriented policing during the four years of service required by this title;

(8) assure that participants will receive effective training and leadership;

(9) provide that the State may decline to offer a participant an appointment following completion of Federal training, or may remove a participant from the Police Corps program at any time, only for good cause (including failure

mandatory
assignment
to community
policing

- 10 -

to make satisfactory progress in a course of educational study) and after following reasonable review procedures stated in the plan; and

(10) provide that a participant shall, while serving as a member of a police force, be compensated at the same rate of pay and benefits and enjoy the same rights under applicable agreements with labor organizations and under State and local law as other police officers of the same rank and tenure in the police force of which the participant is a member.

grants for agencies hiring officers
SEC. 12. GRANTS TO HIRING AGENCIES

The Attorney General shall make a grant of \$2,500 to a police force for each year of service on the force by a participant in the Police Corps program during the 4 years of service required under this title, up to a maximum of \$5,000 for each participant.

maximum appropriation of \$25 million
SEC. 11. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to carry out this title not to exceed \$25,000,000 in each fiscal year.

SEC. 12. REPORTS TO CONGRESS.

(a) ANNUAL REPORTS. -- No later than April 1 of each fiscal year, the Attorney General shall submit a report to Congress which shall --

(1) state the number of current and past participants in the Police Corps program, broken down according to the levels of educational study in which they are engaged and years of service they have served on police forces (including service following completion of the 4-year service obligation);

(2) describe the geographic, racial, and gender dispersion of participants in the Police Corps program; and

(3) describe the progress of the program authorized by this title and make any recommendations for changes in the program that the Attorney may wish to make.

APPENDIX C
SPEND-OUT RATE OPTIONS

OPTION 1.

- o A three-year pledge of \$50,000, \$35,000, and \$15,000.

Advantages.

- The first year assistance is very attractive to localities, because it would cover the complete cost of hiring a new police officer.

Disadvantages.

- Three-year phase out may be not give some jurisdictions enough time to assume the long-term cost of hiring a new police officer.

OPTION 2.

- o A four-year pledge of \$40,000, \$30,000, \$20,000, and \$10,000.

Advantages.

- A four-year pledge may allow some localities to adapt to the long-term costs easier.

Disadvantages.

- If the plan does not absorb all costs of hiring an officer in the initial year, some localities may not be able to participate in the program.

OPTION 3.

- o For either "Option 1" or "Option 2", percentage spend-out rates could be used. For the former: 100% - 70% - 30%; for the latter: 80% - 60% - 40% - 20%.

Advantages.

- Percentage spend-out rates serve as an equalizer between high-cost and low-cost police agencies. Under either option, low-cost (generally non-unionized) departments receive total reimbursement in both year 1 and year 2. With a percentage formula, federal assistance has the same impact on all jurisdictions.

Advantages.

- The Department would have complete control over which site are selected how these funds are used; and
- Because states will screen the initial applications, the Department's administrative burdens will be minimized.

Disadvantages.

- This approach assumes that states will forward acceptable applications. This is especially problematic if the Department must rapidly distribute nearly \$1 billion in FY 1994 and FY 1995;
- This procedure may increase the amount of time it requires to pass the funds through to local police departments.

Disadvantages.

- There is some chance that localities will artificially inflate the costs associated with hiring a police officer. The percentage spend-out formula encourages this type of behavior.



Distribution of Funds:

5. There are two options to distribute the funds:

- a. A percentage of the funds (one-third to one-half) would be provided to states for distribution through a formula grant program. States would pass these funds through to local police departments. Only jurisdictions with populations below 100,000 would be eligible for these funds.

The remaining funds (one-half to two-thirds) would be targeted to large cities or municipalities through a discretionary grant program. Applications for funding would be filed with OJP.

Advantages.

- Depending on the division of funds, the bulk of the money could be targeted to high-crime urban areas;
- The Department will retain significant control over the use of these funds without incurring undue administrative burdens.
- A discretionary/formula grant program based on this model would be easy to administer.

