

Chief Credits Extra Police for Drop in Street Crime

■ **Law enforcement:** Homicide, robbery figures decline significantly in the week before verdicts in the King federal civil rights case. Added security costs have already topped \$8 million.

By RICHARD A. SERRANO
TIMES STAFF WRITER

Los Angeles Police Chief Willie L. Williams announced Monday that about \$4 million will be needed to pay for overtime costs and other expenditures that went into beefing up police operations at the close of the Rodney G. King civil rights trial.

The chief also disclosed dramatic new crime statistics showing street violence—particularly murders, assaults and robberies—dropped significantly last week as police increased their street presence in anticipation of the verdicts.

According to figures supplied by other major law-enforcement agencies, the cost for the massive deployment ordered as the trial came to its close has already topped \$8 million.

During a press conference at the Parker Center police headquarters, Williams used the new crime statistics to urge passage today of Proposition 1 on the city ballot, which would provide the LAPD with 1,000 new officers.

He said the measure would allow him to deploy the same number of patrol officers as he did last week, when he said violent crime fell by 12% across the city.

Homicides dropped by 20% during the first five days of jury deliberations, he said, and assaults and robberies each fell by 10%. In addition, police reported receiving only 15,000 calls for help on Saturday, down from a typical Saturday level of as much as 19,000. The LAPD has not released crime figures for the weekend, when the department went into full mobilization.

"If you put the new officers in uniform and on the streets, in cars, on foot beats, on bicycles, wherever they are necessary, you can make a community safe," Williams said. "It can reduce crime. It can reduce the fear of crime."

When deliberations began, the department added 600 officers to street duty. The 1,000 additional officers promised by Proposition 1 would bring a comparable increase in street patrols, Williams said.

If the proposition fails, he added, it would be impossible to pay for the higher level of uniformed officers. He said it cost between \$200,000 and \$300,000 to pay for overtime for each of the seven days the jury deliberated the case. Added to that, he said, was about \$1.8 million for full police mobilization on Saturday, the day the jury announced guilty verdicts against two of the four officers charged in the King case.

But the civil unrest predicted by many never materialized. Nor, said Williams, were threats against police officers carried out. While the increased deployment was generally applauded by residents, some expressed fears that a massive show of force would heighten tensions.

"Additional officers are not a threat," Williams countered. "We were not there to hold certain segments of our community hostage, to keep people indoors."

Please see **POLICE**, B4

JOSE —
We should launch
a series of local
campaigns nationwide
for propositions like
LA's.

I'll mention
it to the DLC.

—BR



ANACLETO RAPPING / Los Angeles Times

Police Chief Willie L. Williams discusses decrease in street crime.

POLICE: Crime Dips Significantly

Continued from B1

Instead, people stopped and talked. They greeted each other. They found out some first names. We began to develop some relationships."

Williams closed down his emergency operations center Monday afternoon. And he pledged that overtime paychecks will be given to officers within a month, unlike last year when they were delayed after the riots.

"I did get a commitment from members of the City Council and the mayor that they would pay for this overtime and that was never ever an issue," he said. "I'm really glad to say that dollars never became an issue in providing the level of safety."

Some of the money, he added, will come from the federal government and some from the city.

Other law enforcement agencies were also adding up their overtime cost figures.

The Los Angeles County Sheriff's Department on Monday esti-

mated its costs for overtime alone since the day the King jury began deliberations at \$3.4 million.

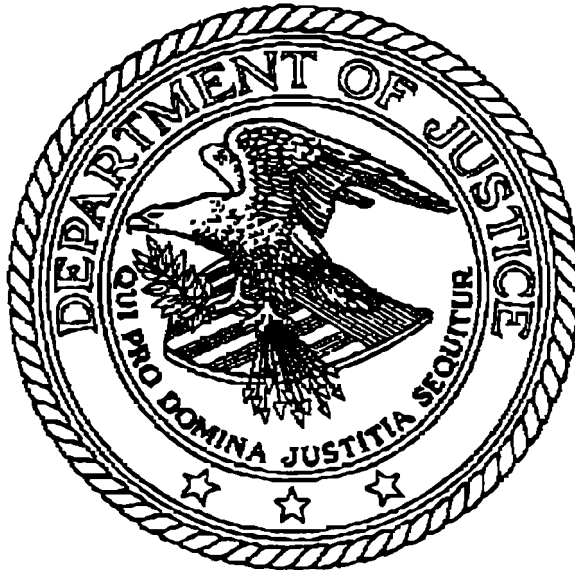
The department said massive overtime was incurred in the county jails because experience with the first King trial last year indicated that tensions would be particularly high there.

Division Chief Larry Anderson, commander of the emergency operations center, said that, like the LAPD found, violent crime was actually below normal in the communities patrolled by the sheriff.

A spokesman in the National Guard's Sacramento headquarters said the cost of the deployment probably will approach \$1 million by the time everything is closed down on Wednesday.

"If you compare that number to what it cost Los Angeles for the riots last year, it's cheap," Col. Roger Goodrich said.

Times staff writers Kenneth Reich and Daniel Weintraub contributed to this article.



Office of Policy Development
United States Department of Justice

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

April 22, 1993; 3:31 pm

TO: Jose Cerda

FAX: 456-7739

FROM: Grace L. Mastalli

VOICE: 514-4606

FAX: 514-8639

Total Pages (excluding this cover): 1

Additional Message:

This data based upon the FBI's Uniform Crime Reports makes the same case as the other numbers but is completely verifiable, albeit less memorable. We are now trying to come up with some "zingier" phraseology.

1. During the 30-year period, 1961 - 1991, there was no substantial change in the police employment rate in U. S. cities (1.9 per 1,000 inhabitants in 1961 and 2.2 per 1,000 inhabitants in 1991).
2. A substantial increase was observed in the violent crime rate for U. S. cities during the same period (183 violent crimes per 100,000 inhabitants in 1961, and 1,015 violent crimes per 100,000 inhabitants in 1991).
3. As a result, there was approximately one violent crime per city police officer in 1961 and 4.6 violent crimes per officer in 1991.

Bureau of Justice Statistics
Washington, D.C. 20531



633 Indiana Avenue, N.W.
FAX (202) 307-5846

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COVER SHEET

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BJS Division: ACTING DIRECTOR

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April 21, 1993

Dear Mr. Cerga:

Per our telephone conversation, I have tried to pull together a few key statistical items on law enforcement. We have a great deal more information which I could provide, if you need it. I have basically copied a few relevant tables from our publications for your use.

The Department's ongoing survey of American households, the National Crime Victimization Survey (NCVS) sponsored by the Bureau of Justice Statistics (BJS), reveals that nearly 5 million U.S. households, about 5 percent of all households in the Nation, had at least one member who had been the victim of violent crime during 1991. These victims of violence reported experiencing more than 6.4 million crimes of which about half were reported to local law enforcement authorities. Between 1980 and 1991, our nation's law enforcement agencies reported a 29 percent increase in the violence workload, a 51 percent increase in the number of arrests for violent crimes, while the number of sworn law enforcement officers increased by an estimated 17.5 percent. In 1980, there was about 1 arrest of a violent offender for each sworn law enforcement officer nationwide; in 1991, there was an average of 1.3 arrests for violence per sworn officer.

In 1990, BJS conducted its biennial collection of law enforcement management and administrative statistics (LEMAS). This data collection effort revealed that there were a total of 16,961 state and local law enforcement agencies with FY90 operating expenditures of about \$41.6 billion. That same year, BJS also collected data from State and local governments on employment and expenditures across the components of the criminal justice system. In constant dollars, spending per capita for police protection was found to have increased about 6.5 percent between 1979 and 1990, from \$104.85 per resident in 1979 to \$111.71. This compares to a 21% increase in per capita spending for judicial activities, a 31 percent increase in legal services costs per resident, a 103 percent increase in per capita costs for public defense, and a 99 percent in correctional spending per resident.

I expect to be in by about 11:00 A.M. tomorrow due to a doctor's appointment. My office number is 307-0765. If you need to reach me at home this evening, please feel free to call me at (301) 596-9529 if you have any questions. I hope that these items are in the general areas you wanted.

Larry Greenfeld
Acting Director, BJS

Table 1. State and local law enforcement agencies in the United States, 1990

Type of agency	All agencies*	Number of employees						Operating expenditures, fiscal year 1990
		Full-time			Part-time			
		Total	Sworn	Civilian	Total	Sworn	Civilian	
Number								
Total	16,961	793,020	595,869	197,151	76,044	35,384	40,660	\$41,550,270,000
Local police	12,288	459,891	363,001	96,890	53,705	24,533	29,172	\$20,585,981,000
Sheriff	3,093	203,974	141,418	62,556	16,406	9,192	7,214	9,137,209,000
Special police	1,531	51,825	30,078	12,747	5,129	1,549	3,580	6,137,543,000
State police	49	77,330	52,372	24,958	804	110	694	3,689,537,000
Percent								
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Local police	72.4%	58.0%	60.9%	49.1%	70.6%	69.3%	71.7%	49.5%
Sheriff	18.2	25.7	23.7	31.7	21.6	26.0	17.7	22.0
Special police	9.0	6.5	6.6	6.5	6.7	4.4	8.8	19.6
State police	.3	9.8	8.8	12.7	1.1	.3	1.7	8.9

Note: Local police and State police categories include only general purpose agencies. The special police category includes both State- and local-level agencies. Detail may not add to total because of rounding.

	Full-time sworn officers in local police departments			
	1990		1987	
	Percent	Number	Percent	Number
Total	100.0%	363,001	100.0%	355,290
Male	91.9%	333,598	92.4%	326,288
Female	8.1	29,403	7.6	27,002
Total	100.0%	363,001	100.0%	355,290
White	83.0%	301,291	85.4%	303,418
Black	10.5	38,115	9.3	33,042
Hispanic	5.2	18,876	4.5	15,988
Other	1.3	4,719	.8	2,842

Table 6. Operating expenditures of local police departments,
by size of population served, fiscal year 1990

Population served	Operating expenditures, fiscal year 1990			
	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 - 999,999	79,567,000	63,400	48,400	114
250,000 - 499,999	46,500,000	62,600	46,800	128
100,000 - 249,999	16,268,000	59,600	44,000	108
50,000 - 99,999	6,528,000	54,400	40,600	95
25,000 - 49,999	3,225,000	55,200	42,100	93
10,000 - 24,999	1,513,000	51,600	40,400	96
2,500 - 9,999	442,000	39,800	31,800	85
Under 2,500	115,000	31,500	27,400	95

Note: Figures are for 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.

Table 11. Characteristics of full-time sworn personnel in local police departments, by size of population served, 1990

Population served	Percent of full-time sworn employees								
	Total	White		Black		Hispanic		Other	
		Male	Female	Male	Female	Male	Female	Male	Female
All sizes	100%	77.5%	5.5%	8.5%	2.0%	4.7%	.5%	1.2%	.1%
1,000,000 or more	100%	65.4%	7.0%	12.4%	4.2%	8.4%	1.5%	.9%	.1%
500,000-999,999	100	62.9	5.7	15.6	4.4	5.6	.5	5.0	.4
250,000-499,999	100	68.0	6.8	13.0	3.2	7.2	.7	1.0	.1
100,000-249,999	100	76.7	6.0	9.1	1.8	4.1	.4	1.9	.1
50,000-99,999	100	84.2	4.9	5.7	.8	3.4	.2	.7	—
25,000-49,999	100	85.8	4.4	5.6	.5	2.9	.1	.6	—
10,000-24,999	100	89.4	4.3	3.5	.3	2.1	.2	.3	.1
2,500-9,999	100	88.2	4.6	3.6	.4	2.6	—	.5	.1
Under 2,500	100	87.6	3.8	4.5	.2	2.4	.3	1.2	0

Note: "Black" and "white" categories do not include Hispanics. "Other" category includes American Indians, Alaskan Natives, Asians, and Pacific Islanders. Detail may not add to total because of rounding.

—Less than 0.05%.

Table 12. Minimum educational requirement for new officer recruits in local police departments, by size of population served, 1990

Population served	Percent of departments						
	Total	Without requirement	All with requirement	Requiring a minimum of:			
				High school diploma	Some college*	2-year college degree	4-year college degree
All sizes	100%	4%	96%	90%	2%	4%	—
1,000,000 or more	100%	7%	93%	71%	21%	0%	0%
500,000-999,999	100	0	100	82	7	11	0
250,000-499,999	100	2	98	78	12	5	2
100,000-249,999	100	0	100	91	4	5	1
50,000-99,999	100	1	99	81	13	6	0
25,000-49,999	100	0	100	83	4	13	0
10,000-24,999	100	1	99	90	3	5	0
2,500-9,999	100	1	99	93	2	4	—
Under 2,500	100	7	93	69	1	2	0

Note: Detail may not add to total because of rounding.

—Less than 0.5%.

*No degree requirement.

Table 13. Training requirements for new officer recruits in local police departments, by size of population served,

Population served	Percent of departments requiring training	Average number of hours required		
		Total	Classroom	Field
All sizes	92%	543	402	141
1,000,000 or more	100%	1,266	774	492
500,000 - 999,999	100	1,086	678	408
250,000 - 499,999	100	1,408	722	686
100,000 - 249,999	99	1,137	595	542
50,000 - 99,999	100	926	495	431
25,000 - 49,999	100	820	458	362
10,000 - 24,999	99	665	451	214
2,500 - 9,999	96	536	413	123
Under 2,500	85	399	347	52

Table 14. Average base starting salary for selected position in local police departments, by size of population served,

Population served	Average base starting salary, 1990		
	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 - 999,999	25,110	33,900	67,300
250,000 - 499,999	25,370	35,120	62,770
100,000 - 249,999	24,960	34,330	59,190
50,000 - 99,999	23,300	32,140	51,600
25,000 - 49,999	23,150	31,200	46,400
10,000 - 24,999	21,630	28,950	40,930
2,500 - 9,999	18,710	24,110	29,960
Under 2,500	15,870	19,960	20,610

Note: Average salaries are based on the minimum starting salary offered by a department and have been rounded to the nearest 10 dollars. Computation of average salary excludes departments with no full-time employee in that position.

Table 17. State Local Per Capita Expenditures in Constant 1990 dollars

	Total	Police Protection	Judicial	Legal Services	Public Defense	Corrections	Other Justice
1971	168.94	99.37	21.87	7.58	1.10	38.07	0.95
1972	171.67	101.34	21.65	8.18	1.31	37.50	1.69
1973	174.96	102.75	22.18	8.55	1.59	38.17	1.72
1974	182.81	105.37	23.16	9.38	1.87	40.74	2.29
1975	186.95	106.09	23.57	9.68	2.07	43.00	2.53
1976	194.39	108.65	24.77	10.41	2.26	45.04	3.26
1977	195.29	106.64	24.58	11.04	2.44	46.54	4.06
1978	195.82	106.16	25.34	11.82	2.59	47.13	2.79
1979	195.61	104.85	25.79	12.23	2.65	47.60	2.47
1980	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1981	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1982	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1983	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1984	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1985	212.70	104.45	26.25	13.03	3.37	64.27	1.33
1986	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1987	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1988	238.85	109.70	28.79	14.66	4.35	79.71	1.64
1989	0.00	0.00	0.00	0.00	0.00	0.00	0.00
1990	261.02	111.71	31.18	16.01	5.37	94.50	2.24

Table 18. State-Local Percent change in per capita expenditure
in constant 1990 dollars

	Total	Police Protection	Judicial	Legal Services	Public Defense	Corrections	Other Justice
1971-72	1.6	2.0	-1.0	7.9	18.8	-1.5	77.8
1972-73	1.9	1.4	2.4	4.6	21.4	1.8	1.9
1973-74	4.5	2.5	4.5	9.6	17.7	6.7	33.1
1974-75	2.3	0.7	1.8	3.2	11.1	5.5	10.2
1975-76	4.0	2.4	5.1	7.5	9.1	4.7	28.9
1976-77	0.5	-1.9	-0.8	6.0	8.0	3.3	24.6
1977-78	0.3	-0.4	3.1	7.1	5.8	1.3	-31.1
1978-79	-0.1	-1.2	1.8	3.5	2.5	1.0	-11.5
1979-85	8.7	-0.4	1.8	6.5	27.2	35.0	-46.2
1985-88	12.3	5.0	9.6	12.5	28.9	24.0	23.5
1988-90	9.3	1.8	8.3	9.2	23.5	18.6	36.4
1971-88	41.4	10.4	31.6	93.3	295.7	109.4	72.8
1971-90	54.5	12.4	42.5	111.2	388.8	148.2	135.7
1976-85	9.4	-3.9	6.0	25.1	49.0	42.7	-59.1
1979-88	22.1	4.6	11.6	19.9	64.1	67.4	-33.6
1979-90	33.4	6.5	20.9	30.9	102.7	98.5	-9.4
1985-90	22.7	7.0	18.7	22.9	59.3	47.0	68.5

Total State and local police protection expenditure per capita
in 1990 constant dollars and full-time equivalent employment
(FTE) per 10,000 population, 1971-1990

Year	Police expenditures per capita*	Police FTE per 10,000 population**	Police full-time equivalent employees**
1971	\$99.37	22.8	472,063
1972	\$101.34	23.2	486,162
1973	\$102.75	24.2	511,146
1974	\$105.37	25.3	539,409
1975	\$106.09	25.8	555,849
1976	\$108.65	25.6	556,926
1977	\$106.64	26.1	573,582
1978	\$106.16	26.2	582,178
1979	\$104.85	25.8	580,448
1980			
1981			
1982			
1983			
1984			
1985	\$104.45	26.5	631,903
1986			
1987			
1988	\$109.70	27.7	680,638
1989			
1990	\$111.71	28.1	698,892

*In constant 1990 dollars.

**Formula to compute full-time equivalent employment
changed between 1985 and 1988.

NOTE: All police employment counts include civilian as well
as sworn personnel because the source cannot report them
separately after 1979.

Source: Bureau of Justice Statistics, Survey of Justice
Expenditure and Employment.

Table C. Summary data for State and local law enforcement agencies with 100 or more officers, by type of agency, 1990

Item description	County police (n=34)	Municipal police (n=380)	Sheriff (n=153)	Special police (n=17)	State police (n=19)
Personnel					
Number of agencies by number of full-time sworn officers:					
1,000 or more	7	31	12	3	14
500-999	5	29	16	1	17
250-499	12	66	43	4	12
100-249	10	254	82	9	6
Number of employees and sworn officers:					
Total number of full-time employees	30,205	235,995	97,310	11,289	77,330
Total number of full-time sworn officers	23,205	183,804	84,296	10,169	52,372
Average number of full-time officers per 10,000 residents	12	21	10	—	2
Median percent change in number of employees 1986-1990:					
All employees	15 %	6 %	21 %	11 %	6 %
Sworn employees	12	4	22	3	3
Civilian employees	16	11	25	63	7
Average percent of sworn employees by job function category:					
Administration	6 %	5 %	5 %	6 %	7 %
Field operations	87	89	55	91	80
Technical support	6	6	4	3	9
Jail operations	1	0	27	0	0
Court operations	1	0	6	0	0
Average percent of civilian employees by job function category:					
Administration	12 %	10 %	9 %	16 %	12 %
Field operations	11	12	6	6	12
Technical support	67	67	36	57	75
Jail operations	2	4	42	0	0
Court operations	2	0	4	1	0
Other functions	6	6	3	20	2
Average percent of sworn employees by sex:					
Male	91 %	93 %	86 %	83 %	96 %
Female	9	7	14	11	4
Average percent of sworn employees by race:					
White, non-Hispanic	79 %	84 %	85 %	66 %	90 %
Black, non-Hispanic	10	10	9	24	6
Hispanic, any race	2	6	5	8	3
Other race	9	1	1	2	1
Percent of agencies with educational requirement for officers:					
4-year college degree	0 %	1 %	1 %	0 %	0 %
2-year college degree	9	6	3	0	6
Nondegree college requirement	3	6	1	6	10
High school diploma	85	85	95	88	80
No formal requirement	3	1	0	6	2
Percent of agencies with residency requirement for officers:					
Area under agency's jurisdiction	16 %	26 %	42 %	12 %	59 %
Other specified area	16	26	6	19	14
Expenditures and pay					
Median fiscal 1990 operating expenditure:					
Total	\$18,853,000	\$10,356,000	\$16,441,000	\$12,474,000	\$42,951,000
Per employee	42,800	40,600	40,900	50,000	42,600
Per officer	55,200	53,800	64,700	73,400	60,700
Per resident	30	107	51	—	13
Median fiscal 1990 overtime expenditure:					
Total	\$866,000	\$384,000	\$408,000	\$1,050,000	\$1,198,000
Per full-time officer	1,657	1,905	1,366	3,902	1,437
Average base starting salary:					
Chief executive	\$60,000	\$58,100	\$63,300	\$67,100	\$66,900
Entry-level officer	24,100	24,500	21,700	27,400	22,800

TO: Nancy
FR: Jose
RE: 100,000 Police
DA: April 16, 1993

Nancy, here is the outline we have in mind for 100,000 new police proposal. This plan represents a government-wide, five-year effort to permanently increase police department force levels by 100,000 officers, to expand the community policing philosophy, and to offer increased training and education to current and future police officers.

Like the AG, we feel the proposal must offer state and localities maximum flexibility. Clearly, different police departments will have different needs, and the plan should be viewed as offering localities a menu of options.

Let's sit down as soon as possible this coming week and talk about how to start filling in the blanks on this broad outline.

I. Jobs Package Component -- Re-Hire/New Hire Proposal

- \$200 million for FY 1993 to re-hire or hire new police officers.
- Would come from CDBG funds already in stimulus package.
- Strict regulations required to ensure that money was used for police.
- HUD would have to collect data on lay offs and give preference to those localities.
- Funding mechanism/formula undetermined.

TOTAL NEW POLICE -- 10,000

II. Crime Bill Component -- Police on Our Streets Act

- Establish single grant program entitled "Police on Our Streets Acts" (POSA).
Incorporate into structure of Byrne Grants.
- If Police Corps options memo leads to downsizing, leftover funds should be invested in POSA.
- Roll community policing/cop on the beat funds into POSA.
- Determine appropriate limit on use of funds for training and technical assistance, equipment cost, etc.
- Working funding formula: three-year phase in of permanent police hires with DOJ providing a subsidy of \$15,000 to \$18,000 in first year, \$10,000 to \$12,000 in second year, and \$5,000 to \$6,000 in third year.
- Require states and localities to supplement, not supplant their current spending on police.
- Require states and localities to provide some type of assurance that they would keep hires on after three years.

- Total funding available (including some type of Police Corps) \$2.299 billion over five years.

TOTAL NEW POLICE -- 55,000 TO 70,000

III. Enterprise Zone Component -- Community Investment Program

- \$500 million available in FY 93 (but we will have to fight to keep).
- Should be integrated into POSA with same funding formula.
- You may want to consider these new hires for the AG's initiative.

TOTAL NEW POLICE -- 15,000 TO 17,000

IV. HUD Component -- COMPAC

- Combines new funds with old Drug Elimination Grants to create new Community Partnerships Against Crime (COMPAC).
- Almost \$1.5 billion over five years.
- Will fund long-term crime strategies developed by local housing authorities.
- Allows use of funds for new hires and community policing on public housing.

TOTAL NEW POLICE -- 5,000

VI. Department of Education Component -- Safe Schools

- Authorizes \$75 million for Safe Schools initiative in FY 94. Will be rolled into Drug-Free Schools Reauthorization later in the year and funded at \$100 million level thereafter.
- Allows use of funds for metal detectors, security personnel, anti-violence and anti-drug curricula, conflict resolution and peer mediation, etc.
- Should include use of funds for school-based community policing efforts.

TOTAL NEW POLICE -- 100 TO 500

VII. National Service Component -- Community Service Officers

- 20,000 National Service participants will be available for law enforcement/public safety roles. No specific funding level set.
- Working definition: Community Service Officers (CSOs) are national service personnel who perform community service by assisting in non-hazardous public safety service.
- Examples include: handling minor investigations, assisting in residential crime

prevention, staffing telephone reporting unit, mediating complaints, attending community meetings, preparing reports of past crimes, analyzing crime data, reducing crime directed against the elderly, provide social service referrals, conducting community surveys, etc.

TOTAL NEW CSOs -- 20,000

VI. Military Component -- Troops to Cops Demonstration Programs

- Promote the use of involuntarily separated military personal with more than 15 but less than 20 years of service. As authorized by last year's DoD authorization, these individuals can earn pension credits for service as law enforcement officers.
- Develop a demonstration project loosely-based on "Troops to Teachers" provision in last year's DoD authorization. Some \$65 million remains unspent for this program, and law enforcement training should be entitled to at least \$20 million of these funds.

TOTAL NEW POLICE -- 0 (TO BE COUPLED W/OTHER FUNDS)

VII. Labor Components -- Dislocated Worker Demonstration Programs

- Develop demonstration projects to be able to use JTPA funds. Authority to undertake such demos has existed since the FY 1991 DoD Authorization.
- As much as \$75 million may still be available for such demos.

TOTAL NEW POLICE -- 0 (TO BE COUPLED W/OTHER FUNDS)

Neighborhood Reconstruction Corps Act Summary

The Neighborhood Reconstruction Corps combines two successful ideas: using community organizations to give disadvantaged workers marketable job skills and real work, and enlisting private enterprise as partners in rebuilding public spaces and public buildings. Program funds will be used to train disadvantaged workers for light infrastructure repair work, and to match private investment in public projects.

Federal grants will be available for nonprofit community development corporations or private business entities at up to a one-to-one match of private funds. Project cannot cost more than \$1,000,000 and the Federal match cannot exceed \$500,000. Qualifying projects would include enhancing public parks, bringing public buildings into compliance with the requirements of the American With Disabilities Act, graffiti removal, repairing bus shelters, replacement of sidewalks, painting schools, and similar light public projects.

The Department of Commerce will administer the program, but grant applications will be reviewed by a separate peer review panel made up of community leaders with successful experience in similar programs. To avoid the diffusion that has weakened comparable grant programs, only cities designated Economically Distressed Central Cities, under a formula in the bill, can qualify for grants. The formula is based on a modified CDBG formula, and currently 297 cities of 35,000 or more population would qualify.

The Neighborhood Reconstruction Corps has a three pronged effect on urban development: it provides training, work experience, and jobs to economically disadvantaged workers while it encourages private enterprises to invest more in urban communities and improves much needed infrastructure clean up and light construction in historically unnurtured and blighted urban areas by individuals living in those areas. This program combines ideas from several successful community-based, including the East Harlem Action Program and the urban reconstruction programs of the Enterprise Foundation.

This bill authorizes \$500 million a year.

Community Capital Partnership Act of 1993 Summary

I. Community Investment Corporation Demonstration Improvements

Expands the types of institutions that qualify for assistance under the Community Investment Corporation Demonstration, section 853 of the Housing and Community Development Act of 1992, from community development banks to the larger number of community development financial institutions, including community development banks, community development loan funds, and community development credit unions.

Increases the amount of capital assistance authorized for 1994 from \$26,000,000 to \$50,000,000. Increases the amount of development services and technical assistance funds authorized for 1994 from \$15,600,000 to \$25,000,000. Increases the amount of money authorized for the training program in 1994 from \$2,100,000 to \$5,000,000.

II. Assistance to Community Development Credit Unions

Increases the NCUA's Community Development Credit Union Revolving Loan Fund from \$6 million to \$25 million.

Allows the NCUA to invest idle Revolving Loan Fund money to fund technical assistance to community development credit unions.

III. Community Development Banking Transition Assistance Program

Authorizes \$400,000,000 over four years to assist community development banks expand their activities and help community development loan funds, community development credit unions, and community development corporations that want to become community development banks develop into community development banks.

Gives the Secretary of HUD authority to provide capital and operating assistance to eligible institutions, provided the institutions agree to negotiate certain performance criteria relating to lending volume, portfolio performance, and service to targeted groups with the Secretary. If an institution fails to meet the performance criteria, the Secretary can stop funding of the institution.

IV. Assistance to Community Development Loan and Investment Funds

Provides \$20 million in federal matching grant support to community development loan and equity funds which makes loans and investments of \$25,000-250,000.

Entrepreneurship and Self-Employment Training Act of 1993 Summary

I. Develop Community Entrepreneur Training

Requires the Secretary of Labor to award competitive grants to five community colleges in economically-distressed central cities to develop specialized training curricula for entrepreneurship and self-employment training of disadvantaged, inner-city residents.

Authorizes \$10,000,000 for the training curriculum grants.

II. Training Grants

Provides \$85,000,000 a year for four years to fund 6 to 12 week courses based on the training curricula developed under the program which are taught by community colleges and community development corporations that serve residents of economically-distressed central cities.

III. Loan Guarantee Program

Requires the Administrator of the Small Business Administration to guarantee loans up to \$25,000 made by community development corporations, community development loan funds, community development banks, and community development credit unions to individuals who have graduated from a training course provided for under the program and intend to start a business.

Mobility for Work Act Summary

This legislation is intended to support efforts to provide transportation to work for inner-city residents in areas where new entry-level jobs are found primarily in the suburbs. The bill authorizes \$15 million for local transit agencies, community-based organizations and governments to explore the potential of mobility strategies to build a permanent attachment between urban residents and the workplace.

Programs funded under this bill must utilize one of the following models:

- Expansion of existing job training or job search programs to include transportation.
- Improving public transit systems to create links between urban residential areas and outlying areas of high job growth.
- Establish regional coalitions to improve central city access to jobs.

The program will be administered by the Secretary of Labor in consultation with the Secretaries of Transportation and Housing and Urban Development. It is intended to encourage similar cooperation among local job training and placement programs, transit agencies, and economic development authorities.

To limit the assistance to the areas of greatest need, eligibility will be limited to metropolitan areas in which 75% or more of the job growth over the previous ten years was outside of the central city. Based on current figures, this includes 20 metropolitan areas, among them Chicago, Los Angeles, Cleveland, Detroit, Washington, DC, Philadelphia and Milwaukee.

Assets for Independence Act Summary

Establishes a wide demonstration of Individual Development Accounts (IDAs). These accounts would allow people with incomes up to 200% of poverty to save up to \$2,000 a year in accounts specifically designated for (1) higher education, (2) purchase of a first home, (3) retirement, or (4) to start a very small business.

Low-income people who managed put aside savings in an Individual Development Account would receive a dollar-for-dollar match in the account. Community-based organizations, community credit unions or community banks could apply for a federal demonstration grant under this act. The organization would then use the grant funds to match Individual Development Account savings for all low-income participants in the community served.

Participants could withdraw funds at any time for any of the four qualified purposes, without penalty. If IDA savings are withdrawn for any other purpose, there is a penalty comparable to the penalty for early withdrawal from an Individual Retirement Account and all funds and interest attributable to the federal match would be returned to the Treasury.

Individual Development Accounts are intended to remedy the lack of savings and security in poor neighborhoods, to develop a long-term habit of spending, and to match the government's subsidy for asset-development by the middle-class with a comparable, though modest, subsidy for the working poor.

The legislation would authorize \$200 million for this demo, or sufficient funds to establish about 200,000 Individual Development Accounts.

15-Month House Proposal Summary

This legislation, to be developed in full and introduced later in the spring of 1993, will fund residential programs that provide refuge and a solid start in life for children who need help during the most vulnerable 15 months of life -- the last trimester of pregnancy and the first year of life.

Fifteen-month houses would provide very young or low-income mothers with health care; parenting education; social, psychological or substance abuse counseling and treatment; and educational or vocational training. They would provide the infant with pediatric care, nutrition, immunizations, and extensive cognitive stimulation. There will also be follow-up with both the mother and the child, and efforts to involve absent fathers in the lives of their children at all stages.

Fifteen-month houses are based on several successful programs developed by hospitals, parent associations, and other community groups, such as La Casita, a 12-18-month program for young mothers in the South Bronx. It is also based on a study by the Robert Wood Johnson Foundation that compared children who received solid health care and nutrition during the first year of life with children who received all that plus systematic cognitive stimulation. That study found that children who were cognitively stimulated -- through exercises with shapes, sounds and colors -- in the first year of life were better prepared for school and had many fewer behavior and learning problems later in childhood.

The legislation will authorize \$250 million for 15-Month Houses.

Community Schools Proposal Summary

Community Schools will be the name of legislation that Senator Bradley and Senator Danforth have been working on and intend to introduce later in the spring of 1993. The legislation will provide funds for community groups to keep schools open after hours for purposes the community develops for itself.

Community Schools is based on successful programs in Boys and Girls Clubs, YMCAs, and even in private homes that community leaders have opened up as a safe haven for children after school hours. It is intended to build on those programs by using the most accessible and useful public space in every neighborhood: the school. Community groups could apply for grants to use the school's gymnasium, cafeteria, auditorium, classrooms, or other facilities after hours. Potential uses of funds include mentoring programs in which adults from the community would help young people with homework, athletic programs, drama, or any other use the community developed for the young people of the community.

The legislation will likely authorize \$15 million for community schools. Funds might be used to develop the community program or to offset the incidental costs of keeping schools open.

Community Policing Assistance Act of 1993
Summary

Authorizes \$200 million in grants for local governments and community groups in economically distressed central cities to establish or expand community policing programs. The goal of the bill is to increase police presence in the community by fostering and strengthening the ties between the community and the police.

Funds can be used for any of the following approaches to community policing, all of which have proven successful in improving safety:

-Decentralized police substations in the community.

-Expanded foot patrols for police officers and reduced emphasis on squad car surveillance

-Community/police partnerships to target crime, such as citizens patrols and crime detection networks

-Community/police training programs in areas such as cultural diversity, crime prevention, and gang prevention

-Development of model projects to help communities identify drug or gang houses and use civil remedies, such as public nuisance violations, to eradicate such houses, and use mediation techniques to resolve gang problems

Of the \$200 million authorized, 75% is targeted for use by local governments, the balance by community groups.

from the government; others merely need the government to be on their side when it comes to helping them work and raise children. Still other families need large and substantial help, from social workers and therapists, just to function at all. The new President needs to recognize these differences as he works toward a progressive family policy for the 1990s.

MANDATE FOR ACTION

1. **Wage an intense media campaign against teen pregnancy and out-of-wedlock births.** Our leaders should also encourage social responsibility in the area of children's broadcasting.
2. **Pass an \$800-per-child tax credit for all preschool children.** The credit should be phased out between the ages of 6 and 10.
3. **Expand the Earned Income Tax Credit for all working poor families.** The benefits should be tied to family size.
4. **Establish a federal system of child-support payments.** Also, paternity must be established for all children whether or not their parents have been married.
5. **Establish model state codes for divorce law.** Such codes should stress the primacy of the children's well-being in divorce proceedings.
6. **Encourage parental responsibility.** This should be done through the bully pulpit of the presidency and through the promulgation and evaluation of state initiatives that seek to reinforce parental responsibility.
7. **Pass the Family Leave Bill and promote family-friendly workplaces.** The federal government should also become a pioneer in telecommuting.
8. **Help families under acute stress to stay together.** The new administration should establish early intervention programs and home-based social service delivery for troubled families.

8

Safer Streets and Neighborhoods

ED KILGORE

TAKING CRIME SERIOUSLY

The most fundamental right any government owes its citizens is personal safety—the right to live, work, and move about peaceably, secure in one's person and property. America's abhorrently high crime rates, especially the grim statistics of violent crimes, document a fundamental failure of domestic government.

By any measure, crime is at shocking levels. In 1991, nearly 15 million crimes were reported—more than four times the number in 1960.¹ Violent crimes rose 14 percent between 1980 and 1988,² and then 23 percent between 1988 and 1991.³ During the last four years, reported murders have jumped 23 percent, rapes 17 percent, robberies 33 percent, and aggravated assaults 28 percent. Yet, it is estimated that 52 percent of violent crimes are not even reported.⁴

Most dramatically, it is estimated that eight out of every ten Americans can expect to be victimized by violent crime at some point in their lives.⁵ Technicians look at our crime statistics and lock into an irrelevant debate: Has more frequent reporting spurred recent increases?⁶ But whether our violent crime rate is skyrocketing or leveling off at a barbarous plateau, it remains the industrial world's worst. Our homicide rate is more than five times

that of Europe, and four times that of Canada, Australia, or New Zealand. Our rate of rapes is nearly nine times that of Europe.⁷

The fear of crime, moreover, dissolves the social fabric that binds Americans together into a community of common experience. It turns strangers into enemies, unfamiliar ground into dangerous turf, and random social contact into risky business. When crime afflicts a neighborhood, those who can avoid it, stay away; those who cannot, suffer alone. The former become isolated, the latter abandoned.

Crime and its consequences sharpen every racial and economic division of our nation, and blunt every popular impulse toward faith in government and willingness to undertake shared sacrifice. More than any other national problem, the failure to ensure domestic security undermines equally the basic values of opportunity, responsibility, community, and national security. Any progressive agenda for America that does not make this issue a top priority cannot pass a threshold test of credibility.

The new administration has a particular responsibility to take crime seriously. The last two Republican administrations waged a harsh inflammatory rhetorical war on crime, a war of words that masked a record of indifference to the measures that might have actually decreased crime and increased domestic security. The new President must have the courage to wage a real war on crime and make the necessary commitment to produce results. The new Democrats must be willing to commit themselves to "put people first" with strong actions that defend people's right to be safe from crime.

Taking crime seriously means *directly* addressing crime and its immediate breeding grounds—reclaiming public places, so that people no longer fear to walk the streets, patronize commercial areas, ride the buses and subways, or send their children to school. To help communities accomplish this, the new President should:

- Establish a national Police Corps—an initiative that can put 100,000 new cops on the streets. Under this plan, the federal government would pay for the college educations of students who, in turn, would commit to serve four years as police officers.
- Encourage community-policing deployment strategies and make them a condition to various federal law enforcement financial assistance programs.
- Promote community self-defense efforts to reclaim public

places, public housing, and public schools from the unsafe conditions that breed crime.

- Support police officers by proposing tough, long-overdue gun laws—a ban on Rambo-style assault weapons, a bill to make all crimes committed with guns federal offenses—and demand Congress finally enact the Brady Bill, a national waiting period for gun buyers. These laws would protect our police and civilians without infringing upon the right to bear arms for self-protection, hunting, or sports.
- Reduce the demand for drugs by increased funding for treatment and education. A million untreated addicts on the street are a constant contributor to crime and unsafe conditions.

Most of all, taking crime seriously means understanding the terrible human cost of crime, and moving beyond the equally empty rhetoric of many on the Right and the rationalizations of many on the Left.

A WAR OF WORDS AND RATIONALIZATIONS

Since Ronald Reagan's election in 1980, national crime policy has been bound up in a rhetorical war of words increasingly remote from the day-to-day struggle against crime. According to popular conservative mythology, we should blame our crime problems on permissive judges, guilt-ridden parole officers and parole boards, subversive civil liberties attorneys, and weak-kneed liberal lawmakers who have managed over the years to riddle the criminal justice system with "loopholes" and vitiate the deterrent power of apprehension and incarceration. They are the reason, say conservative mythmakers, why criminals are often "sprung" on "technicalities," given sentences too soft and too short to inspire fear, or paroled after serving just a fraction of their sentences.

But in their 12 years in power, the conservatives wound up subordinating real-life crime fighting and settling for mere symbolic measures. While the Reagan officials were giving ringing speeches calling for drastic action against crime, they were steadily reducing federal assistance to state and local law enforcement agencies, which employ 93 percent of all law enforcement personnel and spend 87 percent of all crime-fighting funds.⁸ Then the Bush administration teamed with congressional Republicans to block action on sweeping anticrime legislation—on grounds that

the Democratic bill did not impose the death penalty for a tiny class of federal felonies.⁹

In 1988 and again in 1992, the Bush campaign blamed lenient sentencing and parole policies for crime. Yet the number of inmates in U.S. prisons doubled during the last decade. America has by far the highest incarceration rate in the world: more than ten times Japan's, four times China's, and 46 percent higher than our nearest rival, South Africa.¹⁰

The disjunction between conservative anticrime rhetoric and real anticrime measures reached an all-time high in 1989, when President Bush called a press conference to announce his own package of crime legislation. It largely neglected assistance to state and local law enforcement agencies, and instead focused on federal prison construction, the death penalty for a few new federal offenses, and restrictions on use of habeas corpus petitions by criminal defendants.¹¹ Bush called this package "Take Back the Streets," which must have amused the vast majority of street criminals who manage to avoid federal offenses as they commit their crimes.

Finally, in 1992, President Bush made his chief anticrime promise of the presidential campaign—to make carjacking a federal offense—in response to an egregious crime that happened to occur within the Washington media market.¹²

But the failure of the Right's paper-tiger crime rhetoric does not mandate a return to the habit of many on the Left who instinctively respond to public demands for fighting crime by rationalizing crime as primarily a symptom of social injustice.

While poverty, lack of job opportunities, discrimination, inadequate housing, poor schools, and disintegrating families are all "root causes" that contribute to crime, they do not excuse it. Nor do they excuse reluctance to tackle crime directly as well as indirectly.

Crime is a cause, as well as an effect, of poverty and social discrimination; and the victims of social injustice tend also to become the preeminent victims of crime. Consider: Nearly half of all homicide victims are blacks—murder has now become the leading cause of death among young black urban males.¹³

Those who would deflect concern about crime into concern about social injustice must also consider that crime profoundly erodes the sense of community and mutual obligation that must serve as the foundation for any broad-based progress toward justice and equality. On a more practical level, the fear of crime, especially in urban settings, has led those citizens who have a

choice, to exercise it—to avoid living, working, or shopping in high-crime neighborhoods or public facilities. By doing this they lose most, if not all, immediate experience of the worst of the root-cause social conditions. To cite the most obvious example, middle-class suburbanites, whose experience of the homeless population is often limited to a few fearful experiences of intimidation or psychotic behavior, are unlikely to explore, much less support, options for creating affordable housing.

As Professor Alexander Bickel of Yale said during the civil disorders of the 1960s: "No society will long remain open and attached to peaceable politics and the decent and controlled use of public force if fear for personal safety is the ordinary experience of large numbers."¹⁴ Just because conservative "get tough" rhetoric has failed is no reason to conclude that crime should be tolerated as the inevitable if deplorable result of social pathology. Indeed, one reason the public has continued to support the Right's prescriptions despite evidence of their failure is the corresponding failure of the Left to generate a credible alternative approach that takes crime seriously. Also, the Right has won public support through its willingness to emphasize moral accountability in the fight against crime—an accountability too many on the Left felt uncomfortable in publicly espousing. It is simply this: Those who commit crimes deserve to be punished and those who are victims of crimes deserve to be protected. Regrettably, after the strife-torn struggles of the civil rights and antiwar eras, and the abuses of power committed in the name of law enforcement, it simply became unfashionable to be a self-declared law-and-order liberal.

IDEOLOGICAL CO-DEPENDENCY

In the final analysis, conservatives and liberals have unwittingly cooperated to make crime a symbolic issue, rather than a serious challenge. A deadly example of this ideological co-dependency was supplied by the Rodney King case and the resulting riots.

A habitual offender was caught after leading Los Angeles police on a high-speed chase, risking the lives of officers and bystanders. The police were caught on videotape using unconscionable excessive force in subduing him. A suburban jury, clearly more concerned with the symbolism of the case than the facts, acquitted the police of criminal charges.

Riots broke out, and an understaffed, out-of-touch police department led by a get-tough conservative icon, failed to gain con-

trol. Opportunists joined the disorders, which turned into the most destructive civil violence since the mid-1960s, spreading to several other cities.

The news media highlighted incidents of violence against innocent, and usually white, bystanders, drawing explicit parallels with the King beating. And too many politicians focused on the symbols that fit their ideology. Liberal politicians hastened to blame American society generally, and the Reagan and Bush administrations specifically, for not tending to the root causes of the violence. Conservative politicians rushed to react to the most extreme liberal rhetoric. The result: ethnic tensions were exacerbated in Los Angeles and many other cities, the police were demoralized, and crime remained as large a problem as before.

Ideological ax grinding is not only an impediment to anticrime efforts, but an actual inducement to crime. Those who would justify riots to vindicate Rodney King, and those who would justify a vigilante jury's vindication of his tormentors, are equally to blame for the resulting collapse in law and order.

Since tough talk is not deterring crime, and crime itself undermines progress on its root causes, the search for an approach that can produce results must begin by looking squarely at crime as it actually occurs. This means looking to the streets—where police officers can deter crime through creating increased risk of apprehension; where the most immediate causes of crime can be isolated and reduced; and where the community support critical to any anticrime initiative can be mustered and mobilized.

TOO MUCH CRIME—TOO FEW COPS

For all the tough anticrime rhetoric heard in recent years, governments at all levels have failed to supply the most basic crime-fighting resource available in the quantities necessary to keep pace with, much less overcome, rising crime: police officers.

In 1951, cities with populations over 50,000 employed more than three police officers for every violent crime. By 1988, the ratio was reversed, with three violent crimes occurring for every police officer.¹⁵

In practical terms, this means our effective strength in police per violent crime has been reduced by about 87 percent since 1951, despite ever-increasing public concern and repeated official pledges to wage war on crime.

This true reduction-in-force is all the more remarkable because

it has coincided with steady increases in other areas of public employment, especially at the state and local levels where most law enforcement officers work. From 1975 until 1988, a period of soaring state and local employment, police manpower actually dropped as a percentage of population.¹⁶

Even within the criminal justice system, cops have gotten the short end of the fiscal stick. From 1979 to 1990, total per capita spending by all levels of government on justice system activities rose 35 percent, with a 31 percent increase for courts, 55 percent for prosecutors, and 99 percent for corrections. But spending on police rose just 6 percent.¹⁷

Not surprisingly, a 1985 survey of police chiefs showed that 70 percent indicated serious manpower shortages, many of critical dimensions.¹⁸ In addition to shortcomings in the quantity of police officers, there are serious concerns about the quality of their preparation and the degree to which they adequately represent the population they must protect.

Most police recruits still have only a high school education, even though average starting salaries nearly doubled between 1978 and 1988.¹⁹ And despite widespread use of advanced technology in police work, average training hours have barely increased since 1967.²⁰

Most big-city police forces have adopted some sort of affirmative action program to recruit more officers familiar with minority communities. Still, most cannot remotely meet their minority recruitment targets. Currently, New York City's police force is only 11 percent black, about the same proportion as in 1983, though the black population of the city is now nearly 29 percent.²¹

THE POLICE CORPS

Given the fiscal constraints facing state and local governments in the 1990s, some national effort is in order to help reverse the unequal struggle between police and criminals on our streets. Fortunately, there is one well-defined approach that would simultaneously increase both the quantity and quality of police officers, while promoting minority recruitment and opening a new "upward mobility" track whereby high school graduates could earn the means to go to college.

The Police Corps Act, introduced in the Senate in 1989 by Democrat Jim Sasser and Republican Arlen Specter, and in the House by the remarkable duo of Democrat Barney Frank and

Republican Bob Dornan, aims at increasing state and local police forces by 100,000 college-educated officers within four years.²² The Police Corps concept has been spearheaded since 1982 by Adam Walinsky, a New York attorney and former chief legislative assistant to Senator Robert F. Kennedy.

The Police Corps would offer prospective college students up to \$10,000 per year in college assistance in exchange for a four-year commitment to serve as police officers. Participating state and local police departments would pay the recruits the normal entry-level salary, but would realize a 40 percent reduction in personnel cost per recruit by avoiding pension obligations and other costs associated with career officers. Police Corps members would also receive 16 weeks of federally operated preassignment training.²³

The first-year cost to the federal government, based on an enrollment of 25,000 Police Corps members, would be roughly \$1.7 billion, significantly less than the law enforcement expenditures in the last omnibus drug legislation.²⁴ It would raise the total federal contribution to crime efforts to no more than 10 percent of national expenditures, but would increase total force levels by over 20 percent, total patrol units by 40 percent, and the percentage of college-educated officers by as much as 50 percent in many cities—the largest step toward reversing the unequal struggle between cops and criminals in a generation.

There is clear evidence that the Police Corps could meet its recruitment goals while attracting a much higher percentage of minority officers. A survey of Boston-area students found that 40 percent of all college attendees would “very likely” or “fairly likely” make the four-year commitment the Police Corps requires. The positive reaction rose to more than 50 percent among minority students.²⁵ This showing of disproportionate interest in the Police Corps among the best-educated segment of minority Americans is an especially promising sign.

Aside from its law enforcement benefits, the Police Corps would quite obviously have a major impact on the ability of young people to obtain college educations at a time of rising tuitions and inadequate student financial assistance. By allowing them to earn cash benefits through a commitment to serve the community in a vital capacity, it incorporates the principle of the GI Bill, offering the means to upward mobility and reinforcing the ethic of mutual obligation.

In addition, the Police Corps could help reduce the dependence of college students on loans. The federal government is currently spending about \$1.6 billion per year to cover defaulted student

loans, about half of all annual student loan expenditures, and roughly equivalent to the annual cost of a full-fledged Police Corps program.²⁶

A demonstration Police Corps program was included in the Senate's version of omnibus crime legislation—but it was stalled throughout the last Congress due to wrangling between congressional Democrats and President Bush over details of the package's death penalty provisions.

We recommend a full-scale commitment to the Police Corps. Rarely has this country had an opportunity to accomplish so many vital objectives with one breakthrough initiative, and the new administration should pursue this opportunity immediately. One element of the Police Corps Act strongly promotes the next recommendation this chapter makes: redeploying police officers to prevent crime through community policing.

911: THE SLOW DEMISE OF RAPID RESPONSE

Despite rising evidence of its futility, most local police forces in America today remain addicted to a deployment strategy that treats communities as enemy territory. A 1988 Justice Department report summarized recent police tactics as concentrating on motorized patrol forces, rapid response to calls for service—usually through 911 telephone systems—and retrospective investigation of crimes.²⁷

This “rapid response” strategy became standard procedure for most police departments during the 1980s. Given the limited resources available to police forces, its popularity was understandable: It placed a premium on the use of telecommunications technology as opposed to manpower; it allowed fewer officers to cover greater territory; and most of all, it supplied an apparently objective measurement of police effectiveness: number of calls responded to, and speed of response.

This strategy is also, of course, inherently reactive, and tends to become a circular exercise. Once police deployments and department budgets are organized to reflect the rapid-response approach, then any and all negative evidence of its effectiveness simply becomes a justification for more motorized units and more rapid response times.

As James Q. Wilson and George Kelling observed: If each call is treated as a separate incident with neither a history nor a future,

then each incident will be handled by police officers anxious to pacify the complainants and get back on patrol as quickly as possible.²⁸

More succinctly, Boston Police Commissioner Mickey Roache admitted: "I hate to say this, but in Boston we run from one call to another. We don't accomplish anything. We're just running all over the place. It's insane."²⁹

A 1988 Justice Department study surveyed the available evidence on the effectiveness of rapid-response as "uniformly negative."³⁰ Most striking was an experiment in Kansas City where doubling the number of patrol cars had no significant effect on crime. In fact, the Kansas City study concluded that the speed with which police arrived on the scene in response to a 911 call had no real effect on the probability of making an arrest.³¹

Aside from its apparent ineffectiveness, the rapid-response strategy has levied a high cost in police-community relations and the overall understanding police departments have of the crime problem and its most immediate causes.

Like the French and American armed forces deployed in Southeast Asia from the 1950s until the 1970s, motorized rapid response forces have surrendered control of the territory to the enemy. Stationed in garrisons remote from the population, our police use the best available technology to arrive on the scene in response to unconfirmed reports of enemy activity. After surveying the scene and filing the necessary paperwork, they return to "base," with no better understanding of the conditions that produced the particular incident. As Commissioner Roache said, it is indeed "insane."

AN ALTERNATIVE TO 911 JUSTICE— COMMUNITY POLICING

As the deficiencies of rapid-response became more apparent during the 1980s, a number of police forces around the country experimented with an alternative approach, generally known as "community policing" or "problem-solving policing." The key to community policing is to think in terms of patterns of crime, not individual 911 calls; to deploy police visibly and continuously in specific neighborhoods, not occasionally when incidents have occurred; and to work actively with citizens to identify crimes-in-the-making and conditions likely to produce crime.³²

Whether it is implemented through foot patrols in an urban setting, or through a highly organized neighborhood watch in the

suburbs, community policing makes long-term progress against crime the objective, rather than number of calls received and average response times.

Most of all, there is strong evidence community policing works. Foot patrol experiments in Newark, New Jersey, and Flint, Michigan, were very popular with residents, reduced fear of crime, and improved police morale. In Flint, the crime rate dropped significantly, along with emergency calls for service.³³ In New York City, a broader commitment to community policing was made, and may have had something to do with the first across-the-board decrease in every major crime category in 36 years.³⁴

New York's community policing effort includes one innovation that should vitally contribute to long-term cooperation between citizens and police: community advisory boards that supply police with feedback on deployment decisions and an early warning of conditions likely to generate crime.³⁵

Given the dismal record of rapid-response, there is absolutely no reason to further delay a national commitment to this alternative approach, which clearly improves police-community relations, creates a framework for a more sustained assault on crime, and seems to work.

One of the most attractive features of the Police Corps Act is that it requires police departments to deploy most corps members through community policing methods. As a result, the overall percentage of police officers working in communities will rise significantly, with a corresponding drop in the high percentage of officers currently assigned to both administrative positions and motorized rapid-response.

We strongly recommend other administration efforts to encourage community policing, including Justice Department assistance, more widely disseminated research, and vigorous use of the bully pulpit of the White House. Indeed, until community policing has at least been tried in every American city, we recommend that any and all federal law enforcement assistance be made contingent upon an agreement to experiment with the community policing strategy.

One encouraging recent development in law enforcement was the partial conversion of the Bush administration to community policing during 1992. The administration-supported "weed and seed" initiative aimed at low-income urban neighborhoods incorporated both community policing strategies and an attack on the immediate conditions leading to crime—both unprecedented experiments, given the administration's previous exclusive commit-

ment to high-tech law enforcement and postapprehension punishment as crime-fighting measures.³⁶

The new administration should capitalize on this emerging consensus, and use every opportunity to promote community policing.

Dealing with the immediate causes of crime. One aspect of the crime problem that community policing is especially suited to address is the variety of neighborhood-specific factors that directly breed crime.

While root-cause explanations of crime tend to become justifications for doing nothing directly about crime, addressing these more immediate causes can become an important part of a community-based assault on crime.

Community self-defense. A community's first line of defense against crime is often right on the surface, in its appearance.