Disadvantages.

- Localities with populations under 100,000 will feel that they are not receiving a "fair share" of the funds.
- A formula grant program limits federal review and oversight over local policing plans;
- A formula grant program requires a minimum allocation for each state. If the allocation is too low, the spending will have virtually no effect. If the allocation is too high, smaller states will absorb too much of the money.

- b. Require local jurisdictions to file policing aid requests with the state's Byrne grant agency. The state would forward the best proposals to OJP for evaluation. Based upon population, each state will be allowed to submit a specified number of application. (We recommend that no state be allowed to submit more than 6 applications.)

Advantages.

- The Department would have complete control over which site are selected how these funds are used.
- Because states will screen the initial applications, the Department's administrative burdens will be minimized.

Disadvantages.

- This approach assumes that states will forward acceptable applications. This is especially problematic if the Department must rapidly distribute nearly \$1 billion in FY 1994 and FY 1995.

Spend Out Rates:

6. Police departments will receive up to \$100,000 in assistance for each new officer hired. The Federal portion of this assistance will decline each year. There are three potential spendout rates for these funds:

- a. A three-year pledge of \$50,000, \$35,000, and \$15,000.

Advantages.

- The first year assistance is very attractive to localities, because it would cover the complete cost of hiring a new police officer.

Disadvantages.

- Three-year phase out may be not give some jurisdictions enough time to assume the long-term cost of hiring a new police officer.
- b. A four-year pledge of \$40,000, \$30,000, \$20,000, and \$10,000.

Advantages.

- A four-year pledge may allow some localities to adapt to the long-term costs easier.

Disadvantages.

- If the plan does not absorb all costs of hiring an officer in the initial year, some

localities may not hire new officers. residual amount.

- c. For either "a" or "b", percentage spendout rates could be used. For the former: 100% - 70% - 30%; for the latter: 80% - 60% - 40% - 20%.

Advantages.

- Percentage spendout rates serve as an equalizer between high-cost and low-cost police agencies. Under either option "a" or option "b", low-cost (generally non-unionized) departments receive total reimbursement in both year 1 and year 2. With a percentage formula, federal assistance has the same impact on all jurisdictions.

Disadvantages.

- There is some chance that localities, unless adequately proscribed by law or regulation, will artificially inflate the costs associated with hiring a police officer. The percentage spendout formula encourages this type of behavior.

To: Bruce Reed
From: Rana Sampson
RE: Police Interest in New Police Hires
Date: March 10, 1993

I've called around to a number of police departments and spoken with the chiefs or their surrogates about interest in new hires, the ability of localities to split the cost, a link between new hires and community policing, and whether there exists an interest in non-sworn public safety personnel and separated military personnel. I also asked if there are upper age limits in their departments for new hires. I'm still waiting for info from a few other departments but I wanted to have this to you quickly.

St. Louis:

- Looking for 200 new officers over the next 4 years (doesn't have all the money in place)
- A 50/50 salary split is appealing
- Thinks a link of new hires to community policing is advisable since they are doing comm. policing.
- Not that interested in military recruits, moving away from paramilitary model but likes idea of recruiting from historically black colleges and universities (HBCU's)
- Upper age limit is 34 but it's higher with each year of military experience. Congress may do away with this year law enforcement's exemption to the Age Discrimination Act

New York City:

- NYPD is looking to hire 3,000 recruits by FY 1996 (doesn't have all the money in place)
- A 50/50 salary split is very appealing
- Link to community policing is fine
- Looking at military for minority hires
- Upper age limit has a military exclusion clause

Chicago:

- Wants more cops and wants them to be doing community policing
- Thinks a 50/50 salary split is good offer but doesn't know if budget can handle it
- Interested in minority military personnel and HBCU students
- Likes idea of Community Service Officers as part of National Service