In their highly influential 1982 article "Broken Windows," James Q. Wilson and George Kelling argued that "signals" of disorder, including neglected buildings, trash-littered vacant lots, and instances of intimidating behavior, "both create fear in citizens and attract predators." Intimidated citizens gradually abandon the territory to the arriving predators, and before long, what began as noncriminal disorder can develop into a steep rise in actual crime.³⁷

Where the territory affected by disorder is a public facility or a widely used commercial or retail area, the chain of intimidation and abandonment can have serious consequences for an entire city or metropolitan area.

A good recent example of this pathology and efforts to reverse it has occurred in the New York subway system's Operation Enforcement. In recent years, subway cars and stations in New York became heavily populated with the homeless, many of them substance abusers or mentally ill, who refused requests to move to available shelter space. Gradually, the disorderly behavior of the homeless and other transients began to affect subway ridership, and at the same time, violent crime in the system was rising steadily. The "Broken Windows" chain of events was fully underway, in a city uniquely dependent on public transportation.³⁸

Operation Enforcement is based on a simple premise: no one, homeless or otherwise, will be barred from the subway system, but basic rules of orderly behavior will be insisted upon. The program is gradually having a positive effect, but has been opposed vociferously in the courts and in public forums by civil liberties groups and homeless advocates, who believe the presence of the homeless

population in so visible a public facility will help generate support for better services.³⁹

If the new administration is to make community policing successful, it will need to take a firm stand in favor of efforts to maintain order in public places without compromising anyone's constitutional rights. The way to maintain our communities and fight crime is to insist that Americans accept a mutual obligation to allow each other use of common areas without intimidation or fear of crime.

Special attention should be paid to reducing disorder in public facilities especially vulnerable to crime, such as schools and public housing projects. Students and public housing tenants can never be "empowered" so long as they cannot insist on being treated decently and with basic civility in their daily lives.

Chicago's Operation Clean Sweep is an especially instructive example of both the dramatic effect on crime that can be produced by a concentrated effort to enforce rules in public housing projects, and of the misguided resistance of the traditional Left to initiatives that empower low-income citizens.⁴⁰

In Operation Clean Sweep, public housing officials, assisted by police, targeted high-crime projects and moved in to simultaneously take care of repair needs and identify unregistered tenants, guns, and drugs. At one project where the violent crime rate was 13 times the national average, crime dropped 32 percent. An interesting byproduct of the effort was a marriage boom, as unregistered tenants who were living in violation of housing authority rules against overnight visits chose to establish two-parent families rather than face eviction.⁴¹

Local civil liberties lawyers fought Operation Clean Sweep on grounds that it violated the constitutional protection against unreasonable search and seizure. But all opposition ceased following a highly publicized incident in which a child living in the Cabrini-Greene project was gunned down while walking hand-in-hand with his mother.⁴²

Both Operation Enforcement in New York and Operation Clean Sweep in Chicago show that we can reclaim public places lost to crime—if we listen to the people most affected, rather than defer to their self-appointed advocates.

The new President should personally take the initiative to encourage community self-defense against crime. At the earliest possible occasion, he should say to all Americans: If you have the courage to reclaim your communities from crime, I'll be with you, with every resource available to the federal government.

GUNS

Perhaps the greatest dereliction of duty in today's much-promised war on crime has been government's unwillingness to heed the pleas of our nation's police officers who have testified they are being out-gunned on our streets by gangs armed with military-style, semiautomatic assault weapons. Gangs have been able to purchase with ease weapons made only for the mass-murder of people, not for hunting or sports shooting; weapons that can be equipped with magazines loaded with 20 rounds of ammunition and often many more, and with Rambo-style, spray-from-the-hip gunstocks, and flash-suppressors and silencers. Yet the official policy of the Bush administration was to look the other way.

In 1989, after the nation was shocked by horrifying pictures from a schoolyard in Stockton, California, where a deranged man killed five children and wounded 30 more by firing 100 rounds in two minutes, the Treasury Department's Bureau of Alcohol, Tobacco and Firearms identified a list of assault weapons manufactured overseas—such as China's AK-47—that they said were made only for combat use and not for hunting or sports. President Bush banned the importation of these foreign-made weapons—but, yielding to the lobbyists of the National Rifle Association and the gun industry, he refused to ban sales of identical weapons that are made in the U.S.

There is no justification for the past administration's failure to respond to the urgent calls for help by leading law enforcement officials who feel their cops are in daily danger from these most dangerous weapons. After two Los Angeles police officers were killed by assault weapons, Police Chief Daryl Gates pleaded before Congress for a federal ban on the sales and import of assault weapons. "I do not want any more officers to be spray-gunned to death by street punks armed with high-tech killing machines," said Gates, who had also been Bush's 1988 campaign adviser on crime issues.

No president or political party can pose as a friend of police officers so long as it tolerates the sale and distribution of cop-killing weapons in the name of individual rights. The Bush administration's bizarre "buy American" policy on assault weapons, which opposes their importation but not their domestic manufacture, is an especially egregious example of official hypocrisy on guns and crime. And even Bush's political allies know that.

Consider the views of former Senator Barry Goldwater of Arizona. Not only was this 1964 Republican presidential standard

bearer the original "conscience of the conservatives," but he has also posed with his favorite hunting rifle in the NRA's national magazine advertisements that proclaim: "I am the NRA." He champions the right of every American to own firearms—"I've been a member of the NRA," Goldwater has said. "I collect, make and shoot guns." But he has no fear of taking direct aim at his NRA friends when he knows they are wrong. So, in 1989, he was quoted by the *Washington Post's* Chuck Conconi as saying: "I'm completely opposed to selling automatic rifles. I don't see any reason why they ever made semiautomatics. . . . I've never used an automatic or semiautomatic for hunting. There's no need to. They have no place in anybody's arsenal. If any SOB can't hit a deer with one shot, then he ought to quit shooting."

Today, the urgent need to rid our streets of uncontrolled firearms, including military assault weapons, is recognized by an overwhelming majority of Americans—even an overwhelming majority of the gun owners. In a poll for *Time* magazine, a national waiting period for gun purchasers was backed by 87 percent of America's gun owners—law-abiding citizens whose main concern was to keep guns out of the hands of felons. But President Bush, bowing to the lobbyists of the NRA, vowed to veto the Brady Bill, the measure passed by both the House and Senate that would order a modest five-working-day national waiting period for a background check on gun purchasers.

At a minimum, the new President should insist on a national waiting period for gun purchases, and a ban on military assault weapons. Neither step could even conceivably limit the legitimate purchase of firearms for use in hunting, collecting, or self-protection.

This is one area of criminal justice where tougher laws and courts might help. We suggest making the commission of a serious felony with a firearm a federal offense punishable by long mandatory sentences.

DRUGS

The effect of drug abuse on crime rates is universally accepted, but again, our attack on drugs has been heavy on rhetoric but light on systematic efforts to reduce demand as well as supply for drugs.

During the Bush administration roughly 70 percent of federal antidrug spending was channeled into reduction of drug supplies—mainly through interdiction of drug shipments by law en-

forcement officials. Only 30 percent of the federal funding was aimed at reduction of demand, this nation's voracious appetite for drugs—an appetite that is fed and financed by addicts who commit crimes to pay for their drugs.⁴³ The new President should give treatment and education—the demand-side drug efforts—equal priority and equal funding with law enforcement and other interdiction efforts.

Despite recent claims that the Bush administration's supply-side attack on drugs is working, the evidence is at best mixed. A just-completed national survey of schools found drug use among high school students rising during the last school year in seven of ten drug categories. More alarmingly, drug use rose in all categories for junior high school students. At every age level, increased drug use was pronounced among African-American students, with use of uppers, downers, and hallucinogens among the black high school population rising more than 25 percent in just one year.⁴⁴

Most antidrug experts agree that a much higher emphasis on treatment and education is in order. An immediate problem is the lack of treatment facilities. There are currently about one million treatable hard-core drug addicts in America who do not receive treatment, often because it is not available.⁴⁵ For example, every day the Fulton County Treatment Center in Atlanta places an average of 20 new addicts requesting treatment on a waiting list with 2,000 already in line.⁴⁶

We should make sure that addicts seeking treatment are immediately helped. Otherwise, they often return to, or resort to, crime to support their habits. In particular, we should insist that inmates in our prison system with drug problems—nearly half according to one estimate—receive drug treatment and education.⁴⁷ A current federal Bureau of Prisons effort to treat inmates before they are released back on the streets should be extended to state correctional facilities.⁴⁸ Making funds available for that purpose is one crime-fighting investment the federal government should undertake immediately.

CONCLUSION

We can make progress on crime in this new administration, and the federal government can make a valuable contribution to this effort. We need only abandon yesterday's empty rhetoric and rationalizations about crime, and quickly embrace tactics and strate-

gies that not only work against crime and the conditions that breed it, but that restitch the fabric that holds our communities together.

MANDATE FOR ACTION

1. **Establish a national Police Corps.** This initiative can put 100,000 new cops on the streets while raising the educational level and representative character of police departments and supplying a new "upward mobility track" for young people willing to serve their communities in exchange for help in going to college.
2. **Promote community policing through every available avenue.** Require police departments receiving federal law enforcement assistance to adopt community policing methods.
3. **Order federal agencies to use all available resources to support community self-defense against crime.** In particular, public places, public housing, and public schools should be reclaimed from the unsafe conditions that breed crime.
4. **Enact the Brady Bill, ban assault weapons, and make the commission of crimes with guns a federal offense.** We can protect our police and our citizens from gun-toting criminals without abridging the right to bear arms for self-protection, hunting, or sports.
5. **Give drug treatment and education efforts equal funding with law enforcement efforts.** All addicts should have access to treatment, beginning with those already in prison.

come if and when we get rid of the regulatory blocks to the creation of a broadband television network with thousands of channels and programmers. Then, according to George Gilder, author of *Life After Television*, the economic imperative of appealing to the lowest common denominator would be broken.

Chapter 8

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Bill Bradley

U.S. SENATOR
Democrat/New Jersey

731 Hart Senate Office Building • Washington, D.C. 20510 • 202/224-3224

THE BRADLEY URBAN COMMUNITY-BUILDING INITIATIVE

1. March 18, 1993: Floor Speech (13 pages)
2. Bill Summaries: (8 pages)
 - Neighborhood Reconstruction Corps Act
 - Community Capital Partnership Act
 - Entrepreneurship and Self-Employment Training Act
 - Mobility for Work Act
 - Assets for Independence
 - 15-Month Houses
 - Community Schools
 - Community Policing Assistance Act

United States Senate

WASHINGTON, DC 20510-3001

Senator Bill Bradley
Statement on Urban Community-Building Initiative
March 18, 1993

It was less than a year ago that we watched Los Angeles explode in a disorder across our television screens, followed by the parade of people saying it was time to do something about our cities. And of course, nothing happened.

There are no cities burning today--no shopkeepers protecting their stores with guns right now; no mass looting or mass anger being played out on neighborhood streets at the moment. But that doesn't mean that the problems are gone. I don't believe we can wait until the next urban crisis to start doing something about the problems facing our cities.

Last year I spoke on this floor to paint a picture of America's cities. I described places that were poorer, sicker, less educated, and more violent than ever in my lifetime. I described places where plummeting incomes, skyrocketing unemployment, deteriorating physical conditions, and an absence of meaning in people's lives came together at the barrel of a gun; places where fear covers the streets like a sheet of ice. I talked about the cost of neglect to our economy and to our humanity if we do nothing.

Today I want to show a new picture of the same places. It is a more hopeful picture, though there has been no real change. But life in cities is always full of more complexity and more hope than either the media or the politicians want to admit. Today I want to talk about converting despair to hope, about the cities in which it is already happening, and about how human beings in the midst of the turmoil can become islands of courage and dedication, about how we can build bridges to connect the islands, to bring us all together.

Dedicated individuals in every city have built communities for themselves by inventing new tools. With little help and less encouragement from government, they have had to recombine and reinvent government programs intended for completely different objectives in order to make them do some good. Today I'd like to

talk about urban community-building and initiatives that would promote it, a package of bills that will take the tools invented at the community level, and use the power of government constructively to make those tools available to every community where there is the will and imagination to make them work--tools for creative communities to get self-improvement.

Life loses its meaning where there is no community. Community today means the chance to build a better future with savings and capital for economic growth, safe streets and comfortable public spaces, education and skills, and strong families. People who share goals and a common effort are people with a purpose in life. But where young people languish without work skills and public spaces crumble, while no one makes the connection between work to be done and people to do work, there is no community. Where there are ten check-cashing shops for every bank or credit union that lets people borrow and save for tomorrow, there is no community. Where police respond only to crimes that have already taken place, arriving too late to help people who are strangers to them, there is no community. Where children are born to teenage mothers who do not know the effects of drugs on a fetus or a child, or why a child cries, there is little chance of a community for the next generation. Where the government's only effort to help people escape poverty is a futile flow of income for spending, while government penalizes savings and investment, there is no community. Where cities are nestled in prosperous metropolitan areas that generate thousands of entry-level jobs a year, but those jobs are only in suburbs, not accessible to poor people, or only accessible by a bus trip of several hours and transfers, there is no community.

Last year I painted three futures for urban America.

One is abandonment, meaning recognizing that with the billions of investment in the national highway system which led to suburbia, corporate parks, and the malling of America, and with communications technology advancing so fast that the economic advantages of urban proximity are being replaced by computer screens. In those circumstances, the city has outlived its usefulness. Like the small town whose industry leaves, the city will wither and disappear.

Encirclement means that people in cities will live in enclaves. Politics will amount to splitting up a shrinking economic pie into ever smaller ethnic, racial, and religious slices. It will be a kind of clockwork orange society in which the rich will pay for their security, the middle class of all races will continue to flee as they confront violence, and the poor will be preyed upon at will, or will join the army of violent predators. What will be lost for everyone will be freedom, civility, and the chance to build a common future.

The third alternative is something I call conversion. It means winning over all segments of urban life to a new politics of

change, empowerment, and common effort. Conversion is as different from the politics of dependency as it is from the politics of greed. Its optimism relates to the belief that every person can realize his or her potential in an atmosphere of nurturing liberty. Its morality is grounded in the conviction that each of us has an obligation to another human being, simply because that person is a human being.

There will not be a charismatic leader here but many leaders of awareness who champion integrity and humility over self-promotion and command performances. Answers will not come from an elite who has determined in advance what the new society will look like. Instead, the future will be shaped by the voices from inside the turmoil of urban America, as well as by those who claim to see a bigger picture.

Conversion requires listening to the disaffected as well as the powerful. Empowerment requires seizing the moment. The core of conversion begins with a recognition that all of us will advance together, or each of us will be diminished; that American diversity is not our weakness but our strength, and that we will never be able to lead the world by the power of our example until we have come to terms with each other and overcome the blight of racial division on our history.

The government in Washington cannot create community where there is none, or generate a commitment to the politics of conversion where there is none. But we can provide tools to those who are committed to building it for themselves. That is the idea behind the Urban Community-Building Initiative, which a group of Republican and Democratic Senators will introduce next week. These eight bills offer innovative, cost-effective solutions to each of the obstacles to community that I have described. The total cost of the package is only \$1.45 billion a year, but taken together, it represents a massive investment of innovation and new thinking. These ideas will seem untested only in Washington, where this is a very new approach, but in the streets and community-based organizations where these ideas were born, they are hardly outlandish.

The first idea is Neighborhood Reconstruction Corps. I have spoken here and in the past about the deterioration of public spaces and the vast number of young people, with a high-school diploma or even a long work history, who need skills and work. But today I want to speak about people who are gaining skills and public spaces that are being improved. In East Harlem, for example, Dorothy Stoneman started YouthBuild in 1978 to give young people both basic education and marketable vocational skills. While getting their high school equivalency diplomas, they have rehabilitated hundreds of abandoned buildings to create affordable housing. Other programs, such as developer James Rouse's Enterprise Foundation, have shown in Baltimore, Detroit, Miami and

other cities that local companies are willing to participate in rebuilding the cities in which they prosper.

To combine the idea of improving job skills with the idea of asking private companies to help build an economically healthy community, I have developed the Neighborhood Reconstruction Corps. This demonstration would provide federal funds to match private investments in light infrastructure projects for public entities. For example, if a local company was willing to put up money to help repaint an inner-city school, or to refurbish a neighborhood center, some money would be available but only if an important condition was met: the project must employ a Neighborhood Construction Corps, a corps of disadvantaged workers who would be organized and trained for light construction by a community-based organization. The first idea might come from a company that realizes its own profit depends on clean, modern roads and good schools and housing. Or the initiative might come from the community-based organization that first assembles a Neighborhood Reconstruction Corps and then seeks out companies that want to undertake projects. Everyone must work together--the private business that will put up at least half the money, the local government or school system, and the community-based non-profit--and if they do, the government will be there to help.

The second initiative is community schools, which Senator Danforth has spent a great deal of time developing. One of the great outrages of our cities is that the one public building that is part of every neighborhood and every family's life--the school--bolts its doors tight every afternoon at 3:30 or 4:00 and every Friday for 48 hours. During that time, kids whose parents are not home often have no safe place to go and no one to help them with homework, sports, or the basic questions about growing up. The dedicated people of the community, who want to be a part of raising the community's children, have no place to come together and help. But if we look at what a few dedicated people have done, we can find an answer. In Newark, New Jersey, it's the Boys and Girls Club of Newark. In East Orange, New Jersey, a local YMCA is transforming itself into a "safe haven" for young people after school. And in Washington, D.C., it's a former executive named Kent Amos, who gave up his career to give his full attention to the 50 or more kids who come to his home every afternoon for help with homework and other activities.

Meanwhile, the school buildings, with their gyms and libraries, their nurses offices and auditoriums, are shuttered. Later this year, I hope to join Senator Danforth in introducing Community Schools. It will provide basic funds to open the schools after hours for purposes the community chooses. It might be a safe place for homework, or an athletic program, or a parenting program for young mothers. Kids need two things during their free time: a place and a mentor. This bill will give both, in communities where there is the kind of commitment that Kent

Amos and others have demonstrated in Washington, D.C. But now a caring community can affect hundreds of thousands of kids, not just 50.

I also want to use Community Schools as an example of how the programs in this package are interconnected. For example, if the community wanted to use a school for some new purpose, such as a drama program, but they needed repairs and new facilities, a Neighborhood Reconstruction Corps could do the work. If the community wanted to use the school for an entrepreneurship training program for high-school students, maybe even to start a small business based in the school building, they could combine community schools with the entrepreneurship training component of this package. Communities that can address more than one of the leverage points of conversion at a time will see the impact multiply as expectations and results build on one another in a positive direction.

Third, the Community Capital Partnership Act. Most of us take basic financial institutions for granted. We have savings and checking accounts, our bank lends our money to businesses in our communities, and we borrow ourselves when it comes time to buy a home or we have an inspiration to start a business. But in most American cities, the only financial institution they know is the check-cashing cubicle, which charges up to 5 percent just to cash a government check, and takes the money back out of the community. People who want to save have nowhere to go and businesses have no access to capital. Within the 165 square miles that make up the areas most affected by the Los Angeles disturbances, there are 19 bank branches, as compared to 135 check-cashing establishments.

Over the last 20 years, Shorebank of Chicago has shown the world that a financial institution that is committed to community development can lead a community back from the brink of economic and social decline. Since 1973, it has made \$340 million in development financing, mainly for the purchase or rehabilitation of housing units in Chicago's South Shore neighborhood.

Shorebank is more than just a bank. Through its various subsidiaries and affiliates, it has been an active force in the revitalization of the South Shore. Shorebank has used a subsidiary, City Lands Corporation, to make high-risk loans for housing development. It has used a nonprofit affiliate, the Neighborhood Institute, to help disadvantaged residents achieve their GEDs, start up small businesses, and train for jobs available in the community. It has used its depository institution, South Shore Bank, to make loans to people seeking to renovate apartment buildings and establish small businesses that generate jobs in the community.

The bank now boasts over \$211 million in deposits, almost half of which come from residents of the South Shore community. We often hear about how banking institutions take money in the form of deposits from economically-distressed areas and reinvest them in other areas. Shorebank shows how assets from the community can be put to work for the community!

Another home-grown project dedicated to the benefits of capital and savings is New Community Corporation in Newark, New Jersey. New Community Corporation was formed in the wake of the Newark riots of 1967. Over the last 25 years, it and its subsidiaries have developed over 2,500 housing units, 25,000 square feet of office space, and an \$11 million Extended Care Facility. New Community has also built a \$15 million shopping center, which contains Central Newark's only major grocery store built since 1967.

New Community's founder, Monsignor William Linder, testified recently before Congress: "I have seen bank branch after bank branch close because the bank did not find serving our community profitable. There was always the same trend. Managers were frequently changed, service became poor, the facility was always dirty. Frankly, no one in authority cared about our community."

But instead of giving up hope, Monsignor Linder and others started a credit union. He now presides over a credit union with about \$1.7 million in assets that provides basic banking services to community residents. Last year, New Community's credit union made 165 loans, mainly to poor residents of Newark's Central Ward. Basic banking services like check cashing, consumer loans, and savings accounts are taken for granted by a lot of people, but in places like the Central Ward of Newark they have become scarce and prized commodities. Like Shorebank, New Community, in its own way, has recreated opportunities for its community.

The bill I introduce today commits the federal government to efforts like those taken in Shorebank in Chicago or New Communities in Newark. It increases the amount of funds authorized in various government programs for the benefit of community development financial institutions, and expands the number of institutions that are eligible for the funds. It creates a new program specifically designed to help institutions like New Community--community development financial institutions--grow into community development banks like Shorebank, and it helps institutions like Shorebank expand their services.

Fourth, entrepreneurship training. When we confront our fears about the city, we have to start with our assumptions about the people who live there, particularly young black men. But here is another view of the young people of the inner city: "They confront risk daily, they are resilient, intuitive, creative and observant, and they have learned to take great initiative within a

stifling environment, just to survive." To Steve Mariotti, a former Detroit auto executive, these were the characteristics of a successful entrepreneur. With help from private foundations, he started the National Foundation for Teaching Entrepreneurship. Where others looked at these same kids and saw only their deficits and their problems, Steve saw their strengths. And he was right. By working in schools and settlement houses with kids as young as six and up to the age of 24, he taught people about the value of money, and about how to use their instincts and skills to grow in the long-run, not just to survive in the short-run. In 1990, the Foundation graduated 225 young entrepreneurs, who started 152 businesses, including retail clothing firms, food and catering businesses.

The Foundation for Teaching Entrepreneurship is just one program that might benefit from my Entrepreneurship Training program for urban residents young or old. The bill authorizes \$85 million in grants to community colleges and community development corporations in economically-distressed central cities to develop an entrepreneurship curriculum and train urban residents for self-employment. It also provides \$150 million in guarantees of loans made by community development corporations, community development loan funds, community development credit unions, and community development banks to finance small business start-ups by graduates of such self-employment training programs.

Next is community policing. But business can't much less grow, if there is no safety. Three weeks in Jersey City I met a man who owned a small store, was terrified by frequent robberies. His store was near City Hall, just blocks away, but when he called said it took them three hours for a squad car to arrive. He concluded that government would do nothing to ensure safety and now he carries a gun.

Government's response to the epidemic of violence has been to toughen and toughen again the penalties. I supported this effort--because the penalties show the magnitude of crimes involving drugs and violence--larger point. A police culture that isolates officers from the community, responding to crimes only after the fact, with crime and will rarely catch the criminal.

While government was speaking louder about crime, communities were inventing for themselves a new way to ensure safety. In East Orange, New Jersey, police officers created the roughest twelve-block zone of the city and made it a mini-precinct, with an accessible office and district beats for every officer. A similar program that started in Columbia, South Carolina, brought an immediate reduction in crime. An elderly woman living in a

*Community
policing*

Community
policing

stifling environment, just to survive." To Steve Mariotti, a former Detroit auto executive, these were the characteristics of a successful entrepreneur. With help from private foundations, he started the National Foundation for Teaching Entrepreneurship. Where others looked at these same kids and saw only their deficits and their problems, Steve saw their strengths. And he was right. By working in schools and settlement houses with kids as young as six and up to the age of 24, he taught people about the value of money, and about how to use their instincts and skills to grow in the long-run, not just to survive in the short-run. In 1990, the Foundation graduated 225 young entrepreneurs, who started 152 businesses, including retail clothing firms, food and catering businesses.

The Foundation for Teaching Entrepreneurship is just one program that might benefit from my Entrepreneurship Training program for urban residents young or old. The bill authorizes \$85 million in grants to community colleges and community development corporations in economically-distressed central cities to develop an entrepreneurship curriculum and train urban residents for self-employment. It also provides \$150 million in guarantees of loans made by community development corporations, community development loan funds, community development credit unions, and community development banks to finance small business start-ups by graduates of such self-employment training programs.

Next is community policing. But business can hardly survive, much less grow, if there is no safety. Three weeks ago in a New Jersey city I met a man who owned a small store, an immigrant, who was terrified by frequent robberies. His store was in the shadow of City Hall, just blocks away, but when he called the police, he said it took them three hours for a squad car to respond. He concluded that government would do nothing to ensure his safety, and now he carries a gun.

Government's response to the epidemic of violent urban crime has been to toughen and toughen again the penalties. I have supported this effort--because the penalties should fit the magnitude of crimes involving drugs and violence--but there is a larger point. A police culture that isolates officers in squad cars, responding to crimes only after the fact, will never prevent crime and will rarely catch the criminal.

While government was speaking louder about crime, but carrying what looked like a smaller and smaller stick, a few communities were inventing for themselves a new way to ensure safety. In East Orange, New Jersey, police officers recently took the roughest twelve-block zone of the city and made it a mini-precinct, with an accessible office and distinct neighborhood beats for every officer. A similar program that started in 1990 in Columbia, South Carolina, brought an immediate 30 percent reduction in crime. An elderly woman living in a housing project,

who had slept on her floor for five years because she feared bullets coming through her window, was finally able to get back into bed. Now police officers worry less about what crimes have occurred, and spend more time talking to people, finding out where trouble is brewing, and intervening before it happens. Police know the mothers who are worried about their sons and daughters; they know the shopkeepers who are worried about neighborhood thugs, and they know the thugs the shopkeepers worry about. With knowledge comes trust and trust is the foundation for security.

This new model, known as community policing, can build a base of trust and knowledge in every community. But it requires an investment, at least at the beginning. When police officers spend more time on the streets, preventing crime, a city needs more police officers to provide the same basic level of security and the same response time when crime does occur. My community policing bill, the fifth component of this initiative, authorizes \$200 million in matching funds to local law enforcement and community groups to support community policing activities in economically distressed central cities. Police departments can use these funds for local police substations, or to staff regular police neighborhood beats.

Community policing boils down to using intelligence. We won the Persian Gulf War because we had great military firepower and the intelligence as to where to direct that firepower. In urban America today, we have police departments, but we don't have the intelligence as to where to direct the police power. Community policing, by involving the community in the process, will create an atmosphere in which the police can deploy their resources intelligently to achieve what the people in the community want, which is greater security.

Next is something I call Fifteen-Month Houses. As essential as investment, capital, and infrastructure are, they are not family. They are not children. And nothing is more vulnerable than children to the pressures of the city. Raising children is a 24-7-365-20 proposition: 24 hours a day, seven days a week, 365 days a year, for 20 years. Young mothers often do not realize this, and with the pressures of the city--the economic pressures, drugs as a commonplace of life, crime and guns--it is more difficult for them to provide that steady hand than it is for many other parents. That's why I think Fifteen-Month Houses make sense.

Yet a few people have stepped in to build communities that set children on a sound course through life by caring for them in the most important fifteen months of life: the last trimester of pregnancy and the first year after birth. In Los Angeles, Bea Stolzer and an organization called New Economics for Women put together everything they could find, including low-income tax credits, local housing development credits, CRA credits, and

welfare system funds to build Casa Loma, a residence for 110 single parent families and senior citizens, with child care space, family services, and vocational programs. In New York, The Bronx Parent Association has developed a 12-18 month residential program--La Casita--to serve pregnant women and women with young children. It provides initial evaluation of enrollees for psycho-social needs and substance abuse problems, counseling, on-site medical services, job training, parenting classes, on-site day care, and a one-year follow-up.

From these home-grown initiatives, I have come up with the idea of Fifteen-Month Houses, and later this year I will introduce a bill authorizing \$250 million to establish residential programs for low-income and young mothers during the the third trimester of the mother's pregnancy and the first year of life. The program must provide the mother with health and substance abuse screening or treatment, and education in parenting. For the child, the program must include cognitive stimulation as well as immunizations and other care. The Robert Wood Johnson Foundation recently completed a study showing that if children are provided not just healthy care during the first year of life, but also systematic cognitive stimulation, behavior problems will be reduced later, they will progress more quickly in education later, and the burden on the school to remedy problems from early in life will be correspondingly reduced. Fifteen-Month Houses will be intended to provide that safe and stimulating year to the most vulnerable children.

Next, individual development accounts. Another reality of city life that we have to face up to is government's failure to lift people out of poverty. The average income in Newark, New Jersey, is about \$9,000 a year. The average income for New Jersey overall is three to four times that. While cities have gotten poorer, government has been engaged in an endless debate about whether traditional welfare programs give people too much income, discouraging work, or too little. While this debate is important, it misses a key point: traditional welfare programs that support income and spending can never, by themselves, lift people out of poverty. You can no more spend your way out of poverty than you can borrow your way out of debt. To become economically self-sufficient requires at least some assets--a house, a savings account in case of an emergency, even an education counts as an asset. Poor people are much poorer in assets than in income. For example, black families with monthly incomes below \$900 have an average net worth of about \$88. That includes everything--furniture, a car, savings, the value of a pension. The average net worth for white families earning only two to three times as much is more than \$50,000.

For middle-class people, the government encourages and heavily subsidizes the development of assets. Interest paid on home mortgages is tax-deductible. Pensions are tax-deferred, and

Individual Retirement Accounts are encouraged. Meanwhile, poor people live in neighborhoods where there are no banks; without a pension or a down payment on a home, they cannot take advantage of the many ways our government helps people develop assets. If they are on welfare, they cannot even save \$2,000 or so to buy a car and get to a job without being penalized by welfare. Indeed, in Milwaukee, Wisconsin two years ago, a young single mother named Grace Capitello managed to save \$3,000, by making clothes and toys for her daughter instead of buying them, and by scrimping at the grocery store. For her efforts, she was charged with fraud by the county and ordered to turn over all her savings. Fortunately a judge understood. Throwing out the case, he complained, "I don't know how much more powerfully we could say it to the people in our society: Don't try to save"--than we were by this action.

From the creativity of Grace Capitello comes the idea for the Assets for Independence Act. This bill would not only allow poor people to save without penalty, it would encourage it. It would allow anyone with income up to twice the poverty line--or about \$22,000 for a family of four--to establish an Individual Development Account and contribute up to \$2,000 a year, the same as in an Individual Retirement Account. This account could be used for only four purposes: to buy a first home, to pay for college education, for retirement, or to start a small business. To reward savings, the program would provide funds to community-based non-profits to match the savings in an IDA, up to a total of \$2,000. This bill would authorize \$200 million to establish a broad demonstration of this revolutionary concept.

The most striking characteristic of American central cities today is their isolation. Once the hub of their regions, the center of commerce, jobs and culture, inner-city residents are now isolated socially, culturally and economically. Outsiders look in, through movies like "Boyz in the Hood," at a world with its own values, its own language, and its own icons of popular culture. But all the talk in Washington about the "culture of poverty" diverts our attention from the very simple fact of isolation from jobs. It is not news that a central city like Newark lost 80,000 jobs between 1970 and 1988. But these cities are nestled in metropolitan areas that were creating far more jobs than were lost, including many entry-level jobs with modest skill requirements. Mobility strategies say to connect where the entry-level jobs are with the people who need the entry-level jobs with creative transportation.

Unfortunately, those jobs were in the suburbs. To say that an urban resident can't get an entry-level job until the city revives in total is to say that a generation will be wasted as politicians of all races give excuses and bureaucrats twiddle their thumbs and push paper. In 20 large metropolitan areas of America, more than 75 percent of the jobs created in the 1980s were outside of the central city. And in six areas, including

Chicago, Cleveland and Detroit, every single new job created--100 percent of the net job growth--was in the suburbs. Government has tried various costly strategies to address this enormous disparity. Urban development has cost hundreds of billions, gentrified a few small downtown areas, but still left poor people in the cities living increasingly in areas where almost everyone else is also poor. The latest effort at urban development, enterprise zones, might turn out to be more successful, but the cost is high and the change only marginal. Dispersal strategies, efforts to help inner-city residents move to the suburbs, have been very successful when ordered by a court, as in the Gautreaux project near Chicago, but encounter intense political resistance. With the failure of these two strategies, the only alternative has been abandonment, leaving the cities, with their vast human capital behind, while businesses in the suburbs struggle to fill \$5-an-hour entry-level jobs from a limited labor pool.

There is an alternative, possibly a much less expensive one: mobility. In southeast Chicago, residents of the Le Clair Court housing project concluded that the barrier between Le Clair residents and jobs was simply transportation. Most Le Clair residents don't own cars, and bus transportation to a suburban job means getting up three hours before work and returning home well after dark. With the help of a creative young manager named Theresa Prim, they scraped together \$250,000 from foundations to buy five 20-person vans, and began to talk to suburban businesses about their desperate need for entry-level workers. They concluded that if people had good jobs, they would pay six dollars a day for transportation to those jobs. Now fares paid by workers or employers cover almost half the cost of the Accel Transportation project. The vans are full. And many Le Clair residents soon buy a car to get to their new jobs, opening a spot in the van for someone new. Besides transportation, the program includes job counseling and conflict resolution for workers who are not used to suburban jobs and employers who are not accustomed to hiring inner-city residents and often must overcome their own ingrained impulses on issues of race.

I have not given up hope that we can draw more jobs to the cities, but we can no longer put all our hopes in that strategy. We know where the jobs are, and we know that in good economic times, companies have a hard time filling those jobs. In 1987 and 1988, companies in northern New Jersey were desperate for workers and began to run their own vans into Newark. But when the economy turned down, companies quickly cut this cost, and urban workers were cut off before they developed a permanent attachment to the work force.

My Mobility for Work initiative is intended to build a lasting connection between urban workers and suburban jobs by helping projects like Accel Transportation get going. At only \$15 million, it is the least expensive component of this urban initiative, but one with the most possibilities. Everything is interconnected. For example, when city dwellers return to their

communities in the evening with real earnings from jobs, banks and retail businesses will emerge to serve them, creating more jobs in the community and starting a cycle of prosperity. Some urban residents might move out to the suburbs, closer to the jobs, or some businesses might be drawn back to the city, once they overcome their prejudices about inner-city minority workers. This is a demonstration program, with a rigorous evaluation at the end to determine the effects of this new strategy.

These eight programs form a coherent strategy to build communities by restoring their public spaces, by fully utilizing schools, by making capital available, by bringing law enforcement into the community, by helping people save for the future, by strengthening families, and by connecting people with jobs. All eight are demonstration programs, to give these new ideas a serious test that I believe they need.

Most of the eight programs also include a peer review panel to look at the initial applications for demonstration grants and design the evaluations. All eight programs have a strong accountability provision with rigorous standards and frequent review and assessment. The money provided under this initiative will not be distributed by bureaucrats in Washington, but by people with experience in making these programs work at the local level. In many cases, it will be the people who invented them. They will know whether the groups that apply for grants really have the ability and commitment to make them work, or just know how to write grant applications.

These eight programs are also concentrated where the need is greatest. From 1981 to 1992, federal aid to cities was cut by 60 percent, in constant dollars. We have failed our cities by denying them investment, attention, and imagination. A lack of money can be remedied quickly, even given our budgetary constraints, as President Clinton has shown by proposing to spend, in 1997, \$3.7 billion for Head Start, almost \$1 billion for the Women, Infants and Children nutrition supplement, \$3.1 billion for Community Development Block Grants and related programs, \$247 million for the Job Corps and \$1 billion for summer jobs this summer. These are long-standing, well-tested programs that work and never should be abandoned.

But fully funding old programs that work is not enough. We must remedy not just the failure of spending, but the failure of imagination. Twenty-five years ago, the Kerner Commission, appointed to study the riots in Newark and Detroit, called for a constant stream of innovative programs to get at the real problems underlying violence. If we are only talking about fully funding the few programs from that era that have survived and worked, we must acknowledge that we are denying the decades-old call to constantly think anew about our cities.

The eight bills in this initiative are based on creative programs that have already worked on the local level, supported by communities and undertaken without government assistance. This initiative gives these local programs a national test, so we can see what works and what doesn't. The cost of the program is \$1.44 billion per year--slightly more than the cost of four days of rioting in south central Los Angeles last April. The question isn't whether we can afford to spend this money in our cities, but whether we can afford not to. Earlier this week the Administration said we had no choice but to spend \$45 billion more to clean up the S&Ls; do we have any less choice in our cities, for \$43.5 billion less?

At its core, this proposal deals in an interrelated manner with the steps that it takes to become a fully contributing adult in this society. To address the first years of life, there are fifteen-month houses; to help with education, there are community schools; to provide safety, there is community policing; to create jobs and job training there are neighborhood reconstruction corps, community capital partnerships, and entrepreneurship training; to connect jobs and job-seekers there are mobility strategies for work; and finally, to promote savings and investment, there are assets for independence. Rural, suburban, or urban, these goals are goals that we all share.

That is the purpose of my package. In the absence of funding or imagination from the federal government, for 12 years urban heroes have had to figure out how to make the most of what they have. This initiative takes the creativity that has flourished at the local level, and translates it into a national program that can in turn be used as tools for a new wave of creativity. With this initiative, I hope we can begin a new era in which we do not deny the existence of a crisis of race and isolation in our cities, we do not deny resources to cities, and, above all, we no longer deny cities our natural optimism and creativity as a nation in finding solutions to problems that seem hopeless only because we have not given them our best effort, our fullest resources, or our most creative imagination. Now is the time to make this step.



THE UNITED STATES CONFERENCE OF MAYORS

1620 EYE STREET, NORTHWEST
WASHINGTON, D.C. 20006
TELEPHONE (202) 293-7330
FAX (202) 293-2352

May 7, 1993

To: Rana Samson
From: Laura DeKoven Waxman *LDW*
Re: Funding, Formula Issues Regarding New Hires

As Pat and I discussed with you, most cities have had considerable problems with the Byrne Grant program. The funds tend to be spread widely through the state, much of them going for multi-jurisdictional task forces often in rural areas. When the funds do get to the cities often they must be spent for what have been identified as state priorities, rather than for locally identified priorities. Enclosed is the last report we did on problems that cities have had with the Byrne Grant program.

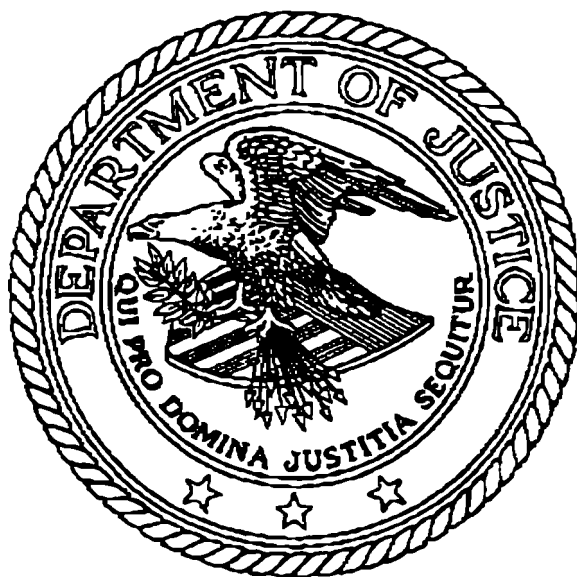
Since the mayors would have serious problems with a funding approach that sent money through the states, we suggest that the Administration consider a different structure for providing funds to local governments to hire additional police officers. The Community Development Block Grant serves as a good model. It provides flexible funds directly to local governments above a certain size, which are referred to as entitlement communities. The funds are allocated on the basis of a formula which includes factors such as population, poverty, age of housing and other indicators of community need. Thirty percent of the funds go to the states for allocation to non-entitlement communities. CDBG is funded at about \$4 billion this year.

You may want to consider a variation on CDBG, particularly since I believe we are talking about a smaller amount of money. Funds could be allocated on a formula basis directly to local governments which, under the formula, would receive a minimum grant, possibly \$100,000. The formula used could be criminal justice expenditures. Data is collected regularly by the Census Bureau for the Bureau of Justice Statistics on the amount of money local jurisdictions are spending on justice. It is used to calculate the variable pass-through in the Byrne program. The advantage of this formula is that it reflects both level of effort and community size. You may wish to have a portion of the funds go to the states for allocation to smaller communities, as is done in CDBG. This makes it possible for rural areas and smaller jurisdictions to participate in the program. It would be important to give the states strict criteria for the distribution of these funds, however.

You indicated that these would likely be matching grants, possibly with a declining federal share over a three-year period and a local commitment to continue the officers after federal funds cease. Be aware that this could result in a fiscal hardship for many cities, which have severe financial problems and have had to raise taxes and lay off staff in recent years. As I mentioned to you, our President, York Mayor William Althaus, referred to this as "the gift that keeps on taking." While cities are most interested in receiving funds to hire new police officers, the fiscal strings attached are a real concern.

Assuring that the funds are used to support community policing may be difficult. The new officers hired with the funds, as rookies, may not be those who would be involved in community policing efforts. It would be unwise to require that the police department show that it is increasing its expenditures in support of community policing by the amount it receives for the new hires. This could put an undue fiscal and accounting burden on the city and would basically be meaningless. It might be simpler and more effective to have the cities certify that in return for the funds they are implementing or expanding community policing efforts. I know that you and Pat are in touch on the definition of community policing.

I hope that these thoughts are helpful. We obviously are most interested in the proposal you develop and would be happy to assist in any way. We will be glad to meet with you again or to arrange a meeting with mayors or other city officials if that would be helpful.



**Office of Policy Development
United States Department of Justice**

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

May 6, 1993; 11:20 am

**TO: Jose Cerda
Domestic Policy Council
The White House**

FAX: 456-7739

FROM: Erik Reid

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

Total Pages (excluding this cover): ~~26~~ 25

Additional Message:

Attached are the draft policing documents we discussed. Please call if you have any questions.

Add a new title IV, as follows:

"PUBLIC SAFETY AND POLICING ASSISTANCE ACT"

SEC. 401. AUTHORITY TO MAKE PUBLIC SAFETY AND POLICING GRANTS.

(a) In general.--

(1) The Attorney General is authorized to make grants in areas designated as empowerment zones or enterprise communities under title III of this Act, to increase police presence, to expand and improve cooperative efforts between law enforcement and the community, and to help otherwise assure public safety.

(2) The Attorney General may also make grants under paragraph (1) of this subsection in areas in which, as determined by the Attorney General, there is a need for additional public safety and policing related assistance.

(b) Preference.-- In making grants under subsection (a) of this section, the Attorney General shall give preference to areas designated as empowerment zones or enterprise neighborhoods under title III of this Act.

(c) Consultation required.-- In making grants under subsection (a) of this section, the Attorney General shall consult with the Enterprise Board, as appropriate, to ensure that any assistance provided is consistent with any assistance provided under title I of this Act.

(d) The authority extended to the Attorney General to make grants under this title supplements, and in no way affects or impairs, the authority of the Attorney General to make grants under the Omnibus Crime Control and Safe Streets Act of 1968, as amended.

SEC. 402. AUTHORIZATION OF APPROPRIATIONS.

(a) There is authorized to be appropriated to the Attorney General for grants under this title \$250 million for the fiscal year ending September 30, 1993, and \$250 million for the fiscal year ending September 30, 1994.

(b) Any funds appropriated under subsection (a) of this section shall remain available until expended.

(c) This section constitutes ["subsequent authorizing legislation"] referred to in section ___ of Public Law 102-368 (The Dire Emergency Supplemental Appropriations Act of 1992).

SEC. 403. PERFORMANCE EVALUATION.

(a) Performance review.-- The Attorney General shall review the performance of each grant recipient under this title.

(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. 404. 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 title, 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 title.

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

SEC. 405. GENERAL REGULATORY AUTHORITY.

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

SEC. 406. CONFORMING AMENDMENT.

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

(1) ',including public safety and policing grants made under title IV of the Economic Empowerment Act of 1993,' after 'rejuvenate neighborhoods'; and

(2) 'public safety and policing grants made under title IV of the Economic Empowerment Act of 1993;' after 'Treatment Improvement Program under sections 301 and 509G of the Public Health Service Act, as amended by Public Law 102-321;''.

I) STATEMENT OF PURPOSE

The purpose of this act is to provide grants to units of general local government to enhance public safety and the quality, and to promote and enhance law enforcement interaction with citizens.

II) GENERAL AUTHORITY

A) The Attorney General, through the Bureau of Justice Assistance shall make grants to states, for use by units of local government for the purpose of hiring additional sworn police officers.

B) Authorization of Appropriations - There are authorized to be appropriated _____ to carry out this Act for each of fiscal years 1994 through 1998.

the purposes of

III) ALLOCATION OF FUNDS

A) Distribution - Funds under this program will be distributed to units of local government by way of formula grants through the State Administering Office established under the Edward Byrne Memorial State and Local Law Enforcement Assistance Program upon application to and approval by the Bureau of Justice Assistance. Large units of general local government may apply directly to the Bureau of Justice Assistance for direct awards. For the purpose of this Act, a large unit of general local government is defined as counties with a population of 500,000 or more individuals and cities and towns with a population of 300,000 or more individuals.

Verap

B) Not less than 60% of the funds available under this Act shall be made available through formula grants. 40% of the funds available under this Act will be retained by the Bureau of Justice Assistance for direct award to large units of general local government.

C) Administration - up to 5% of the funds available under this program may be used for the purpose of administration by the State Administering Office.

City/County
Administration

D) Renewal of Grants - A grant under this Act to a unit of general local government may be renewed for up to 3 additional years after the first fiscal year during which the recipient receives its initial grant.

E) Amount of Federal Share - Federal funding for each individual officer may not exceed \$50,000 during the first year of funding, \$35,000 during the second year of funding, \$20,000 during the third year of funding, and \$10,000 during the fourth and final year of funding.

\$15,000

IV) USES OF FUNDS - FEDERAL SHARE

A) Uses of Funds - A unit of general local government shall use funds available under this act for the purpose of hiring additional police officers and providing each officer with the normal complement of equipment based on the applicant agencies police department equipment policy. Each new officer hired must be used in an police/citizen interactive capacity in assigned districts to promote and enhance positive law enforcement interaction with citizens.

B) Re-Hires - Priority consideration for hiring must be given for police officers laid off as a result of budgetary considerations.

C) Limitations - Funding available under this Act may not be used for the following purposes:

- o purchase or acquisition of motorized vehicles;
- o overtime payments to any police officers.

V) APPLICATION PROCESS

A) In General - State Administering Offices will solicit applications from general units of local governments for the purpose described above with an established application period of not more than 30 days. Upon receipt of these applications, the State must make application to the Bureau of Justice Assistance in such form and containing or accompanied by such information as required by BJA, within 30 days of receipt of local government applications.

B) General Contents - Each State Administering Office application to BJA must include;

- 1) a request for funds available under this Act for the purposes described in Section IV
- 2) a description of the areas and populations to be served by the grant emphasizing the number of officers to be hired in each location
- 3) assurances that Federal funds received under this Act shall be used to supplement, not supplant, non-Federal funds that would otherwise be available for activities funded under this Act.

C) Large units of general local government as defined in Section III may make application for funding under this Act directly to the Bureau of Justice Assistance. Applications filed under this part must follow the application requirements articulated in Section V B) and any other such information as may be required by BJA.

**DEFINITION OF COMMUNITY ORIENTED POLICING FOR PURPOSES OF
EMPOWERMENT ZONES AND ENTERPRIZE NEIGHBORHOODS INITIATIVE**

For the purpose of this initiative, community oriented policing is defined as a set of activities designed to enhance communication and cooperation between law enforcement and the citizens they serve in the control and prevention of crime and violence in the Enterprize Zones and Neighborhoods.

GOALS:

- A) To enhance public safety and the quality of life
- B) To promote and enhance law enforcement interaction with citizens

OBJECTIVES:

- A) To significantly increase the number of sworn officers directly interacting with the public ~~up to 100,000~~.
- B) To provide effective training to police officers designed to enhance to enhance their public relations, problem solving, and service skills
- C) To improve ethnic and gender diversity among police departments as it relates to the needs of citizens
- D) Develop methodologies designed to reorient police emphasis from reacting to crime to preventing crime
- E) To develop and promote the use of programs designed to empower citizens to assist the police in the prevention of crime in their neighborhoods

ACTIVITIES AND 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 enterprize zones
- o The focus of the additional officers must be on on their assignment to a "Beat" and designed to provide "Beat" coverage through foot, bicycle or other form of interactive patrol
- 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 differences

- o Implement neighborhood oriented policing programs in the target zones
- o developing new technologies to reduce the amount of time officers spend processing cases instead of patrolling communities
- o implementing prosecution and court programs designed to decrease the amount of time officers spend waiting for court appearances
- 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
- 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 anticrime groups

ASSUMPTIONS

- o Funding for the above is from the \$500,000,000 set aside for Community Oriented Policing.
- o Only \$425/^{million} will be devoted to this purpose - the remaining funds will be used at the discretion of the Attorney General to promote the further development and implementation of the holistic concept of Community Oriented Policing, to pursue initiatives of interest to her, and to develop the Technical Assistance and Training infrastructure necessary to support the Demonstration efforts under the Enterprize Zone initiative and the development of the COP model.
- o BJA will develop specific guidelines for use of the funds and provide funding directly to the selected Enterprize Zones as Discretionary Grants - some additional staffing resources will be necessary.
- o BJA will continue and expand its initiative to refine and implement the holistic COP Model.
- o NIJ will develop evaluation efforts designed to support the Enterprize Zone Demonstration and the BJA Demonstration Program and training initiative. In support of the BJA holistic model, NIJ will conduct basic research of these Programs.

50 Lowest Officer-to-Citizen Ratios

	TOTAL	SWORN	CIV.	%SWORN	POP	Officers per 10,000 Residents
Sunnyvale Police	171	115	56	67	117,229	10
Oxnard Police	217	145	72	67	142,216	10
El Monte Police	146	113	33	77	106,209	11
Glendale Police	320	204	116	64	180,038	11
West Covina Police	153	109	44	71	96,086	11
Santa Rosa Police	187	129	58	69	113,313	11
Stockton Police	410	242	168	59	210,943	11
Downey Police	145	105	40	72	91,444	11
Modesto Police	270	190	80	70	164,730	12
Overland Park Police	167	131	36	78	111,790	12
Garden Grove Police	231	168	63	73	143,050	12
Anchorage Police	396	266	130	67	226,338	12
Garland Police	304	216	88	71	180,650	12
Eugene Police	245	135	110	55	112,669	12
Vallejo Police	186	131	55	70	109,199	12
Fresno Police	657	429	228	65	354,202	12
Salinas Police	180	132	48	73	108,777	12
Huntington Beach Police	368	222	146	60	181,519	12
Amherst Police	177	138	39	78	111,711	12
Glendale Police	260	184	76	71	148,134	12
Lincoln Police	310	239	71	77	191,972	12
Boise Police	190	158	32	83	125,738	13
Springfield Police	231	178	53	77	140,494	13
Fromont Police	406	220	186	54	173,339	13
Billings Police	128	103	25	80	81,151	13
Salem Police	203	137	66	67	107,786	13
Arvada Police	163	115	48	71	89,235	13
Cheektowaga Police	159	128	31	81	99,314	13
San Mateo Police	154	111	43	72	85,486	13
Santa Ana Police	563	382	181	68	293,742	13
Concord Police	201	145	56	72	111,348	13
Pomona Police	293	172	121	59	131,723	13
Ventura Police	186	121	65	65	92,575	13
Riverside Police	423	297	126	70	226,505	13
Plano Police	256	170	86	66	128,713	13
Fullerton Police	218	151	67	69	114,144	13
Sioux Falls Police	157	134	23	85	100,814	13
Scottsdale Police	270	173	97	64	130,069	13
Mesa Police	582	384	198	66	288,091	13
Elgin Police	133	103	30	77	77,010	13
Bakersfield Police	336	236	100	70	174,820	13
Spokane Police	318	240	78	75	177,196	14
Sterling Heights Police	212	160	52	75	117,810	14
Ontario Police	304	181	123	60	133,179	14
Arlington Police	462	356	106	77	261,721	14
Orange Police	219	151	68	69	110,658	14
Indianapolis Police	1,363	1,006	357	74	731,327	14
Sioux City Police	134	111	23	83	80,505	14
Independence Police	214	155	59	72	112,301	14
Cedar Rapids Police	193	151	42	78	108,751	14

100+
officers

50 Highest Officer-to-Citizen Ratios - Municipal Police, 1970

	TOTAL	SWORN	CIV.	% Sworn	POP.	officers per 10,000 residents
Washington Metropolitan Police	5,259	4,506	753	86	606,900	74
Highland Park Police	115	101	14	88	20,121	50
Detroit Police	5,203	4,595	608	88	1,027,974	45
Chicago Police	14,909	11,837	3,072	79	2,783,726	43
Philadelphia Police	7,354	6,523	831	89	1,585,577	41
White Plains Police	281	200	81	71	48,718	41
Trenton Police	421	358	63	85	88,675	40
Jersey City Police	997	918	79	92	228,537	40
Atlanta Police	1,916	1,560	356	81	394,017	40
Beverly Hills Police	194	126	68	65	31,971	39
Hoboken Police	143	131	12	92	33,397	39
St. Louis Police	2,244	1,544	700	69	396,685	39
Baltimore Police	3,414	2,861	553	84	736,014	39
Keamy Police	165	132	33	80	34,874	38
Sarasota Police	302	191	111	63	50,961	37
Newark Police	1,260	1,013	247	80	275,221	37
Wilmington Police	343	259	84	76	71,529	36
Boston Police	2,741	2,053	688	75	574,283	36
Pompano Beach Police	367	254	113	69	72,411	35
New York City Police	33,303	25,655	7,708	77	7,322,564	35
Cleveland Police	2,060	1,761	299	85	505,616	35
Miami Beach Police	451	313	138	69	92,639	34
Lindon Police	138	124	14	90	36,701	34
East Orange Police	256	245	11	96	73,552	33
Camden Police	357	291	66	82	87,492	33
Coral Gables Police	186	133	53	72	40,091	33
Augusta Police	182	148	34	81	44,639	33
Daytona Beach Police	271	201	70	74	61,921	32
West Palm Beach Police	322	219	103	68	67,643	32
Orlando Police	758	528	230	70	164,693	32
Richmond City Police	715	646	69	90	203,056	32
Fort Lauderdale Police	754	474	280	63	149,377	32
Hartford Police	577	443	134	77 %	139,739	32
Buffalo Police	1,177	1,032	145	88	328,123	31
Albany, NY Police	383	317	66	83	101,082	31
Pittsburgh Police	1,239	1,153	86	93	369,879	31
Charleston Police	345	250	95	72	80,414	31
Miami Police	1,436	1,110	326	77	358,458	31
East Chicago Police	133	102	31	77	33,892	30
Fort Myers Police	188	136	52	72	45,206	30
Kalamazoo Police	319	240	79	75	80,277	30
New Haven Police	443	390	53	88	130,474	30
New Brunswick Police	154	124	30	81	41,711	30
Milwaukee Police	2,274	1,866	408	82	628,088	30
Tampa Police	1,083	824	259	76	280,015	29
Hackensack Police	113	109	4	96	37,049	29
Harrisburg Police	201	154	47	77	52,376	29
Fayetteville Police	290	220	70	76	75,695	29
Waterbury Police	361	315	46	87	108,961	29
Springfield Police	480	450	30	94	156,983	29

100+
officers

Local police departments with ~~40~~ or more
full-time sworn positions that are authorized
but not filled

ID Code	Name of agency	1990 FT Sworn Officers	Additional positions authorized but unfilled
33203100180260300	NEW YORK CITY POLICE DEPT.	25,655	1,135
36201801450260096	CLEVELAND POLICE DEPT.	1761	1,049
9200100140260200	WASHINGTON METROPOLITAN POLICE	4506	627
33103002840240100	MASSAU COUNTY POLICE DEPT	2923	519
14201601680260100	CHICAGO POLICE DEPT	11,837	400
23208200420260100	DETROIT POLICE DEPT	4595	230
5203800150260100	SAN FRANCISCO POLICE DPT	1777	196
21200400150260200	BALTIMORE POLICE DEPT	2861	184
44205700710260096	DALLAS POLICE DEPT.	2635	152
5201902730260100	LOS ANGELES POLICE DEPT	8295	119
33105204770260400	SUFFOLK COUNTY POLICE DEPT	2614	111
44210100850260096	HOUSTON POLICE DEPT.	4104	97
36207700100260096	AKRON CITY POLICE DEPT.	433	93
36204800730260096	TOLEDO POLICE DEPT.	683	92
29100200290270100	LAS VEGAS METRO POL DEPT	1162	91
12200200180260200	HONOLULU POLICE DEPT	1781	81
5200100910250100	OAKLAND POLICE DEPT	616	80
19200900300250100	SHREVEPORT POLICE DEPT	421	75
50204100970260096	MILWAUKEE POLICE DEPT.	1866	71
2200200100260100	ANCHORAGE POLICE DEPARTMENT	266	70
3200701050260100	PHOENIX POLICE DEPT	1949	69
26204800670260100	KANSAS CITY POLICE DEPT.	1148	66
36202500390250096	COLUMBUS POLICE DEPT.	1381	64
44207100240260096	EL PASO POLICE DEPT.	738	64
7200200230260100	HARTFORD POLICE DEPT	443	56
19201700220260100	BATON ROUGE POLICE DEPT	591	55
21100200270230100	ANNE ARUNDEL COUNTY POLICE DEPT	532	54
31200700930260100	NEWARK POLICE DEPT	1013	52
43201900380260096	NASHVILLE-DAVIDSON CO. POLICE	1020	47
37205501550250096	OKLAHOMA CITY POLICE DEPT.	863	45
34203400220260100	WINSTON-SALEM POLICE DEPT.	366	44
33201500590260100	BUFFALO POLICE DEPT	1032	41
18205601400260100	LOUISVILLE POLICE DEPT	630	40
31201600760260100	PATERSON POLICE DEPT	352	40
39200601610260096	READING POLICE DEPT	158	39
44222001150270096	FORT WORTH POLICE DEPT.	950	39
1204500100250100	HUNTSVILLE POLICE DEPT	282	38
44201501060260096	SAN ANTONIO POLICE DEPT.	1576	38
15204500550260100	GARY POLICE DEPARTMENT	208	37
5201902650260100	LONG BEACH POLICE DEPT	643	34
10202900350260100	TAMPA POLICE DEPARTMENT	824	32
28202800440260100	OMAHA POLICE DEPT.	594	32
11206000260260100	ATLANTA POLICE	1560	30
38202600360260096	PORTLAND POLICE DEPT	769	29
31200900670260100	JERSEY CITY POLICE	918	26
22200900350260100	LOWELL POLICE DEPT	177	25
31200900180260100	BAYONNE POLICE DEPT	169	25
31202000180260100	ELIZABETH POLICE DEPT	296	25

The Impact of Police Employment/Expenditures on Crime Rates

Does having more police or spending more on police protection reduce the level of crime in a community? Unfortunately, the empirical research that addresses this question is limited--both in quantity and quality.

Much of the extant criminological research looks at the relationship between police department size and crime with precisely the opposite causal assumptions of those underlying the above question. That is, they attempt to determine the nature and extent of the influence of crime rates on police department size, arguing that communities adjust the size of their police forces in response to earlier levels of crime. Most researchers allow the possibility that the relationship is reciprocal: that the level of police resources at a given time has a subsequent influence on crime rates at a later time, and that the level of crime at a given time has a subsequent influence on police resources at a later time.¹

The meaning of findings is complicated further by measurement problems. The most frequently used measures of crime level in communities are taken from the Uniform Crime Reports, which list crimes known to police. These figures are dominated by crimes reported to the police by the public, and are therefore highly reactive to shifts in the public's inclination to report or not report a given victimization experience. In general, it is believed that the more responsive the police are to the public's calls about crime, the more likely the public is to report them. Thus it is expected that hiring more police creates a greater capacity for police responsiveness, which ultimately translates into a greater willingness of crime victims to make their victimizations known to police--producing the appearance of an increase in crime "caused" by an increase in police officers.

Another limitation of much of this research is that it is cross-sectional, meaning that it looks at police and expenditure data across many communities at one point in time rather than longitudinally (across several points in time). Longitudinal, or "time series" analyses are preferable for estimating the degree of reciprocity in the causal relationship between police resource levels and crime rates.

Among the studies that attempt to take the above problems into account, results can be found that both support and fail to support the hypothesis that more cops reduces crime. Below are a few.

¹A. E. Liska, J. J. Lawrence, and M. Benson, "Perspectives on the Legal Order: The Capacity for Social Control," American Journal of Sociology (1981) 87:413-426.

- A cross-sectional study of 252 northern and northeastern suburbs during the period 1970-72 found that police employment rates were reciprocally related to both property and violent crime rates--in a positive direction. That is, the more police per capita, the more crime per capita--and vice versa.²
- A cross-sectional study of 119 intercities in 1960 found that police expenditure rates were reciprocally related to crime rates: police expenditures per capita increased as property and violent crime rates increased, but increases in police expenditures are significantly related to reductions in violent and property crime rates.³
- A cross-sectional study of 23 Canadian cities in 1978 found no significant relationship between police staffing levels and either official crime rates or residents' fear of crime.

Related to--but somewhat different from--the studies of police resource levels and crime are studies that explore the relationship between arrest rates and crime rates, looking for a general deterrence effect of arrest on crime. During the late 1960s and early 1970s a number of ecological studies found a negative relationship between arrest rates and crime rates and were taken to indicate that arrests deterred crime. However, by the late 1970s, the methodological weaknesses of these studies made many researchers doubtful of the validity of their findings. In the 1980s, a number of ecological studies were conducted with improved methodologies, and the results were not so positive regarding the deterrent effects of high arrest rates.⁴

Among these studies is one that found an interesting complexity in results. Crime rates, police arrest rates, and police employment rates were measured for 137 SMSAs for 1977 to determine the relationship between police employment levels, arrest rates, and crime (measured both with official crime statistics and

²C. R. Huff and J. M. Stahura, "Police Employment and Suburban Crime," Criminology (1974) 17:461-470.

³G. Swimmer, "The Relationship of Police and Crime: Some Methodological and Empirical Results," Criminology (1974) 12:293-314.

⁴S. Decker and C. W. Kohfeld, "Crimes, Crime Rates, Arrests, and Arrest Ratios: Implications for Deterrence Theory," Criminology (1980) 23:437-450; R. Bursik, Jr., H. G. Grasmick, and M. B. Chamlin, "The Effect of Longitudinal Arrest Patterns on the Development of Robbery Trends at the Neighborhood Level," Criminology (1990) 28:431-450.

in victimization studies).⁵ This study found no significant deterrence effects of arrest levels on official crime data, but it did find evidence in support of deterrence using victimization survey data. Most interesting, however, was the relationship between police employment levels and arrest rates. The relationship was curvilinear. That is, the strength and direction of the effect of police employment level on arrest rate varied at different ranges of employment. Arrest rates increased as police employment levels approached 1.8-1.9 officers per thousand population, but then they declined at higher employment levels. These findings suggest that adding more officers to departments that are relatively resource-rich will be counterproductive in producing arrest rates. These departments probably use the additional resources for specialists who do little or no street enforcement work. On the other hand, adding resources to departments that are relatively resource poor may be a useful investment in generating arrests.

In general, it would seem that the state of the discipline currently would suggest that there is little rigorous empirical support for the notion that merely hiring more police officers (or more money spent on policing) will produce a significant reduction in crime. It is not well established that traditional enforcement practices, such as arrest, really produce reductions in crime, and despite a great deal of theorizing, it is not clear that other, nonl-traditional police activities (e.g., crime prevention and education programs) will produce reductions in crime as well. Finally, even if there are effective police crime control strategies, it is not clear that police organizations will be inclined to deploy additional officers to undertake them, as the most likely response to resource augmentation--especially for the resource-rich departments--appears to be using those resources for staff, not line, functions.

⁵E. W. Zedlewski, "Deterrence Findings and DATA Sources: A Comparison of the Uniform Crime Reports and teh National Crime Surveys" Journal of Research in Crime and Delinquency (1983) July:262-276.

HIGHER EDUCATION and POLICE PERFORMANCE

Review of the Literature

1. There is no empirically-established link between higher education and improved performance by police officers
 - a. supportive "evidence" balanced by negative
 - b. all "evidence" is subjective
2. Historically and currently, education-as-reform is enhortational, Utopian
 - a. resonates to a cognitive understanding of the world that is drawn from a wider social context (Burton & Cullen)
3. Police Science and Criminal Justice "education" is often a dressed-up version of police training, though not universally so
4. Difficult to link Education/Training to officer behavior because:
 - a. Police goals are not fixed
 - b. Tactics are of varying and unproven effectiveness
 - c. There is no single *a priori* right way to handle a given situation

Trends of Higher Education Within Policing

1. Increased recognition of utility based on the "cognitive understanding" [2a]
 - a. 1988 data: the average education increased from 12.4 years to 13.6 years from 1967 to 1988 (Carter, Sapp & Stephens)
 - b. 1991 data: Just under 50% of surveyed departments have salary incentives for education (ICMA)
 - c. 1991 data: over 10% of departments require higher education for promotion eligibility, or award extra points for it in the promotional process (ICMA)
 - d. 1993 data: at least two states (MN, WI) have incorporated 2-year degree requirements into peace officer certification process
 - i. local departments may still hire with high school or GED
 - ii. unsworn personnel seeking certification, AA required or obtained in process of certification (Buerger + ATT&T)
2. Trends with Potentially Negative Impact
 - a. Police Chiefs in some areas dissatisfied with community college grads
 - i. rather than make students come up to standards, lower standards to accommodate students' academic inabilities
 - ii. numbers game runs the programs, resources competition
 - iii. purely vocational offerings, little of the broadening of horizons touted as the benefits of education, esp. in 2-year program
 - b. 2-year schools are already turning out more AA candidates for police work than departments have slots for
 - i. lots of "cop wannabees" lurking in private security, with education, certification process, and gaining experience; have the potential to glut the market again unless safeguards erected

HIGHER EDUCATION PROGRAMS in CRIMINAL JUSTICE

Numbers indicate the number of colleges and universities offering C.J. programs;
branch campuses of state university systems are each counted
singly

() Numbers in parentheses indicate a sub-set of the main group, identified by
"Community," "Technical," "Vocational" or "Junior" in the institu-
tion name

* indicates a "Law Enforcement Commission" or a Police Training Academy listed
among the institutions

Alabama	21	(8)	South Carolina	21	(9)*
Alaska	3		South Dakota	5	(1)
Arizona	15	(6)	Tennessee	18	(8)
Arkansas	8	(3)	Texas	55	(12)
California	85	(10)	Utah	2	
Colorado	15	(6)	Vermont	4	
Connecticut	13	(6)	Virginia	33	(22)*
Delaware	7	(3)	Washington	21	(8)
District of Columbia	3		West Virginia	10	(3)
Florida	43	(26)	Wisconsin	23	(12)
Georgia	27	(3)	Wyoming	6	(1)
Guam	2	(1)			
Hawaii	6	(3)			
Idaho	4				
Illinois	48	(9)*			
Indiana	15				
Iowa	20	(10)			
Kansas	17	(10)			
Kentucky	10	(1)			
Louisiana	15	(1)*			
Maine	8	(1)			
Maryland	20	(10)			
Massachusetts	27	(12)			
Michigan	35	(15)			
Minnesota	22	(10)			
Mississippi	9	(5)			
Missouri	30	(7)			
Montana	6	(2)			
Nebraska	10	(3)*			
Nevada	5	(3)			
New Hampshire	3				
New Jersey	22	(5)			
New Mexico	8	(1)			
New York	69	(31)			
North Carolina	51	(35)			
North Dakota	5	(1)			
Ohio	36	(15)			
Oklahoma	24	(4)			
Oregon	18	(13)			
Pennsylvania	47	(12)*			
Rhode Island	7	(1)*			

SOURCE: Anderson's 1991 Directory
of Criminal Justice Education

Figures also include a handful of
institutions known to be exclu-
sively graduate education

A large number of campuses
formerly identified as Technical
or Community have undergone
name changes; unknown what
change of status that represents

Total Institutions: 1,037

Sub-total: Jr/Community/Tec
institutions: 368



U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

Washington, D.C. 20531

DRAFT

5 May 1993

MEMORANDUM

TO: Jack A. Nadol
Acting Director
Bureau of Justice Assistance

FROM: Gale W. Farquhar *GWF*
Program Manager
Prosecution Branch
Discretionary Grant Programs Division

Donna G. Schulz *DGS*
Program Manager
Crime Prevention Branch
Discretionary Grant Programs Division

SUBJECT: A Strategy for Implementing a Police Corps Program

INTRODUCTION

Background and Definition

Conceptually, the Police Corps Program is distinct from that of national service. National service is part of a larger guarantee that every American seeking a college education would borrow from a National Service Trust Fund and pay back those funds through either a small percentage of their income over time, or through community service as teachers, health care or social workers, law enforcement officers, etc. The Police Corps (Corps) is a means specifically designed to increase the quality, training, and education of the men and women who choose as their career to serve in the one of the nation's 17,000 law enforcement agencies.

The Corps is more accurately perceived when understood as a career track; national service is solely a means to receive college financial assistance and repay that funding through limited-time public service. The Corps' premise is that men and women interested in a career in policing should have available to them

various opportunities to educate themselves in order to achieve that career goal and/or to return to school to enhance their education; however, any such opportunity must result in a better trained and educated law enforcement officer.

Presently, only about 6 percent of the nation's 17,000 law enforcement agencies require recruits to have some college education, and only about 20 percent of the police agencies serving populations of 250,000 or more have college requirements for recruits. Through this program, police departments will be able to elevate their requirements and select from a pool of more highly qualified applicants and enhance the educational status of law enforcement personnel. The Corps program would provide education loans and basic police training but these loans would be forgiven only after both graduation from an accredited institution of higher education and/or a specific number of years, for example six years of active duty in a federal, state or local law enforcement agency.

PROGRAM STRATEGY

The Police Corps Program is four-fold. The elements of this program evolve around the level of involvement of the participants. These four elements are as follows:

Element 1: Police Cadets

Those who do not desire/qualify for college education but meet the below listed qualifications and wish to participate in the program to become sworn police officers. These cadets would be full-time police department employees working 40 hours per week with benefits covered by the city. The Cadet Corps program would subsidize the police department for their salary.

Should they not qualify within five years to become sworn police officers, they would be terminated from the Cadet Corps program and their salary would no longer be funded through this effort; however, the city could chose to retain their services in some other capacity.

Element 2: Cadet College Students

Those cadets who are registered in college as full-time students (minimum of 12 credit hours per semester) would be required to work within the police department, as described below, on a part-time basis (either a minimum of 10 hours/week, or full-time [40 hours/week] during the summer months). These employees would be paid an hourly wage by the police department through the subsidized funding of the Police Cadet Corps Program.

Should the cadet fail to maintain a C average -- 2.0 grade point average (GPA), fail to receive an Associate of Arts or Bachelor of Arts/Science degree, fail to qualify and become a sworn police officer within the five year time frame, or fail to complete a minimum of four years of service as a police officer, he/she would be terminated from the Cadet Corps program and must repay the college funding, with interest, received through this program. The police department would no longer be subsidized to cover this person's salary through the Police Cadet Corps program.

Element 3: College Students Only

Should an applicant qualify for this program, as students noted above, yet choose not to participate in the Cadet Corps, the police department could sponsor that applicant for the college tuition loan with the understanding that the applicant would apply to become a sworn police officer after completing his/her college education. In order to be sponsored, the applicant must qualify as a Cadet, as detailed in Step Two below. Should the cadet fail to maintain a C average -- 2.0 GPA, fail to receive an Associate of Arts or Bachelor of Arts/Science degree, fail to qualify and become a sworn police officer within the five year time frame, or fail to complete a minimum of four years of service as a police officer, he/she would be terminated from the Police Corps program and must repay the college funding, with interest, received through this program.

Element 4: Police Officer Program

Should a sworn police officer wish to further his/her education through the Police Corps program, that officer may apply for college financial assistance through this program. The officer may receive financial assistance to attend college part-time while continuing to work at the police department, or may apply for a leave of absence to attend college full-time, if the department so permits.

Should the officer fail to maintain a C average -- 2.0 GPA, fail to receive an Associate of Arts or Bachelor of Arts/Science degree, or drop out of college for more than one term, he/she would be terminated from the Police Corps program and would be required to repay the college funding, with interest, received through this program. Police officers participating in this program must return to full-time police duty for a minimum of four years after completion of their Corps-sponsored college education. Should they terminate employment prior to this, they would be obligated to repay the financial assistance, with interest.

IMPLEMENTATION STRATEGY

In implementing your commitment, five objectives are necessary for success. These objectives are:

1. The strategy must quantify the standards necessary for the recruitment and training of candidates for the Police Cadet Corps and must clearly define the duties of the Cadets;
2. The strategy must be designed to channel the Cadets into the Police Department;
3. The strategy must address the College track into the Corps;
4. The strategy must address how the program is to be financed and how the funds will be allocated to the Police Departments for Cadet salaries and benefits and/or how the funds will be allocated to the College for tuition and other fees; and,
5. The strategy must be defensible in Congress so as not to be overturned.

STEP ONE: One Meeting

Before proceeding and to ensure that there is full coordination within the Department of Justice and related Federal agencies, and with key constituent national organizations on the issues, strategy, and implementation of the Corps, preliminary discussion meetings should be held. These meetings should be with key constituencies to involve them in developing this program and to garner their support. This meeting would include, for example, NOBLE (National Organization of Black Law Enforcement Executives), PERF (Police Executive Research Forum), IACP (International Association of Chiefs of Police), POST (Police Officers Standards and Training).

STEP TWO: Program Parameters

From these meetings, the proposal will be developed which will refine the parameters of the program, quantify the standards necessary for the recruitment and training of candidates for the Police Cadet Corps, and clearly define the duties of the Cadets.

The standards for recruitment into the program could include:

- ♦ An interest in the law enforcement field as a career;
- ♦ A high school diploma or G.E.D. certificate;

- ♦ Minimum age requirement of 18 years;
- ♦ Possession of a valid state vehicle operator's license;
- ♦ Minimum qualifying score on a standardized cognitive test (knowledge of basic English and math; ability to read, write, and speak the English language and to calculate basic mathematical functions such as simple addition, subtraction, multiplication, and division; and the ability to follow oral and written directions);
- ♦ Minimum score on a Police Career Index Test;
- ♦ Successful background investigation (Criminal History check) and polygraph;
- ♦ Acceptable physical examination; and,
- ♦ Successful completion of psychological Profile Test or Minnesota Multiphasic Personality Inventory Test (MMPI).

The training program for Cadets could include:

- ♦ Police Officers Standards and Training (POST) (this is the State minimum standard training requirement for all police officers through the State police academy); and,
- ♦ On-the-Job-Training (OJT) through field training officers program, through in-service training of city ordinances and police department practices, policies, procedures and ethics.

Under immediate supervision, the duties of the Cadets would include assisting with a variety of line and staff functions in a para-professional capacity (while in an OJT training situation), such as:

- ♦ Assisting in office functions/clerical work, such as typing and maintaining files;
- ♦ Assisting in receiving, storing, and cataloging lost and stolen property;
- ♦ Taking police reports from the public, both by telephone and in person;
- ♦ Providing relief in the communication center, and/or duty office by answering the telephones and taking complaints from the public;
- ♦ Investigating cases wherein no suspect is known for insurance reports (burglary, property theft, minor traffic accidents, etc.);
- ♦ Assisting in the record division or managing information systems;
- ♦ Assisting with the impounding of vehicles;
- ♦ Performing duties related to community-relations, crime prevention, etc.;
- ♦ Participating in ride-along details; and,
- ♦ Assisting with parking enforcement and traffic and crowd control for special events.

Cadets are not sworn peace/law enforcement officers, thus their duties/responsibilities would not include:

- ♦ Arrest powers, carrying firearms, batons or chemical sprays;
- ♦ Responding to crimes-in-progress or any potentially violent or high-risk situation;
- ♦ Duties involving the chain of evidence;
- ♦ Traffic enforcement (cannot issue moving violations); nor
- ♦ Investigation of auto theft, persons crimes, nor any felony case.

Because the Police Corps/Cadet program is intended only as a means for obtaining qualified police officers, an individual enrolled in the program would be assigned to one or more of the above positions for a period not to exceed more than five years, or the completion of the cadet's college education (which ever comes first).

If an incumbent does not qualify as a Police Officer by the end of this five year period, he/she must be removed from the program and must repay all educational assistance funding, with interest, that was received through this program.

STEP THREE: Program Funding

The program would be financed by Congress and the Program would be funded and administered through an office of the Bureau of Justice Assistance (BJA). BJA is well-positioned to utilize its existing cooperation with State administrative offices for the provision of technical assistance to establish the program. BJA's experience and familiarity in working with the various accounting, fiscal and personnel systems of the States, wherein are nation's 17,000 law enforcement agencies, BJA could establish a minimum-of-paperwork/reporting system to monitor both the results of Corps and the disbursement of program funds. Such a system, for example, would have to address either direct contact with the participating police departments vis-a-vis the State fiscal office for Cadet salaries and benefits, and/or direct contact with as many as 1,800 participating Colleges and Universities vis-a-vis the State fiscal office for reimbursement for tuition, registration and other fees. The program could be financed entirely by Congress or be funded through a combination of local, State and Federal funding. Ideally, Federal funding could provide the initial "seed" money to launch State and local programs; then, begin to phase-out Federal funding by requiring the States to supplement the program through matching funds; and, finally, after a pre-determined number of years, phase-out the Federally-funded Corps program completely through State and/or local take-over of the program.

PROGRAM COSTS

STEP ONE: Implementation

The identifiable cost determinants for each Element are as follows:

Element 1: Police Cadet ♦ Application process ♦ Training ♦ Full-time salary/benefits ♦ Uniforms and equipment	Element 2: Cadet College Student ♦ Application process ♦ Training ♦ College education ♦ Part-time salary/benefits ♦ Uniforms and equipment
Element 3: College Student ♦ Application process ♦ College education	Element 4: Police Officer ♦ College education

Cost Determinant One: Application Process

For Elements One, Two and Three (Note: Element Four participants are sworn police officers), above, every candidate for the Cadet Program would have to undergo an Application/Screening process to ensure the candidate is physically and psychologically qualified for a career in law enforcement, for example, this would include:

- ♦ Passing a standardized cognitive test;
- ♦ Passing a Police Career Index Test;
- ♦ Passing a background investigation (Criminal History check) and polygraph;
- ♦ Passing a physical examination; and,
- ♦ Passing a psychological Profile Test or Minnesota Multiphasic Personality Inventory Test (MMPI).

Based on a telephone conversations with Honolulu Police Department, the estimated Application/Screening phase would be approximately \$2,000 per recruit.

Cost Determinant Two: Training

Training, the next phase in the Program, would cost approximately \$35,000 per Cadet. This includes both the State minimum standards and departmental Field Training Officer (FTO) and In-service Training.

Cost Determinant Three: Salaries and Benefits

Full-time salaries and benefits for sworn police officers in 1989 varied dependant upon the population of the city or municipality. Using the figures cited in the 1990 *Municipal Year Book*, selected upon a geographic/population spread, the below listed figures provide an overview of sworn police officers' salaries and benefits. The annual combined salary and benefits for a Police Cadet can be extrapolated from this data and estimated based upon population and geographic location. For the purpose of this cost estimation, a Cadet's combined annual salary and benefits could range from two-thirds (2/3...\$18,800) to three-fourths (3/4...\$21,375) that of a sworn police officer (\$28,500).

<u>Population</u>	<u>City</u>	<u>Salary +</u>	<u>Benefits</u>	<u>= Total</u>
1,000,000 +				
	San Diego, CA	24,000	15,000	\$39,000
	Dallas, TX	23,000	27,000	\$50,000
1,000,000- 500,000				
	Denver, CO	25,400	22,500	\$47,900
500,000- 250,000				
	Atlanta, GA	21,400	12,000	33,400
	Kansas City, MO	22,000	11,800	33,800
250,000- 100,000				
	Des Moines, IA	24,000	3,300	27,300
	Richmond, VA	21,000	4,200	25,200
	Tallahassee, FL	20,500	1,500	22,000
100,000- 50,000				
	Columbia, SC	18,000	1,400	19,400
	Dearborn, MI	22,700	2,000	24,700
	Wilmington, DE	17,700	2,000	19,700
50,000- 25,000				
	Bismarck, ND	21,200	500	21,700
	Bethel Park, PA	20,400	250	20,650
	Biloxi, MS	15,700	250	15,950
AVERAGE		21,185	7,400	28,500

Cost Determinant Four: Uniforms and Equipment

Capital outlay for uniforms and equipment for police cadets are estimated at an initial cost of \$2,500 per Cadet. This may include the following items: uniforms (2 summer and 2 winter), brass, Sam Browne belt, rain gear, radio, flashlight, notebooks, templates, and other assorted equipment.

Cost Determinant Five: College Education

According to Barron's 1991 Profiles of American Colleges, college costs for 1993-1994 are estimated at \$7,293, which represents only the first year of college. (This multiplies by at least 5% for each year of enrollment.) The least expensive option is to attend a local community college for two years, at about \$1,000 a year. Public colleges and universities generally cost between \$5,000 and \$7,000 a year for in-state residents. Universities usually charge higher tuition than colleges, even to their undergraduate students. Tuition at public universities can run 25 to 100 percent more than at public colleges in the same state. Private universities generally charge about 50 percent more than similarly located private colleges. In effect, undergraduates at universities subsidize the high cost of graduate programs. Most private colleges charge between \$10,000 and \$15,000 a year for tuition and room and board. The most expensive colleges and universities now cost about \$20,000 a year.

Based on this information, a two-year Associate of Arts degree from a community college would cost approximately \$2,000.

A four-year Bachelor of Arts/Science degree from a state public college would generally cost as follows:

Academic Year 1994-95 --	\$7,658
Academic Year 1995-96 --	\$8,041
Academic Year 1996-97 --	\$8,483
Academic Year 1997-98 --	<u>\$8,905</u>

TOTAL	\$33,087
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In 1988-89 the total amount of financial aid available from Federal, State, and institutional sources to post-secondary students exceeded \$26 billion. Federal student aid remains the largest source of funding at 75% of total aid. Ten years ago the majority of Federal financial assistance was grants. Today, an equal amount of grant and loan money is awarded from Federal sources.

Thus, the estimated cost per program Element is as follows:

Element 1: Police Cadet 1st year est. cost \$58,300 2nd year est. cost \$19,000 3rd year est. cost \$20,000 4th year est. cost <u>\$21,000</u> TOTAL \$118,300	Element 2: Cadet College Student <u>Four Year College*</u> 1st year est. cost \$56,568 2nd year est. cost \$16,540 3rd year est. cost \$18,480 4th year est. cost <u>\$19,400</u> TOTAL \$110,988 <u>Two Year Community College*</u> 1st year est. cost \$50,000 2nd year est. cost <u>\$ 9,500</u> TOTAL \$59,500
Element 3: College Student <u>Four Year College*</u> 1st year est. cost \$9,658 2nd year est. cost \$8,041 3rd year est. cost \$8,483 4th year est. cost <u>\$8,905</u> TOTAL \$35,087 <u>Two Year Community College*</u> 1st year est. cost \$3,000 2nd year est. cost <u>\$1,000</u> TOTAL \$4,000 *With no financial aid	Element 4: Police Officer <u>Four Year College*</u> 1st year est. cost \$7,658 2nd year est. cost \$8,041 3rd year est. cost \$8,483 4th year est. cost <u>\$8,905</u> TOTAL \$33,087 <u>Two Year Community College*</u> 1st year est. cost \$1,000 2nd year est. cost <u>\$1,000</u> TOTAL \$2,000 *With no financial aid

STEP TWO: Program Administration

The administration of this program could be accomplished through a regional concept with five regional project managers with input from an advisory board (composed, for example, of those participants mentioned in the initial meeting above -- IACP, NOBLE, PERF, POST). These regional project managers would be responsible for processing the applications of police departments within their region for participation in this program. Funding to the police departments and colleges/universities would be through these managers, with the processing and monitoring of the participants being conducted by the police departments and submitted to the regional project managers. The regional project managers would be from the Discretionary Grants Program Division of the Bureau of Justice Assistance (BJA).

An evaluation component should be considered an integral part of this program in order to measure the effectiveness of the program, lessons learned, barriers, and needed changes.

The costs of Program Administration would consist of the following:

NEEDS

COSTS

Five Project Managers (GS/11)
One Branch Chief (GS/12-14)
Needs Assessments of police departments
Application document -- publication, dissemination,
processing
Marketing the program
Monitoring -- Quarterly/semester reports/finances
Evaluation

ERAL PAGE



THE WASHINGTON POST
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Clinton Seeks to Close Gap In Pledge to Add Police

Funding Hasn't Matched Promise of 100,000 Officers

By Michael Isikoff
Washington Post Staff Writer

When candidate Bill Clinton was trying to impress voters with his crime-fighting credentials, he came up with a snappy sound bite that became a key campaign pledge. If elected, Clinton said, he had a "plan" to attack violent crime by putting another 100,000 police officers on the streets.

But when President Clinton's budget was released last week, the funding came up short. Tucked inside the Justice Department budget was \$50 million for "community policing" grants—just enough money, budget documents say, to pay for about 3,000 new police officers over two years, a mere 3 percent of the president's pledge.

Yesterday, Clinton sought to close the gap, advancing a slimmed-down economic stimulus package that included \$200 million in new Justice Department grants to rehire laid-off police officers. Together with local matching grants, Clinton said at a Rose Garden ceremony attended by the leaders of law enforcement organizations, "this could put as many as 10,000 police officers back on the job and back on the beat in communities all across our nation."

The president was credited by some analysts with a shrewd political maneuver, tying support for stronger law enforcement to an economic package that has been stalled in the Senate by a Republican filibuster.

But even with the promised "future funding increases" and a proposed new \$25 million Police Corps scholarship program, Clinton would not be halfway to his goal of 100,000 new officers by the end of his term, said Paul McNulty, executive director of the First Freedom Foundation, a newly formed conservative group that is lobbying for tougher law enforcement.

McNulty, a senior Justice Department official in the Bush administration, noted that the campaign pledge was an unqualified one. "These numbers fall so far short of the mark, I would have to say the promise has been forgotten," he said.

But administration officials insisted this week that there has been no backing away from the Clinton's promise, even if they

were unable to specify how it will be reached.

"I can't give you specifics of how because it hasn't been completed yet," said Webster L. Hubbell, President Clinton's nominee to be associate attorney general. "But we're going to meet that goal."

According to Hubbell, the Justice Department and the White House Domestic Policy Council are studying various ideas, including expanding the Police Corps program and retraining veterans and discharged military officers to serve as local police officers.

But questions about how many military officers will be hired and how they will be paid and trained remain largely unanswered.

"They haven't got the faintest clue how to do this," said one consultant, advising the White House on law enforcement issues. "There is no plan."

In one sense, the 100,000 officer plan is only one of many Clinton campaign promises that have given way to budgetary reality. There are about 535,000 police officers nationally, experts say. They estimate the cost of each new officer at \$50,000 annually, or \$5 billion a year for a 100,000 increase.

That figure excludes accompanying costs, such as training, equipment and pensions. Nor does it cover more judges, prosecutors and guards needed to handle the additional suspects arrested. "I don't think they realized how intricate it was," said Dewey R. Stokes, president of the Fraternal Order of Police.

Nevertheless, there are optimists. Adam Walinsky, a former Kennedy administration official, vigorously supports the Police Corps proposal, arguing that it could furnish an army of idealistic new officers to reenergize police departments. Last fall, he provided transition officials with a proposal to meet the entire 100,000 goal through Police Corps scholarships—offering college students \$10,000 a year in educational aid in exchange for a four-year commitment.

Such a Police Corps would allow Clinton to meet his goal within "four to five years," Walensky said, adding that it would require "an unbelievable amount of effort" as well as \$2 billion a year in funding—money that might never be available in the current economic climate.

TUZLA BOSNIA.

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Appropriation
Smith
Hollings

**Questions Concerning Federal/State Partnerships
Anticipated for Department Hearings
as Early as April 22nd**

COMMUNITY POLICING

- Will the grants be short term or long term?
- Will this program directly pay new officer salaries?

POLICE CORPS

- Will the scholarships be merit based?
- Has there been a lack of people applying for police jobs around the country?
- Is this program intended to replace career officers?

CRIMINAL RECORDS UPGRADE

- Is every State involved?
- Will the grants be awarded on a formula basis?
- How is this program tied to the FBI?

GENERAL QUESTIONS

- For all the programs, expect the question on whether non-federal matches will be required.
- When is substantive authorization going to be submitted?
- When will these programs be cut-off?
- HOW WILL THESE PROGRAMS BE ADMINISTERED?

**OMB's Projections for Meeting the "100,000 Cops" Pledge
(Dollars in Millions)**

	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>Total 94-98</u>
<u>DOJ Direct Appropriations</u>						
Community Policing						
Budget Authority	\$50	\$175	\$250	\$300	\$350	\$1,125
No. of Police Equivalents	3,300	11,700	16,700	20,000	23,300	...
Police Corps Program						
Budget Authority	25	75	150	150	150	550
No. of Police Equivalents	2,500	7,500	15,000	15,000	15,000	...
Police on the Street						
Budget Authority	0	94	156	187	187	624
No. of Police Equivalents	0	5,200	10,400	15,600	20,800	...
Criminal Records Upgrade						
Budget Authority	25	50	50	20	20	165
No. of Police Equivalents	0	0	0	0	0	...
Total DOJ New Budget Authority	\$100	\$394	\$606	\$657	\$707	\$2,464
<u>DOJ Indirect Funding</u>						
Community Investment Program "W&S"						
Obligations	500	0	0	0	0	500
No. of Police Equivalents	13,900	13,900	13,900	13,900	13,900	...
<u>Other Federal Agencies</u>						
HUD Urban Crime Initiative						
Budget Authority	124	150	150	149	149	722
No. of Police Equivalents	4,100	5,000	5,000	5,000	5,000	...
Education Safe Schools						
Budget Authority	75	100	100	100	100	475
No. of Police Equivalents	600	800	1,300	1,500	2,100	...
National Service Program						
Budget Authority	?	?	?	?	?	0
No. of Police Equivalents	600	6,100	11,200	17,700	20,000	...
Total Police Equivalents	25,000	50,200	73,500	88,700	100,100	...

This information is sensitive and for planning purposes only. These figures represent OMB's estimates on how the equivalent of 100,000 cops can be added to the streets and is not available to the public.

Federal/State Partnerships

Justification of Proposed Changes in Appropriation Language

The 1994 budget estimates include proposed changes in the appropriation language listed and explained below. New language is underscored and deleted matter is enclosed in brackets.

Federal/State Partnerships

For necessary expenses of Federal/State Partnerships, \$100,000,000, to remain available until expended, of which \$50,000,000 is for community policing; and of which \$25,000,000 is for the Police Corps; and of which \$25,000,000 is for criminal records upgrade, for intragovernmental and intergovernmental agreements, including grants, cooperative agreements, and contracts, with Federal, State, and local law enforcement agencies and local governments: Provided That, in addition to the \$100,000,000 provided herein and in addition to the authority provided under Section 107 of the Department of Justice and Related Agencies Appropriations Act, 1994, the Attorney General may direct the use of not to exceed \$7,000,000 from other Department of Justice appropriations to support Federal/State Partnerships program activities. (Additional authorizing legislation to be proposed.)

Explanation of Changes:

1. This program is added to support the Administration's investment initiatives.

Federal/State Partnerships

Summary of Resources by Program
(Dollars in Thousands)

<u>Estimate by Program</u>	<u>1992 as Enacted</u>			<u>1992 Actual</u>			<u>1993 Appropriation Anticipated</u>			<u>1994 Base</u>			<u>1994 Estimate</u>			<u>Increase/Decrease</u>		
	<u>Perm. Pos.</u>	<u>WY</u>	<u>Amount</u>	<u>Perm. Pos.</u>	<u>WY</u>	<u>Amount</u>	<u>Perm. Pos.</u>	<u>WY</u>	<u>Amount</u>	<u>Perm. Pos.</u>	<u>WY</u>	<u>Amount</u>	<u>Perm. Pos.</u>	<u>WY</u>	<u>Amount</u>	<u>Perm. Pos.</u>	<u>WY</u>	<u>Amount</u>
Community Policing.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	\$50,000	...	...	\$50,000
Police Corps.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	25,000	...	...	25,000
Criminal Records Upgrade.	...	...	...	...	...	...	...	...	...	...	...	...	...	...	25,000	...	...	25,000
Total.....	...	...	...	...	...	...	...	...	...	...	...	...	...	...	100,000	...	...	100,000

Federal/State Partnerships

Financial Analysis – Program Changes

(Dollars in thousands)

Item	Community Policing	Police Corps	Criminal Records Upgrade	Total
	Pos. Amount	Pos. Amount	Pos. Amount	Pos. Amount
Other services.....			... \$10,000	... \$10,000
Grants, subsidies and contributions.....	... \$50,000	... \$25,000	... 15,000	... 90,000
Total, workyears and obligations changes requested, 1994.....	... 50,000	... 25,000	... 25,000	... 100,000

Federal/State Partnerships

Summary Statement

Fiscal Year 1994

The Federal/State Partnerships program is requesting, for 1994, a total of \$100,000,000. This request represents a new appropriation and is included as part of the Administration's investment strategy. The investment request is contingent upon enactment of an omnibus budget reconciliation act that contains the President's deficit reduction package.

Federal/State Partnerships serves as a vehicle for the Administration's strategy to fight violent crime by increasing the number of State and local police officers, promoting the use of community policing techniques, providing scholarships to students to encourage careers in State and local law enforcement for college graduates, and developing a national background check system to assist firearms dealers in the prevention of handgun sales to unauthorized persons. Through this appropriation and other Administration initiatives, it is projected that by 1998, 100,000 police officer or police equivalent positions will be created. With three programs comprising this direct appropriation, a fourth program, Police on the Street, will be initiated from the Community Investment Program (CIP) funding. The Police on the Street Program will provide grants that directly support the hiring of new police officers. Overall, by 1998, the Federal/State Partnerships Program alone, by direct appropriation and through CIP program funding, is anticipated to create over 70,000 police or police equivalent positions. Additional police and police equivalent positions will be created through other Federal programs and initiatives, such as the Housing and Urban Development (HUD) Urban Crime Initiative, the Department of Education's Safe Schools Program, and the National Service Program.

The Federal/State Partnerships appropriation will primarily award grants to State and local law enforcement agencies, State and local governments, and community groups to achieve the goals of the program. In 1994, this program consists of three separate budget activities, the major initiatives and resource requests of which are summarized below.

Community Policing

This activity focuses on fighting crime by directing resources to the State and local levels for implementing community-policing techniques. State and local governments, as well as qualified community organizations, may apply for grants to create or supplement community-policing programs, which may include hiring new officers or redeploying existing officers. An amount of \$50,000,000 is requested in 1994.

Police Corps

The Police Corps will provide scholarships to college students interested in pursuing a career in law enforcement. Scholarships will be awarded in exchange for a commitment to serve with a State or local police force. An amount of \$25,000,000 is requested in 1994.

Criminal Records Upgrade

To implement a national background check system which may be used to screen unauthorized persons from illegally purchasing handguns, this activity will award grants to the States and support the Federal Bureau of Investigation (FBI) to improve criminal history records databases and to develop the hardware and software required to link the State databases with the FBI's system. An amount of \$25,000,000 is requested in 1994.

FEDERAL/STATE PARTNERSHIPS

- Crime Initiative's New Programs -

Funding is provided for four new crime programs: a Community Policing/Cops on the Beat Grant Program; a Police Corps Program; Criminal Records Upgrade (Brady Bill) Program; and the Police on the Street Program. Funding of \$100 M in 1994 (\$687 M in 1997) is allocated to the new crime programs. All initiatives except the Police on the Street Program were modelled after provisions in last year's crime bill sponsored by Senator Biden. The table below summarizes funding levels for the new crime initiatives.

	1994	1995	1996	1997	1998
Community Policing/Cops on the Beat					
Budget Authority	50	175	250	300	350
Outlays	7	56	135	223	286
Police Corps Program					
Budget Authority	25	75	150	150	150
Outlays	9	56	146	164	174
Criminal Records Upgrade/Brady Bill					
Budget Authority	25	50	50	20	20
Outlays	3	38	48	35	38
Police on the Street Program					
Budget Authority	0	94	156	187	187
Outlays	0	71	140	179	187
TOTAL FEDERAL/STATE PARTNERSHIPS					
Budget Authority	100	394	606	657	707
Outlays	19	221	469	601	685

The Community Policing initiative is intended to provide assistance to States and localities to promote and enhance community policing activities. Funds must be used to supplement, not supplant, current policing efforts and may be used to: recruit and hire new officers; provide special training; or support community programs to reduce crime. In practice, funds will likely be used for both hiring new officers and various community policing anti-crime programs. Requiring a 50% non-federal match, and estimating that for every \$30,000 spent on community policing activities one new officer will be hired, approximately 23,300 new officers would end up on the street by 1998.

The Police Corps program provides college scholarships to would-be police officers in exchange for a commitment to service as a State and local police officers. Candidates receive a stipend for tuition, books, and/or expenses of up to \$10,000 per year. Following their education, the candidates join their sponsoring police departments as fully trained, qualified, and compensated new recruits. The Police Corps program, while training cops,

does not directly fund new police officers. However, since the Federal assistance acts as a subsidy for State and local police department training, the program can be "loosely" interpreted as putting new cops on the street (approx. 15,000 by 1998).

The Criminal Records Upgrade (Brady Bill) provides grants to States to upgrade criminal records and establish a computer infrastructure to link with the FBI's criminal records databases. This program is not expected to create any new police officer positions.

The Police on the Street Program provides subsidies to State and local police departments to fund new police officers. The program would provide a subsidy to States and localities equivalent to 75% of the estimated entry-level salary of an average new police recruit (\$24,000), or \$18,000 in her/his first year. The Federal subsidy decreases to 50% (\$12,000) in the second year, 25% (\$6,000) in the third year, and requires States/localities to pick-up full funding of the officers in the fourth and future years. The program requires that the officers are used in conjunction with community policing activities, are retained beyond the period of Federal subsidy, and an evaluation component is included.

Meeting the "100,000 cops" pledge in the Clinton Budget proposal

Initiatives related to "100,000 cops" pledge.					
	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>
Community Policing/Cops on the Beat					
Budget Authority (\$ in millions)	50	175	250	300	350
Est. # of New Officers	3,300	11,700	16,700	20,000	23,300
Police Corps Program					
Budget Authority (\$ in millions)	25	75	150	150	150
Est. # of Officers Supported	2,500	7,500	15,000	15,000	15,000
HUD Urban Crime Initiative/Other HUD Programs					
Budget Authority (\$ in millions)	124	150	150	149	149
Law Enforc. Equiv. Positions	4,100	5,000	5,000	5,000	5,000
DoE Safe Schools Program					
Budget Authority (\$ in millions)	75	100	100	100	100
Law Enforc. Equiv. Positions	600	800	1,300	1,500	2,100
National Service/Other Programs					
Budget Authority (\$ in millions)	xxx	xxx	xxx	xxx	xxx
Law Enforc. Equiv. Positions	600	6,100	11,200	17,700	20,000
New Police Hires/Community Policing					
Community Investment Program					
Obligations (\$ in millions)	500	0	0	0	0
Est. # of New Officers	13,900	13,900	13,900	13,900	13,900
New Funding					
Budget Authority (\$ in millions)	0	94	156	187	187
Est. # of New Officers	0	5,200	10,400	15,600	20,800
Total New Officers and Equivalent Positions					
	25,000	51,100	73,500	88,700	100,100

Description of Programs Funding "100,000 cops" Pledge

- Community Policing/Cops on the Beat Program - Provides increasing funding (\$350 M in 1998) for grants to localities to promote and enhance community policing activities. Funds must be used to supplement, not supplant, current policing efforts and may be used to: recruit and hire new officers; provide special training; or support community programs to reduce crime. Requires a 50% non-federal match. Assumes that one officer will be hired for every \$30,000 (including non-Federal match) spent on community policing activities. By promoting community policing and efficiency in provision of local law enforcement services, supporting new crime prevention programs, and hiring new officers (or other public safety official), approximately 23,300 new police or equivalent positions are expected to be created by 1998. The program is modeled after a provision in last year's crime bill and will include an evaluation component.
- Police Corps Program - Provides increasing funding (\$150 M in 1998) for college scholarships to would-be police officers in exchange for a commitment to service as a State and local police officer. Candidates receive a stipend for tuition, books, and/or expenses of up to \$10,000 per year. Following their education, the candidates join their sponsoring police departments as new recruits. The Police Corps program, while training officers, does not directly fund new police. However, since the Federal assistance acts as a subsidy for State and local police department education and training, the program can "loosely" be interpreted as putting new cops on the street (approx. 15,000 by 1998). The program is modeled after a provision in last year's crime bill and will include an evaluation component.
- HUD Urban Crime Initiative/Other HUD Programs - Provides \$149 M in 1998 for grants to States and localities to ensure safety for public housing residents against crime and drug-related violence. A significant portion of this funding is expected to go towards police or police equivalent positions. Assumes that one officer/security guard will be hired for every \$30,000 spent on crime prevention in public housing (approx. 5,000 positions by 1998).
- DoE Safe Schools Grants - Provides \$100 M in 1998 for grants to localities to hire law enforcement personnel, purchase of metal detectors, and to fund other conflict/violence prevention activities and training in schools. Approximately 18-20% is expected to go directly towards hiring of school security personnel. Grants are for two years and require continued support of new personnel after Federal assistance ceases (approx. 2,100 positions by 1998).
- National Service/Other Federal Programs - Although the program is still under design, the National Service program is expected to support educational benefits to students in exchange for a commitment to public service in various forms, including police or public safety activities. Various other programs are also expected to complement the National Service program and provide funding for law enforcement and related activities. Among these other programs are DOJ's State and local drug grants which are used, in part, to fund police and DOJ's Asset Forfeiture Fund payments. A rough estimate of 20,000 law enforcement equivalent positions are expected to be created by 1998, from these various sources.
- New Police Hires/Community Policing - Combines \$500 M in 1993 and \$514 M in 1994 from the Community Investment Program (Weed & Seed) with additional funding not yet in the budget schedules (reaching \$187 M by 1997). Provides subsidies to State and local police departments to fund new police officers. The program would provide a subsidy to States and

localities equivalent to 75% of the estimated entry-level salary of an average new police recruit (\$24,000), or \$18,000 in her/his first year. The Federal subsidy decreases to 50% (\$12,000) in the second year, 25% (\$6,000) in the third year, and requires States/localities to pick-up full funding of the officers in the fourth and future years. The program requires that the officers are used in conjunction with community policing activities, are retained beyond the period of Federal subsidy, and an evaluation component is included. There are two sources of funds for this program.

- Community Investment Program - The program is funded at \$500 M in 1993 and \$514 M in 1994. The \$500 M appropriated in 1993 has not and cannot be released until the program is authorized. Since the Rangel authorization bill (H.R. 15) has been jointly referred to four committees, it is unlikely that the 1993 funds can/will be obligated this fiscal year. Therefore, in 1994, \$1 B in obligations should be available for use. Under the plan envisaged in the table, the Administration would propose to allocate half, or \$500 M, to support "Weed" type activities (law enforcement) especially increasing the number of police on the streets. The other half, \$500 M, would be reserved for "Seed" type activities (social services). Approximately 13,900 police positions would be created by 1998, to be used in conjunction with community policing.
- New Funding - \$94 M is required in 1995 (\$187 M in 1997) to fully meet the "100,000 cops" pledge (approx. 20,800 cops by 1998).

TO: Bruce
FR: Jose
RE: 100,000 Cops/100,000 Options
DA: April 13, 1993

Bruce, here are my suggestions for DPC's proposal to put 100,000 cops on the street. We need a more credible plan than what OMB has suggested, and I believe this is a step in the right direction. This plan represents a government-wide, five-year effort to permanently increase sworn police officer force levels by 100,000, to expand the community policing philosophy, and to offer better training and education to current and future police officers through a National Police Corps, law enforcement scholarships, and retraining of departing military personnel. It is structured to offer state and localities maximum flexibility in expanding their police force.

The number of cops produced by each component is as follows:

Crime Bill	- 68,685
Enterprise Zones	- 16,666
HUD's Compac	- 5,000
ED's Safe Schools	- 500
National Service	- 10,000

Total Cops	100,851
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I. Crime Bill Component -- Police on Our Streets Act

The easiest way to guarantee that we can put 100,000 cops on the street is to establish a grant program that pays for them outright. The President has not committed himself to such a proposal, but -- at least among some localities and police unions -- there is an expectation that we are going to pay big bucks to put new cops on the street.

OMB's recommended match grant program, the Police on Our Streets program, would serve this purpose well. As you know, OMB created this program (out of crime bill funds) when it was pressed to find a way to pay for more cops. The program, designed to provide state and local police with subsidies to fund new police officers, is the only option that comes close to assuring multi-year increases in police force levels. Based on an estimated entry-level salary of \$24,000, the program would subsidize 75% of a new police recruit's salary (\$18,000) in the first year, 50% (\$12,000) in the second year, and 25% (\$6,000) in the third year. After three years, the working assumption is that states and localities will keep new recruits on, permanently increasing our police force levels.

While the Police on Our Streets program is expensive (\$36,000 per cop), its per-cop costs are about the same as or less than the Walinsky Model Police Corps' costs (\$30,000 -

Finally, if based on Rana's memo, you decide that the Police Corps can be cut even further, we could conceivably provide direct funding for as many as 90,000 plus cops under the Police on Our Streets program -- and use the Police Corps as an added training incentive for states and localities using new hire funds.

II. Enterprise Zone Component -- Community Investment Program

As you know, the budget allocated \$500 million of the Enterprise zone funds to be used for a Police on Our Streets program. These monies would be available to enterprise zones on the same match grant basis as the crime bill program. With these modifications, the CIP would yield 16,666 new police hires.

III. HUD Components -- 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.

Additionally, if the stimulus package ever gets passed, we might also be able to point to CDBG funds as an immediate source of cop new hires for public housing authorities.

OMB has estimated that COMPAC's monies will keep 5,000 cops -- or rent-a-cops -- on the beat in public housing. These numbers seem to be fairly "soft", however.

IV. Department of Education Component -- Safe Schools

The Department of Education's draft Safe Schools legislation does not allow the program's monies to be used for "sworn" police officers, only professional security personnel. I think this is a mistake. Safe Schools legislation should be a part of our 100,000 cops initiative. Putting new cops on "the street" means putting them where the problems are: on our streets, in our neighborhoods, in our public housing complexes, and in our schools. I have forwarded my thoughts on this matter to Bill Galston for action.

Hiring security personnel is cheaper than paying for "sworn" officers, and many local educational authorities (LEAs) will favor this more economical option. LEAs should have this option. But LEAs should also have the option to hire real police officers. While it may prove too expensive to use police officers in the same round-the-clock manner as security guards, they can be used more cost-effectively in community policing (problem solving) roles. For example, one or two officers can be scheduled to "patrol" a certain school or schools at regular times or intervals. Police officers would get to know the schools, their

students, and they would better understand the crime-related problems likely to arise.

This proposal will not add a substantial number of police officers to our 100,000 cops proposal -- but it is an important added dimension. OMB initially estimated that a five-year, \$475 million Safe Schools initiative would fund about 100 rent-a-cops per year. If we include police officers and raise the 25% limitation on security guards or cops to 50%, we can probably point to about the same number of cops. Again, these are soft numbers that will probably require recalculation if the Safe School's draft is amended. 500 new cops may not be an unreasonable number to assume here.

V. National Service Component -- Community Service Officers

With direct funding available for most of our cops, we don't need to use 20,000 National Service members in our 100,000 count. We can, however, incorporate National Service by utilizing 20,000 of its participants to help "free up" more cops for community policing and other duties. In fact, if we assume that every two National Service participants can help free up one cop, we can attribute 10,000 new cops from this component. ("Freeing up cops" language will not be welcome by the unions. We should hold off on using such language until we've bounced it off them.)

With this component, it's important to stress the supportive roles these individuals will play by using the specific examples previously outlined by Rana. Also, we should present this option as one of the veritable smorgasbord of options outlined in our 100,000 cops plan.

VI. Military Component -- Troops to Cops Demonstration Programs

To make the Police on Our Streets Cops even more attractive, we can try to link them to some of the training monies available to us through the DoD defense conversion program. DoD has approximately \$65 million available for a Troops to teachers program. If we devise an appropriate demo we can use about a third of these funds to help departing military personnel get matched with law enforcement careers.

VII. Labor Components -- Dislocated Worker Demonstration Programs

Labor also has about \$75 million still available for demos to help dislocated workers. We should develop a demo that helps to match states and localities receiving new hire funds with demos that can be funded from this account. I've just started to collect information on this option.

Please let me know your thoughts. If you generally approve of this outline, we can move quickly to work out the details with all interested parties -- agency types, hill types, police unions, etc.

\$40,000 per cop) -- and it guarantees new hires. In the Transition briefing, Ron and I recommended adding a financial incentive (\$5,000) to guarantee that states and localities would hire Corps graduates. But since funds for such an incentive were not included in the budget, the Police on Our Streets program provides a much better investment of our limited crime monies (see Rana's options memo on Police Corps).

The Police on Our Streets program is also a better investment than the billion-dollar plus Community Policing/Cop on the Beat grants. As policing experts such as Rana and Lee Brown have argued, community policing is a philosophy. To implement community policing, police department's don't necessarily need more cops, or radios, or bikes, etc. They need chiefs of police with the commitment to change their department's "thinking" -- from emergency response roles to active problem solving roles -- and perhaps some training and technical assistance. New cops and new "toys", however, are tangibles that can help alleviate concerns about adopting community policing methods.

The proposed budget gives us \$2.464 billion in budget authority over the next five years for new crime-related programs. \$165 million of these funds are for the Brady Bill's implementation and, for all practical purposes, are unusable. That leaves a total of \$2.299 billion in budget authority that can be used for cops.

While our commitments to the Police Corps and Community Policing will prevent us from using all of the \$2.299 billion for new hires, we can get the most cops for our money by transferring a majority of these funds to the Police on Our Streets program. For instance, if we set aside \$130 million for a down-sized Police Corps (1,000 plus graduates per year) and \$310 million for community policing conversion grants (no new hires), we could still fund an increase of 51,638 cops. Or better yet, if we lump the community policing grants together with the Police on Our Streets program and cap community policing conversion expenditures to -- let's say -- 5%, we could promote community policing and pay for at least 57,237 new cops.

Moreover, if we factor in the \$500 million we have to spend on enterprise zone cops, we can add another 13,888 new cops to the range of totals discussed above. Thus, by maximizing the Police on Our Streets program in the crime bill, we can legitimately point to enough funds in our budget to help pay for at least 65,000 to 70,000 new cops.

We can do even better by tinkering with OMB's formula for the Police on Our Streets program. For example, changing the subsidy formula to \$15,000 in the first year, \$10,000 in the second year, and \$5,000 in the third year will pay for the phase-in of 68,685 new cops -- 85,351 new cops with the enterprise zone funds.

Providing direct funding for such a large percentage of our 100,000 cops gives us tremendous credibility -- as well as flexibility -- in determining how the remaining 18,000 cops would be funded. Counting community policing hires by HUD and Education would not seem as far-fetched, and incorporating National Service into our 100,000 cops proposal would not be as controversial.

SAMPLE DPC OPTION -- 100,000 COPS
(new spending in millions - BA)

PROPOSAL	1994	1995	1996	1997	1998	TOTAL
CRIME BILL						
Police Corps	15	25	30	30	30	130
Cops on Streets	60	319	526	607	657	2,169
Total Crime \$	75	344	556	637	687	2,299
CIP						
E-Zones	250	250	0	0	0	500
HUD CRIME						
"COMPAC"	124	150	150	149	149	722
ED CRIME						
Safe Schools	75	100	100	100	100	475
NSTF						
CSOs	*	*	*	*	*	*

- 11,333
- 72,300
- 16,666
- 5,000
- 500,000

45,351.0

12,330

104,466 - w/10,000 NSTF.

88,966 - Pol For

98,779 - all but NSTF

94,466 - w/out Police Corps NSTF

- 1,952,100 ^{10% to} ~~for~~ ^{compol} every 2
- 2,060,550,000 - 5% ^{compol} ^{help} ^{we} ^{are} ^{construct}
10,000,000

SAMPLE DPC OPTION -- 100,000 COPS
(new spending in millions - BA)

PROPOSAL	1994	1995	1996	1997	1998	TOTAL
<u>CRIME BILL</u>						
Police Corps	15	25	30	30	30	130
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Total Crime \$	75	344	556	637	687	2,299
<u>E-ZONES</u>						
CIP Program	250	250	0	0	0	500
<u>HUD CRIME</u>						
"COMPAC"	124	150	150	149	149	722
<u>ED CRIME</u>						
Safe Schools	75	100	100	100	100	475
<u>NSTF</u>						
CSOs	*	*	*	*	*	*

* While no specific amount of National Service monies will be spent on law enforcement/public safety personnel, OMB expects them to dedicate 20,000 of their program participants for this purpose.

*

OMB Passback 11,428 cops at 60,000 = 400 mill
Comm. Policing Funds * 4,300 cops at 90,000 = 387 mill.

Other Law enf. money * 4,200 cops at 90,000 = 378 mill

military 25,000 cops no funding

Federal Redeployment 800 no funding

Refines * 10,000 cops at 90,000 900 million

~~NSF~~ Crime Bill Overhaul * 9,000 cops at 90,000 933 million

NSF non sworn * 50,000 ~~at~~ at 20,000 each 1 billion
~~400 million~~

BJA funds * 2,777 cops at 90,000 250 mill

Police Comp from NSF (sworn) 50,000 cops at 60,000 \$3 billion

asterisks add up to 80,000 which includes
50,000 non sworn



U.S. Department of Justice
Office of the Attorney General

March 15, 1993

TO: Jose Cerda, III
Senior Policy Analyst

FR: Nancy McFadden
Assistant to the Attorney General

A handwritten signature in cursive script, appearing to read "Nancy", is written over the printed name "Nancy McFadden" and extends across the line "Assistant to the Attorney General".

Enclosed are some preliminary materials from DOJ regarding the policing initiatives - some helpful, some not. Let's talk soon about this. I've spoken briefly with the AG about it.



U.S. Department of Justice

Office of Policy and Communications

Office of Policy Development

Office of the Director

Washington, D.C. 20530

March 7, 1993

MEMORANDUM

TO: Nancy McFadden
Office of the Attorney General

FROM: Grace L. Mastalli
Special Counsel

SUBJECT: Preliminary Input on the Police Corps/Community
Policing/100,000 Police on the Beat Initiatives

Attached please find the preliminary results of some of OPD's initial research and brainstorming efforts as well as copies of selections from the related material we have been compiling. It is our collective view that these memoranda just begin to scratch the surface of all the questions, issues, options and ideas which ideally would be considered in formulating these policy initiatives. As you requested, we have not attempted to integrate or synthesize this raw material except to the extent that each individual's memoranda may reflect the results of internal OPD discussions.

We are currently preparing side-by-side comparisons of the key elements of a number of previously introduced Police Corps and Community Policing bills as well as reviewing information about the several programs already being implemented at the state and local levels. Anything you may have access to regarding the defense conversion (including Nunn's program which some sources indicate the White House may have embraced and begun to implement) and labor/education retraining aspects of the 100,000 police initiative would be most helpful to us as we try to sort out how all the pieces might best be fit together from a criminal justice perspective.

I am quite concerned that none of the attached materials attempt to address the big picture in any comprehensive fashion. After more thoroughly reviewing the input from the other

participants in last Monday's meeting I hope to provide you with some more detailed thoughts about process and possible next steps. However, our thinking is still inclined toward using an informal working draft options paper to clarify issues and directions internally before too much further effort is expended.

It appears that some of the materials we've received from other components may not have been copied to you so we have attached copies. In addition, you should have received a copy of briefing material OPD requested on the Brady Bill--Criminal Records Update and unsolicited material on several other criminal justice issues. The latter reflects the great nervousness within the Department about being out of the decision-making loop on crime bill issues.

If we can be of any further assistance to you in this regard please let me know.

Attachments:

- Karp memo
- Karp memo
- Reid memo
- Reid (pre-meeting) memo
- Civil Rights email
- JMD emails

cc: Kevin Jones



U.S. Department of Justice

Office of Policy and Communications

Office of Policy Development

Washington, D.C. 20530

March 5, 1993

To: Nancy McFadden
From: David Karp *DJK*

Subject: Financing the 100,000

The President has proposed increasing the number of police by 100,000. Full and direct federal funding for such an increase would be prohibitively expensive. At the meeting on Police Corps, the BJA participants estimated that the overall annual cost of hiring a police officer is \$50,000. At this figure, 100,000 new officers would cost \$5 billion a year.

This memorandum provides a preliminary discussion of some possible cost-effective approaches to implementing this initiative. I have not attempted to discuss promising ideas in areas I am unfamiliar with, such as tie-ins to the general defense conversion and labor re-training initiatives. The particular ideas set out below may or may not prove to be worth pursuing; I have tried to be as uninhibited as possible in an initial stab at the problem.

1. Grants for hiring. States could be encouraged to hire more officers through a suitably designed federal grant program. One way to do this would be to authorize the use of funding under the Byrne grant program to hire more police officers.¹

This approach would directly give the states more money to hire police officers, but the federal government would not bear the full cost of the hiring. States are required to provide matching funds of at least 25% for formula grant money under the Byrne grant program. (The permanent statutes for the program require a 50% match, but Congress has been extending the lower 25% match requirement from year to year.) In addition, there is a general four-year limit on the duration of grants.

¹ Section 1002 of S. 8 illustrates this approach. It proposes an increase in the annual authorization for the Byrne grant program to \$1 billion. It further provides that the increased funding (beyond the FY93 level) is to be used primarily to hire additional career law enforcement officers.

Whether or not the Byrne grant program is used for this purpose, comparable features seem desirable in any direct funding for police hiring. Requiring matching funds from the states and limiting the duration of the federal contribution reduces federal costs. Under this type of arrangement, the states would contribute a portion of the cost from the start, and would understand that they will have to develop their own revenue sources for continuing the higher level of police staffing following a limited period of federal assistance.

The federal share under a grant program for police hiring would not necessarily have to be as generous as that provided under the normal Byrne grant standards. Even a limited federal contribution -- e.g., 25% of the cost -- would enable states and municipalities to make cut-rate hires, and might provide a substantial incentive for them to enlarge their police forces.

2. Re-assigning regular officers to the street and increased use of police auxiliaries. At the meeting on Police Corps, the BJA participants noted that police departments may use sworn officers to carry out functions that could just as well be done by others. These functions may include, for example, providing security at sports events, directing traffic, ticketing and towing illegally parked vehicles, maintaining police vehicles, and handling routine paperwork.

Encouraging police departments to adopt other, more cost-effective, means of handling these functions -- e.g., through contracting out, use of civilian personnel, or part-time work by retired police officers -- could free more regular officers for work on the street. The Department may be able to help through technical assistance programs for this type of conversion. Provision of some direct support for lower cost methods of carrying out these functions might also be considered, contingent on agreements by the recipient agencies to re-assign the officers who now handle them to regular police work.

A related issue is increased use of police auxiliaries. The health care professions encompass, in addition to physicians, various categories of nurses, physicians' assistants, paramedics, etc. Likewise, the exercise of police functions need not be strictly limited to full-time, regular police officers. Many police departments utilize auxiliary and reserve officers with varying statuses and degrees of training. See Rubinstein, The Police Corps: A Plan for Augmenting Law Enforcement Resources 22-23 (1986).

Broadening this approach may provide a less expensive means of increasing police resources. The potential benefits are twofold: First, the performance of subsidiary and support functions by auxiliaries may free regular officers for work "on the street." Second, "auxiliaries often engage in patrol and

other police duties, and in some instances are empowered to make arrests." Rubinstein, supra, at 22. If officers in intermediate statuses carry out substantial police functions, they might be counted in measuring progress towards the goal of increasing the number of "police officers" by 100,000.

3. Use of former military personnel. Decreases in the size of the armed forces may result in a pool of former military personnel who are potentially available for police work. An incentive program focused on this group might be used to increase the number of police officers.

A pension incentive program would be one possibility. Military service provides a 50% pension after twenty years and a 75% pension after 30 years.² This might be adjusted so that civilian police work following the end of military service would count towards the years-of-service requirement for military pensions. Under this type of approach, for example, a person who left the military after 12 years of service might qualify for a twenty-year military pension (50%) by doing eight years of police work and for a thirty-year military pension (75%) by doing eighteen years of police work.

This would provide cheaper hires for states and municipalities, since they would not have to pay retirement costs and benefits; the federal government would pick up that part of the bill. Participation could be limited to jurisdictions that agree to use the former-military hires to increase the size of police forces. The cost of this type of program to the federal government is a complex question that would require assessment.

4. Community policing. The President's proposal is sometimes characterized as putting an additional 100,000 officers "on the beat" or "on the street." An officer who walks a beat is "on the street" in a sense in which an officer who spends most of his time in a patrol car or at headquarters is not. Hence, officers re-assigned to community policing might be counted in measuring achievement of the President's objective, even if they are not new hires.

5. Police Corps. The original Police Corps proposal would have paid Police Corps graduates less than other police officers. See Walinsky et al., The New Police Corps, 1 Yale Law & Policy Rev. 395, 405 (1983) ("It is neither necessary nor proper to pay the new police at the wage and benefit levels of local police officers."). Under this type of approach, the graduates would effectively re-pay society for the educational assistance they

² Eligibility for a military pension requires twenty years of service. The pension rate increases by 2.5% a year between twenty and thirty years, up to a maximum of 75%.

have received by working at reduced wages for a number of years.

The possibility of a pay differential between Police Corps graduates and other officers has been foreclosed in more recent versions of the proposal as a result of opposition to differential treatment by police unions. However, it may be possible to achieve a similar effect indirectly.

In my separate memorandum on the cost of the Police Corps, I noted the possibility of re-formulating it as an educational loan program. A commitment to do police work would be a condition of eligibility for the loan, and completion of the service requirement might reduce or defer re-payment of the loan, but a re-payment obligation would remain.

If this approach is taken, the hiring of Police Corps graduates by a jurisdiction might be conjoined with an assignment or partial assignment of their educational debts to the employing jurisdiction. In other words, the graduates would re-pay their loans to the states or cities they work for, rather than to the federal government. This approach might obviate the objections of police unions to pay differentials, since the Police Corps graduates would receive the same wages and benefits as other police officers. However, the net expense of hiring them for state and local governments would be less, since they would be making payments to the employing jurisdictions in the course of time to pay off their loans.

The savings to the federal government from a loan-program formulation of the Police Corps program would be reduced under this approach. However, it would remain no more expensive to the federal government than a direct-scholarship formulation of the Police Corps program, and would have the advantage of providing a financial incentive for states and municipalities to hire the graduates. As with the other options discussed in this memorandum, participation could be limited to states and municipalities that agree to use cost savings or new hires to enlarge their police forces.



U.S. Department of Justice

Office of Policy and Communications

Office of Policy Development

Washington, D.C. 20530

March 5, 1993

To: Nancy McFadden
From: David Karp *DK*

Subject: Cost Estimates and Possible Cost Reductions for the
Police Corps Proposal

The Police Corps proposal appears in subtitle C of title XII of the conference version of H.R. 3371 of the 102d Congress. This memorandum provides (1) an analysis of the cost of the Police Corps proposal as it appears in H.R. 3371, and (2) a preliminary discussion of some possible means for making the proposal more affordable without changing its basic character.

The question of cost is significant for both practical and political reasons. The preceding Administration opposed the Police Corps proposal, and gave very high estimates of its cost. These high figures may be cited in attacks on the proposal by opponents in Congress. The analysis in this memorandum indicates that the cost of the Police Corps proposal in H.R. 3371 would not be as great as some of the figures turned out under the Bush Administration, but that it would substantially exceed both the authorization figures in H.R. 3371 and the amounts currently budgeted by OMB for Police Corps. Hence, cutting costs, where feasible, is important both for a program that can realistically be implemented within existing budgetary constraints, and for responding to political objections to the proposal based on its expense.

I. Cost of the Police Corps Proposal in H.R. 3371

Under the Police Corps proposal in H.R. 3371, the federal government would provide educational assistance for about 80,000 prospective entry level police officers on an on-going basis (annual graduating class of 20,000), at an average cost of up to \$7,500 per enrollee per year (up to \$30,000 per enrollee for a four year program). In return for the educational assistance, participants would work as police officers for four years. The federal government would also provide or pay for 16 weeks of basic law enforcement training for all participants in the program. The graduates of the program would be hired by state and local police agencies, which would be required to compensate them at the same rate as other police officers.

The authorization figures in section 1237 of H.R. 3371 contemplate that the annual cost of the program, once it is fully operational, will be \$200 million. However, implementation of the Police Corps program described in H.R. 3371 would actually require a higher level of funding. There are three main cost elements to the program:¹

1. Administration and overhead. An Office of the Police Corps and Law Enforcement Education would be established in the Justice Department. The proposed Office would administer an on-going program of educational assistance and training for 80,000 participants on a nationwide basis. The Office of Justice Programs estimated in 1991 that at least \$3.5 million annually and a staff in excess of 50 people would be required to administer and support the program once it was fully operational.

2. Scholarships. Payments are authorized to defray the educational expenses of the 80,000 enrollees, including "the cost of tuition, fees, books, supplies, transportation, room and board and miscellaneous expenses." If each enrollee received the average annual maximum of \$7,500, scholarship costs would total \$600 million annually ($= 80,000 \times \$7,500$). Conversely, if the amount provided were actually limited to the proposed \$200 million annual authorization, then the average annual amount available for each enrollee would be only \$2,500 ($= \$200 \text{ million} \div 80,000$), even if the entire authorization were applied to scholarships. Of course this is an overstated amount, since the authorization would also have to cover all other cost elements under the proposal.

3. Training. Under the proposal in H.R. 3371, the federal government would provide, either directly or by contracting out, an average of four weeks of basic law enforcement training to the 80,000 participants in the program annually.² One requirement is that each participant receive a stipend of \$250 a week during

¹ Subtitle C of title XII of H.R. 3371 entitles the dependent children of police officers killed in the line of duty to scholarship assistance, even if they do not participate in the Police Corps program. The cost of this scholarship assistance for children of slain officers would be in addition to the costs of the Police Corps analyzed in this memorandum.

² The Police Corps proposal in H.R. 3371 requires 16 weeks of training for participants, which would normally consist of an 8 week summer training session after the sophomore year and an 8 week summer training session after the junior year. To simplify computations, this is characterized in the text as an average of 4 weeks of training per participant annually. The results would be the same if training costs were directly estimated for two 8 week sessions in the course of a four year program.

training. This stipend alone would cost \$80 million a year (= 4 weeks of training X \$250 per week X 80,000 participants).

In addition to the \$80 million a year for the training stipend, all other costs of training would be included in the third cost element, including payment for instructors; training facilities, supplies, and materials; quarters and subsistence for the participants; and incidental expenses. Some indication of the likely amount of these other training costs may be obtained by considering the average cost of such training in state and local police agencies.

An extensive survey of police agencies published in 1983 provides information on the average cost of training a police recruit in agencies serving populations exceeding 100,000, and on the average duration of the training period in such agencies. See National Association of Criminal Justice Planners, Beyond Crime: Law Enforcement Operational and Cost Data 88-93 (1983). The survey found the average training facility cost per trainee -- including instructors' salaries but excluding amounts paid to trainees -- to be \$4,739, and found the average number of training hours to be 664. This gives an average hourly training cost per trainee of \$7.14.

Assuming a 40 hour training week, Police Corps participants would receive an average of 160 hours of training per year (= 40 hours per week X 4 weeks of training per year). An hourly training cost of \$7.14 per trainee would then imply an overall annual training cost per trainee of \$1142.40 (= \$7.14 per hour X 160 hours). The overall annual training cost for all participants, beyond the required stipend, would then be \$91,392,000 (= \$1142.40 X 80,000 participants).

On these assumptions, the third cost element alone would come to over \$170 million annually (\$80,000,000 for stipend plus \$91,392,000 in other training costs). Moreover, the training cost figures utilized provide a low basis for estimating current training costs, since they do not take account of inflation and increases in government salaries since the early 1980's. Hence, the training costs under the Police Corps program could use up the entire annual authorization of \$200 million.

II. Possible Cost Reductions

The foregoing analysis indicates that the program described in H.R. 3371 could not be run at the funding level specified in the bill. This part gives a preliminary identification of possible means for reducing the cost of the proposal, with some brief discussion of pros and cons:

1. Changes in training. The training aspect of the program might be reduced or eliminated, leaving it to the employing

police agencies to provide a larger part of needed training or all training. Costs could also be reduced, even without cutting the amount of training, by giving trainees a smaller stipend.

2. Limited scholarships. The amount provided to each enrollee could be limited. As noted above, 80,000 participants could each receive \$2,500 in scholarship money annually at a total annual cost of \$200 million. However, below some level, limited scholarships may be inadequate to draw participants into the program. The practical question is what level of support would be required to obtain a satisfactory degree of participation. Information bearing on this question, based on a survey of students in Massachusetts, appears in Rubinstein, The Police Corps: A Plan for Augmenting Law Enforcement Resources 9-10, 12, 16, 37 (1986) (references are to page numbers at the bottom of the pages).

3. Limiting the duration of assistance. The number of years for which educational assistance is provided could be limited. Providing educational assistance to persons starting in their junior years costs half as much as providing support for a four-year period, and providing educational assistance to persons starting in their senior years costs one-quarter as much. Cf. Rubinstein, supra, at 1 (referring to New York City program providing scholarships for third and fourth years of study); id. at 31 (discussing possible advantages of recruiting juniors and seniors). The limitation of this approach is that fewer people may be interested in participating in return for shorter periods of educational assistance. Providing support for persons in two-year criminal justice programs at junior colleges or community colleges would also be less expensive, but this would be a larger departure from the type of program set out in H.R. 3371, which is designed to produce police officers with four-year degrees.

4. A loan-program approach. The cost of the program could be reduced by re-formulating it as an educational loan program for prospective police officers. Under this approach, the commitment to police work would be a condition of eligibility for the loan, but completing the agreed term of service would not eliminate the repayment obligation, or would only reduce it rather than eliminate it. For example, interest-free or low-interest loans might be provided, with commencement of repayment of the principal deferred while the participant remains in police work. Other things being equal, loans would provide less incentive for participation than scholarships, but relatively large loans might draw more participants than relatively small scholarships.

5. A smaller program. The size of the program could be reduced. 80,000 participants can only get \$2,500 annually for \$200 million, but a program with 26,667 participants (annual graduating class of 6,667) could give each participant \$7,500

annually for the same amount.

6. State matching funds requirement. The cost to the federal government could be reduced by requiring a matching contribution at some level from participating states. The uncertainty here is the extent of state interest in participating in a federal Police Corps program if it is not a free ride.

7. State and locally-based programs. Early versions of the Police Corps proposal involved the adoption of this type of program by individual states. See Walinsky et al., The New Police Corps, 1 Yale Law & Policy Review 395 (1983). Programs have already reportedly been adopted in Arkansas and some other states. This provides a possible alternative to the federally administered program described in H.R. 3371. Under this type of approach, the federal government's role might be limited to providing technical assistance and financial incentives for state and locally-based Police Corps programs.

Beyond the reduced cost to the federal government, state and local administration might offer such advantages as greater room for experimentation with different designs of the program and adaptation of the program to local needs and conditions. Depending on the design of the program in a particular state or locality, there might also be a closer relationship between the employing police agencies and the participants in the Police Corps program during their educations. Rubinstein, supra, at 1, 27-36, discusses design issues for state and local Police Corps programs.



U.S. Department of Justice

Office of Policy and Communications

Office of Policy Development

Office of the Director

Washington, D.C. 20530

March 8, 1993

MEMORANDUM

TO: Grace L. Mastalli
Special Counsel

FROM: Erik Reid *ER*
Policy Analyst

SUBJECT: Police Corps -- 100,000 Cops on the Beat

This memorandum responds to your request for a preliminary discussion of issues which should be considered during the development of a national police corps program. I have also attached a preliminary police corps "resource list" which identifies individuals and organizations supporting the program. Additional issues will be identified and discussed in subsequent memoranda.

Program Default.

Under the police corps program set forth in H.R. 3371, there is a significant chance that individuals admitted into the police corps program will not be able to fulfill the required service obligation. First, some participants will not complete a baccalaureate degree program. Second, some participants will not be able to pass the mental, physical, and emotional fitness tests administered during the training sessions. See § 1234(e). Finally, some participants will not be offered positions in State or local police departments, thereby preventing them from completing their obligation. See § 1236(9). When participants are unable to complete their service obligations, the Director of the police corps program is authorized to seek the repayment of the scholarships. See § 1232(d).

A certain number of defaults are to be expected under this program. However, because the government provides scholarship assistance to participants, rather than debt forgiveness, the program costs associated with these defaults may be significant. One possible method to reduce these costs would be to establish means testing for scholarship awards. Participants who are unable

to pay for college or graduate study would receive scholarship assistance. All other participants would be eligible for debt reimbursement **after** the completion of their service obligations.

Hiring Incentives.

One of the issues identified during the last meeting is whether the federal government should provide financial assistance to States to help them hire police corps participants. While this question remains to be answered, H.R. 3371 virtually guarantees that hiring a police corps participant will be as expensive as hiring a regular police officer. Under the proposed legislation, States are required to provide the same pay and benefits package for police corps officers as they do for regular officers. See § 1249(10).

There are at least three possible solutions to this problem. First, the Department could provide direct funding to States to defray the cost of hiring police corps officers. Alternatively, the Department could waive certain matching funding requirements for police departments that hire new officers. The obvious problem with this proposal is that it directly increases the federal costs associated with the program. The Bureau of Justice Assistance should be able to provide additional information on this issue.

A second possible solution would be to delete references to pay scales or benefits from the enacting legislation. Such action would allow States to negotiate with unions to establish lower benefit levels for police corps officers. This would potentially lower the cost of hiring these individuals. The problem with this solution is that it may not be a politically viable option for the White House, Congress, or State governments. It is noted, however, that this approach was authorized by earlier police corps bills.

A third possible solution would be to explicitly link the allotment of in-service police scholarships to the number of police corps officers hired by a State. The benefit of this proposal is that it would likely create a **police** constituency for the program. In many police departments, officers are required to have a baccalaureate degree for promotion. In order for these officers to return to school, their departments would have to hire police corps officers. One problem with this proposal is that police departments may choose not to participate in the program.

Police Corps Resource List

Representatives & Senators:

Senator Joseph Biden (D - DE)
Representative Robert Dornan (R-CA).
Representative Barney Frank (D-MA).
Representative John Lewis (D-GA).
Senator Arlen Specter (R-PA).

Police Officers & Organizations:

Chief Lee Brown, New York City, NY.
Chief Patrick Fitzsimons, Seattle, WA.
Chief Isaac Fullwood, Washington, DC. (Retired)
Chief Joseph McNamara, San Jose, CA.
Fraternal Order of Police.

State & Local Government:

State Senator Ed Davis (D-CA). (Former Chief of Police for Los Angeles)
Mayor Tom McEnery, San Jose, CA.

Academics:

James Fyfe, Professor, American University. (Former NYC cop)

Private Citizens:

Tom Hayden. (Former California State Assemblyman)
Kathleen Kennedy Townsend.
Adam Walinsky. (Partner -- Kronish, Lieb, Weiner & Hellman)

Public Policy Organizations:

Democratic Leadership Council.
The Heritage Foundation. (Community based policing)
Progressive Policy Institute.

Reports & Studies:

"The New Police Corps," by Adam Walinsky et. al.

"The Police Corps and Community Based Policing: A Progressive Response to Crime," by the Progressive Policy Institute.

"The Police Corps: A Plan for Augmenting Law Enforcement Resources -- A Feasibility Study," by Jonathan Rubinstein.
(Study conducted under a grant from NIJ.)

DATE: March 1, 1993

SUBJECT: Meeting on Police Corps/Community Based Policing: 100,000 Cops on the Beat.

PARTICIPANTS: Jose Certa, Domestic Policy Staff; Nancy McFadden, Office of the Attorney General; OLA/Graupensperger; OPD/Mastalli/Karp/Reid; CRM/Pauley/Samuels; CRT/Yeomans/Angus; JMD/Harvey; BJA/Nadol/Ward.

OPD DRAFT NOTES:

Crime Bill.

Jose Certa stated that last years crime bill would serve as the basic document for White House (WH) plans on crime.

The following elements would be included:

Drug Treatment on Demand. The Administration is considering how to implement this program. Over the short-term, it will be a criminal justice initiative. The long-term goal is to integrate the program into the health care system.

Violence Against Women. The Biden/Schroeder bill will be the basic document.

Police Corps. See discussion below.

The White House believes that there will be no congressional action on the crime bill until the Attorney General is confirmed.

Note: The WH is considering a "grander-scale" Weed and Seed program that would include enterprise zones and other initiatives.

Police Corps.

The WH envisions that the Police Corps will be a "full-blown" national program. They intend for it to provide 60,000-80,000 cops over the next four years.

The conference bill is the basic document for the program, however, most element of the program are open for discussion. Note: Certa did not provide details of which elements could modified.

The WH would like Justice to address the "soft-underbelly" of the police corps concept. Namely, is there a market need for more police officers? Also, how does police corps fit into the bigger economic package? Note: Defense conversion is a separate proposal.

The WH is committed to getting 100,000 "cops on the beat." In order to get to this number, the WH will count Police Corps,

community based policing, and officers funded by other agencies, i.e., HUD "Rent-a-Cops."

Community Based Policing.

The WH views community based policing as a separate program from Police Corps.

OMB believes that community based policing dollars will be used for new hires. The WH does not support this view.

OJP will not be able to spend all of the money allocated to it for community based policing.

OJP believes that you can get more police on the street by reorganizing a police department than you can get from the police corps program.



U.S. Department of Justice

Office of Policy and Communications

Office of Policy Development

Office of the Director

Washington, D.C. 20530

March 1, 1993

MEMORANDUM

TO: Grace Mastalli
Special Counsel

FROM: Erik Reid

SUBJECT: Police Corps - Community Based Policing

This memorandum provides a brief summary of the police corps program and federal and state efforts to implement the initiative. This summary proceeds in four parts. First, the original police corps program is reviewed. Second, existing state police corps programs are examined. Third, attempts by Congress to pass police corps legislation are discussed. Finally, the memorandum lists issue areas which should be considered during the development of a national police corps program.

Please let me know if I can provide you with any additional information on any of these topics.

The Police Corps Program.

The police corps initiative was originally proposed by Adam Walinsky, and others, in 1983. Under the program, the State of New York would offer up to 20,000 four-year scholarships to qualified undergraduate students for use at any accredited college or university within the state. The scholarships, totaling up to \$8,000 per year, would cover the costs of tuition, books, and room and board. In return for this assistance, graduating students would agree to serve for three years as police officers in local departments throughout the state.¹ Students who were unable, or unwilling, to complete the police service agreement would be required to repay their scholarships.

¹ Student would also be required to spend two summers at a State police facility for training.

The program was designed to address five specific problems facing state and local police departments. First, by increasing the number of officers on the force, police would have additional resources to solve more crimes. Second, police departments would be able to use the new personnel to employ innovative crime prevention strategies, such as community based policing. Third, the program would provide an opportunity for minorities, and other disadvantaged youths, to afford a college education. This, in turn, would increase minority representation on police forces. Finally, because police corps officers would not receive the same salary and benefits as regular officers, the program would be less expensive than hiring new officers.

State Police Corps Programs.

To date, only Arkansas and Louisiana have implemented state police corps programs.² Under the Arkansas program, the state would annually award up to fifteen \$1,550 scholarships. These scholarships may be used for both undergraduate and graduate education. Scholarship recipients would be required to serve for one year as a police officer for each year of aid received. In addition, aid recipients would themselves be responsible for securing employment in a state or local police department. If they are unable to find such employment within one year of graduation, they must begin to repay the scholarship.

Under the Louisiana pilot program, at least ten and up to fifty full-ride scholarships would be offered to undergraduate students attending a single, designated university. The police service period is not specified in the enacting legislation, however, graduates would be guaranteed employment. Police corps officers would receive the same salary as regular officers, but they would not be eligible for insurance or pension benefits. No provision is made for participants who are unable to complete the police service agreement.

Two other states and the District of Columbia have taken preliminary action on the police corps program. In Connecticut, a task force was created to study the feasibility of establishing a police corps program. The task force report was due on January 1, 1993. Also, the District of Columbia Police Authorization and Expansion Act of 1989, Pub. L. 101-223, authorized West Virginia and the District to establish a pilot police corps program. No information was available on the status of either program.

Congressional Action.

Congress has made three attempts to establish a national police corps program. The first attempt occurred during the 98th and 99th Congresses. Legislation introduced at this time would

² It has been reported that California has recently implemented a police corps program. I was unable to confirm this.

have authorized the Secretary of Education to make loans, up to \$7,000, to participants in a certified state police corps program. The Attorney General was responsible for the certification of the state programs, based on general criteria included in the bill. The federal legislation did not require students to serve as officers, however, a percentage of the loan would be forgiven for each year of police service. After three years of service, the entire loan would be forgiven. No congressional action was taken on any of the bills introduced during this period.

The second attempt occurred during the first session of the 101st Congress. Legislation introduced during this period significantly expanded the federal role in the program. In addition to more general requirements, the legislation established a Office of the Police Corps (Office) within the Department of Justice. This office was authorized to make loans to qualified applicants and to promulgate regulations governing the administration of state police corps programs. The Department was also directed to establish and administer federal training centers for participants of state police corps programs. Finally, the Department was required to submit annual report on the program to Congress. No action was taken on this legislation by the Senate. The House held hearings on the proposal, but no further action was taken.

The third attempt to pass a national police corps program occurred during the second session of the 101st Congress. Although this legislation was substantially similar to the proposals introduced during the first session, it differed in one important respect. The legislation now included a provision which would establish a Law Enforcement Scholarship Program. This new program would be administered by the Office and would award scholarships to active duty police officers for further education. The proposed legislation was adopted as an amendment to the Senate's omnibus crime bill, however, it was deleted during final consideration of the bill. During the 102nd Congress, identical legislation was included in the conference report to the omnibus crime bill. The legislation has also been introduced in this session of Congress.³

Issue Areas.

Given this brief summary, it is possible to identify five issue areas which should be considered during the development of a national police corps program.

1. The police corps program will require cooperation and coordination between the federal government and State governments. How should the responsibility for the implementation and administration of the program be divided? Specific issues to be considered include: content and approval of state police corps

³ H.R. 333, The Police Corps and Law Enforcement Training and Education Act.

program plans; training of police corps officers; and selection and deployment of police corps officers.

2. The police corps program will provide local departments with sufficient resources to employ innovative crime prevention strategies, such as community based policing. Should the program incorporate other innovative crime prevention programs, such as the Weed and Seed program? Also, to what extent does the program need to be coordinated with other federal agencies?

3. The police corps program provides a unique opportunity to expand the pool of candidates eligible to be police officers. Should the program be designed to place a special emphasis on the recruitment of women and minority officers? Should the program also target military personnel who are leaving active duty?

4. Under the program, the federal government is responsible for providing funding for the student scholarships. Should the federal government also assist the states in paying for the employment of police corps officers? How will states guarantee their funding commitments?

5. Unfortunately, not all individuals selected into the program will complete their service requirement. What steps should be taken to minimize the potential for participant default? Who should be responsible for recouping these costs?

Civil Rts. Div.

Date: Monday, March 8, 1993 1:42 pm
From: SS61(YEOMANS)
Subject: Police Corps

Grace --

Attached are comments from Civil Rights regarding the police corps proposal. We have given some thought to formulating an alternative proposal, but do not know at this point whether that is worthwhile or whether the policy-makers are already too deeply committed to the ideas in H.R. 3371. We have in mind a program that would select students graduating from high school with the help of community leaders to become police cadets. Cadets would be assigned to a police force where they would work 20-30 hours per week, while also attending college-level courses for four years culminating in an AA degree. We believe that such a program could be structured to avoid much of the adverse racial impact of current proposals and would be more likely to produce police officers with a long-term commitment to police work. What are your thoughts on whether and how we should proceed with such an alternative?

-- Bill Yeomans

Through the Civil Rights Division's enforcement of Title VII against state, county and municipal police forces, we have learned a great deal about the hiring of entry level police officers. After reviewing the proposal to create a police corps, there are a number of issues which are likely to arise during any implementation of this plan.

- o Police recruitment, hiring, assignment and promotion have been the focus of significant employment discrimination litigation. While some advancements in written selection procedures have occurred, currently, there is no written test for law enforcement hiring that does not produce an adverse impact on minorities. In addition, many physical tests remain in place that severely disadvantage women. As a result, many police jurisdictions operate under court decrees that require quota hiring and/or promotion. Until lawful selection instruments are developed, those decrees will remain in effect for the foreseeable future. From an institutional perspective, it is essential that any hiring done pursuant to the police corps proposal be in accord with federal law and, to the extent possible, be fair.
- o While states would be required to make special efforts to recruit applicants, H.R. 3371 does not require special efforts to assist minority recruits in completing their educations. Census data for 1990 indicate that for persons between 20 and 39, 18.9% of whites have college degrees, as compared with 10.6% of blacks and 6.9% of Hispanics. Clearly blacks and Hispanics are failing to complete college at rates proportionate to their white counterparts. If a disproportionate number of minority recruits fail to complete their training, those entering law enforcement through the police corps will be disproportionately white. This problem will be particularly significant if the police corps becomes the major source of new law enforcement hires.
- o We are aware of one state-wide study of entry level police officers that showed that there is essentially no relationship between level of education and job performance. Given the nature of the job of entry level police officer, and specifically excluding promotional positions, this observation does not surprise us. If, as can be expected, the four-year college requirement disproportionately excludes minority recruits and cannot be demonstrated to be job related, then the requirement is violative of federal law.
- o H.R. 3371 provides that participants shall be selected on a competitive basis under regulations prescribed by DOJ. Currently, we know of no written selection procedure used on a rank order basis that does not have an adverse impact on minorities. Other participant requirements are also problematic from a technical perspective under both Title VII and the Americans With

Disabilities Act: achievement of satisfactory score on admission exam; possession of necessary mental and physical capabilities and emotional characteristics; be of good character and demonstrate sincere motivation and dedication to law enforcement and public service.

JMD

State & Local Partnership

~~Office of State and Local Law Enforcement Assistance~~

	<u>Pos.</u>	<u>FTE</u>	<u>Amount</u>
1993 Enacted	0	0	\$ 0
1994 Final Passback	0	0	\$100,000,000

- This is a new appropriation, comprised of three decision units (Police Corps, Community Policing Grants, and Criminal Records Upgrade) with FY 1994 Budget Authority totalling \$100,000,000. This funding will allow the Department to establish a national Police Corps, in cooperation with the States, by funding higher education of the participants in exchange for a four year commitment to a State or local police force.
- The Department will also provide aid directly to States and localities to enhance community policing projects. The third element of this program would provide assistance to the States to meet the requirements of the Brady Bill to automate criminal history records and to establish a computer link with the FBI's criminal records system. A portion of this funding would be allocated to the FBI.

State & Local Partnership
~~Office of State and Local Law Enforcement Assistance~~

The Office of State and Local Law Enforcement Assistance (OSLLEA) will be an appropriation comprised of three decision units. The OMB Passback provided funding for FY 1994 and through FY 1997 as follows:

OSLLEA Budget Authority (Dollars in Thousands)		<u>FY 1994</u>
FY 94 - 97		
Community Policing Grants	\$ 50,000	\$
775,000		
Police Corps		25,000
400,000		
Criminal Records Upgrade (Brady ~~251,000~~ ¹)	<u>175,000</u>	
Total		\$100,000
\$1,350,000		

¹ Of this amount, \$10,000,000 is for FBI start up costs.

Administrative Costs

Based on the OMB Passback language, guidance for the creation of these programs would be, primarily, the 1992 Crime Bill. Since this bill is substantially identical to the 1991 Crime Bill Conference Report, the Budget Staff used the 1991 Conference Report as the basis for the following analysis. In the 1991 Crime Bill Conference Report, the only provision for administrative costs can be found in the language for Community Policing Grants and allows for not more than five percent of available funds. The Police Corp language does not specifically identify funds for administrative costs, but it does require that a Director be appointed by the President (with the consent of the Senate) and that the Director shall have the authority to promulgate regulations necessary to implement the program. If the Department were to apply five percent of the budget authority to administer these programs (exempting the \$10,000,000 reimbursement to the FBI), an amount of \$4,500,000 would be available in 1994 for program administration. Assuming an average 1994 cost of \$100,000 per position (salary, benefits, space, equipment and administrative overhead such as using the Office of Justice Programs grant accounting systems), up to 45 positions could be established or paid for through reimbursements to support this new program.

Community Policing Grants

The 1991 Crime Bill Conference Report proposes grants to local government and community groups to encourage cooperative efforts between police and the community and to increase police presence in

the community. Initially, the OSLLEA would have to draft a written model for community groups to use in their community policing comprehensive plans on how to rid neighborhoods of crime and drugs. Following that, the OSLLEA would review applications and award grants based on 1) need and ability, 2) evidence of community-wide response, 3) ability to maintain the program in the absence of this Federal funding, and 4) an equitable geographic distribution. Finally, OSLLEA would have to review annual reports of the grantees describing progress achieved with their plan.

Police Corps

The Police Corps, as outlined in the 1991 Crime Bill Conference Report, would provide financial incentives via scholarships to individuals to complete a baccalaureate degree and provide 16 weeks of Federally authorized and subsidized law enforcement training contingent upon a four year commitment to serve in a State or local police force. The program also provides for some educational opportunities for existing police officers and for graduate studies, as well as scholarships for dependents of police officers who are killed while performing police duties. The dependents incur no obligation to repay the scholarship. The purpose of this program is to "assist State and local law enforcement efforts to enhance the educational status of law enforcement personnel both through increasing the educational level of existing officers and by recruiting more highly educated officers." Each State wishing to participate would develop a plan for a State Police Corps and that plan would then be review by OSLLEA. Once that plan is accepted the State may accept applicants into its program. In general, the program limits the total amount of award to \$30,000 per individual. The Police Corps' limitations also include not graduating more than 20,000 per year.

At \$30,000 per individual, the 1994-1997 funding of \$400,000,000, allowing only five percent of that for administrative costs, would provide full four year scholarships for 12,667 applicants. To meet the President's commitment to put 100,000 police officers on the street, only an average of \$3,800 can be made available to each individual. One option to consider that would reduce individual cost and accelerate the placement of Police Corps officers is to provide scholarships for certain junior college programs that emphasize criminal justice.

Criminal Records Upgrade

Based on the Brady Bill, this program would focus on providing a National Instant Criminal Background Check System and the upgrading and indexing of State criminal history records, as well as Federal records maintained by the FBI. The Department would also be required to develop the hardware and software necessary to link State criminal history check systems with the national system. The Brady Bill emphasizes the FBI's revitalization of its fingerprint

and criminal record technology. The bill authorizes the Department to award formula grants to the States to create a computerized criminal history record system, improve accessibility to the national instant criminal background system and upon completion of the national system, to assist the States in the transmittal of criminal records to the national system. The language provides the Department the ability to withhold funds from States that do not comply with established timetables. The bill also includes language that would withhold general administration appropriations if the Attorney General does not certify the national instant criminal background check system within a specified timeframe.

The \$10,000,000 that will be provided to the FBI in 1994 will go a long way towards making the Felon Identification in Firearms Sales System (FIFS) a reality. The FBI is tentatively estimating that \$16,500,000 is required to implement the FIFS system. This system would provide a 1-800 number for gun dealers and/or States to dial into to acquire a criminal records check. This system would be provided for the States that do not have the ability to access the records system with computer automation.

Areas of Budget Staff Concern with Authorizing Legislation for Federal/State Partnerships¹

The Community Policing; Cop on the Beat Act

Five Percent Administrative Limit:

Section 1603 (b) limits administrative cost to five percent or less. This includes program administration, technical assistance and program evaluation. Depending on whether this program is administered through an existing organization or through a new office, the five percent limit could be a burden. It would be preferable to be silent on this issue.

The Police Corps

Budget Authority:

If one of the goals of this legislation is to ensure that an additional 100,000 police officers (or Corps candidates) are on the streets or at least enrolled in the program by 1997, and if you assume that the average student will require the full \$30,000 authorized, then insufficient funding is proposed. Likewise, the number of Police Corps graduates authorized on an annual basis (20,000) is too low if the goal is to enroll or place 100,000 new officers on the street by 1997. The OMB Passback charts only include a cumulative amount of \$550,000,000 for the Police Corps through 1998. If you assume the full \$30,000 per student and assume that 25,000 students could graduate each year, a cumulative amount of **\$1,875,000,000 would need to be authorized by 1997.** However, that **excludes** any funding for administrative costs, 16 weeks of Federally sponsored training, and the \$400,000,000 authorized for stipends during the training. This estimate does not account for scholarships awarded to dependent children of officers killed in the line of duty. And by the end of 1997, only the first 25,000 students enrolled in the program will have completed college and be eligible to enter the ranks of State and local police forces.

Obviously, the legislation will need to be written differently because the President has said that 100,000 will be on the streets. We would like to discuss this issue with you more thoroughly. For example, we know that we will recommend deleting anything that concerns Federally sponsored training. Other considerations might be to reduce the amount of total scholarship award per student.

¹ Based on the 1991 Crime Bill Conference Report

Junior College/ Associate's Degree:

One of the stated purposes of the Police Corps is to increase the educational level of existing officers and to recruit more highly educated officers. The language of the 1991 Conference Report revolves around a participant's attendance in a four year college program. However, it is possible that the purpose of the program could be achieved through two year degree programs at junior colleges, particularly programs that emphasize criminal justice. The benefits would be a more highly educated police officer, particularly in jurisdictions that now only require a high school degree, less expense to the government and additional police officers on the street in half the time. If this concept is included in the language, a revision to the service requirement should be addressed. A student who only benefits from two years of scholarship should not have the same four year service commitment as a student who received four years of scholarship. This might also be applicable to students who join the program after their freshman year of college or who join through a graduate program.

Sunset Limitation:

If the purpose of the Police Corps is to provide a one-time incentive to place an additional 100,000 police officers on the streets and not to provide a permanent vehicle to Federally train and place State and local police officers, there should be some limitation placed in the authorizing legislation. In doing so, consideration would need to be given to the program monitoring function to ensure that the last students through the program fulfill their service obligation. If sunset language is included, consideration might also be given to making permanent the scholarship program for dependent children of officers killed in the line of duty.

Criminal Records Upgrade/ Brady Bill

Withholding of Department of Justice Funds:

The withholding of general administration funds, if the Attorney General does not certify the national instant criminal background check system, is a punitive action that is unlikely to expedite the process that will allow the Attorney General to certify the system. The process of automating and updating criminal history records will be an expensive and labor intensive process. To dock the GA appropriation, which is allotted to the Assistant Attorney General for Administration (AAG/A), for failing to be able to comply with specified timeframes will not increase the likelihood that the system will be certified, but could result in unnecessary cutbacks for the Department's administrative functions. It

should be noted that the FBI has the lead responsibility over national criminal history records and that the AAG/A has no direct authority over the FBI.

President's Message

The Myth of the Police Corps

In the face of a violent crime problem that has literally destroyed some communities and robbed us of our most basic freedom—the freedom to live without fear of being raped, robbed or murdered—some are proposing simple panaceas as solutions. Unfortunately, one such “remedy” that is more myth than reality is the much-ballyhooed “Police Corps,” which falsely claims to put 100,000 more cops on the street.

Simply stated, the program would spend hundreds of millions of dollars in federal funds and would not provide financial support for a single new police officer. The IACP has adopted several resolutions critical of the Police Corps, suggesting instead a workable alternative that encourages higher education for law enforcement officers without the costly and misguided implications of the current proposal.

The “Police Corps & Law Enforcement Training & Education Act” will only increase agency strength levels if local governments find extra funds for new positions above existing budget levels. As currently structured, the Police Corps proposal would provide almost one billion dollars of taxpayers’ funds to pay for participants’ college educations but does not give local agencies one dime to train or employ these participants after they graduate. Unfortunately, local agencies do not have adequate funds to pay the salaries and benefits for the new positions.

The current proposal also places restrictions on the deployment of new Police Corps recruits that would significantly hamper long-range planning for state and local agencies. Because the police service commitment in exchange for a college education is for only four years, a high turnover rate can be expected. Many will view their service as a simple payback and not as a career opportunity. Training costs spent on these individuals will therefore be of limited benefit.

Additionally, the program requires that these recruits be assigned near their residence or location of choice and that they be assigned only to community or preven-

tive patrol assignments. Obviously, this runs counter to deploying strategies designed to place agency resources and personnel where they are needed most. Deployment decisions should be made by local police executives based on the need for protection, not the wishes of a cadet or the mandates of federal legislation.

Further, the Police Corps will require significant expenditure of funds at the state and local levels, as well as a new federal bureaucracy, to create the administrative machinery necessary to handle the requirements of program participation. The cost of screening candidates for police academies will dramatically increase as candidates are tested prior to the educational phase, the two eight-week training sessions and actual employment, rather than just once prior to employment.

The Police Corps proposal also allocates money for the creation of a new federal academy to train recruits, a repetitive and wasteful use of federal resources. The funds would be much better applied if given directly to the states to supplement and improve their existing training.

State and local law enforcement agencies

are offered no real incentive to participate in the program. Indeed, participating agencies not only face training costs of as much as \$40,000 per officer but also must confront the likelihood of the participants leaving the agency after their four-year commitment. These resignations will mean that the investment in their training is not recouped, and the agency must then reinstitute the costly training process.

The IACP recognizes the need for a dramatic national strategy to improve the quality and increase the numbers of our police officers. As an alternative to the flawed Police Corps concept, we propose that whatever federal funds are available be given directly to the states, where they would be used exclusively to fund transition training costs for those in the military interested in law enforcement careers.

Because of recent international developments, the military services intend to reduce their ranks by over 300,000 members. The reductions are targeted at members with six to 19 years of service who already possess qualities and experience easily transferable to the law enforcement profession, such as self-reliance, responsibility, teamwork and exposure to stressful environments.

Another salutary benefit of this alternative to the Police Corps can be found in the potential for increasing minority involvement in policing. Minority populations are represented in large numbers in the military and are greatly needed in the police culture. If the federal government paid for their training at state academies, it would be preparing them for a lifetime career in law enforcement. In addition, the federal government would be assisting local communities by allowing them to use funds previously earmarked for training as salaries and benefits for additional officers.

The association’s concerns about the Police Corps and our suggested military alternative—which is readily available to us today—have been communicated to members of the Clinton transition team and to members of the new 103rd Congress. ★



Steven R. Harris



U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

Office of the Director

Washington, D.C. 20531

March 5, 1993

MEMORANDUM

TO: Nancy McFadden
Assistant to the Attorney General

FROM: Jack Nadol *Jack a Nadol*
Acting Director
Bureau of Justice Assistance

SUBJECT: Followup Comments to March 1, 1993, Meeting

Per your request, I have enclosed a copy of additional comments and suggestions from the perspective of the Bureau of Justice Assistance (BJA) concerning our meeting of March 1, 1993. Specifically these comments and suggestions are directed toward Community Oriented Policing, 100,000 Cops on the Beat, the Police Corps, Violence against Women, and Criminal History Records Improvement/Gun Control.

In addition, I have enclosed a copy of BJA's Briefing Book that provides information on our current Programs and Initiatives and, in response to Jose Certa's request, information relative to the BJA funded Community Oriented Prosecution Program in Kings County, New York.

Thank you for the opportunity to comment on these Administration priorities. I hope you find the comments and suggestions informative and useful. We would be pleased to provide a detailed briefing on these issues and/or other BJA initiatives.

Enclosures



U.S. Department of Justice
Office of Justice Programs
Bureau of Justice Assistance

Office of the Director

Washington, D.C. 20531

March 3, 1993

MEMORANDUM

TO: Grace Mastalli, Special Counsel
Office of Policy Development

FROM: Jack Nadol, Acting Director
Bureau of Justice Assistance

SUBJECT: Followup Comments on Administration Priorities

At the meeting of March 1, 1993, Nancy McFadden and Jose Certa requested information and comments regarding several of the new Administrations priorities. Specifically, we discussed the Community Oriented Policing (COP) Program, the 100,000 Cops on the Beat Initiative, the Police Corps Program, Violence Against Women and Gun Control (the Brady Bill). In addition to our comments during that meeting, I would like to share with you some additional thoughts and some information on current BJA initiatives that may be of interest.

COMMUNITY ORIENTED POLICING PROGRAM

As discussed at the meeting, BJA has been involved since 1987 in the development of a Community Oriented Policing orthodoxy. Based on the development and implementation of numerous programs, such as the Systems Approach, Innovative Neighborhood Oriented Policing, Drug Impacted Small Jurisdictions, Problem Oriented Policing, COP Technical Assistance and Training, and others that form specific elements of Community Oriented Policing, BJA is currently developing a Community Oriented Policing Model that will draw upon the knowledge gained through these previous efforts and synthesize that knowledge in a Model COP Program. The preliminary model will be finalized by March 15, 1993, and a general solicitation for demonstration sites will be issued shortly thereafter. We originally planned to have a total of eight demonstration sites by the end on Fiscal Year 1994. However, the scope of the Model and the number of sites has been limited by funds available in the Edward Byrne Memorial Discretionary Grant Program. The inclusion of additional funds for this initiative could be used to significantly expand this effort. Accordingly, we offer several recommendations:

- o The \$50,000,000 contemplated for this program initiative

should be specifically identified for program development and implementation activities by the BJA. We have years of experience developing activities in this area, the requisite grant making authority, a proven grant administration capacity, and carefully cultivated credibility with the State and local units of government that will be the implementers and beneficiaries of this program.

- o Funding of this magnitude would enable BJA not only to reach significantly more sites at the outset, but would provide the ability to develop a support infrastructure of training and technical assistance. This will be vitally important to guiding program implementation activities, and also to informing the field in general about the benefits of community oriented policing.
- o Some portion of these funds should be set aside for grants for specific elements of the COP Model to jurisdictions that are not prepared for full implementation on a department-wide basis. Examples of these types of projects would include the Problem Solving Approach, Innovative Neighborhood Policing, Stationary or Mobile Ministations, Foot Patrol, etc.
- o Although merger of the community oriented policing initiative with the concept of 100,000 "Cops On The Beat" is certainly achievable, we should proceed carefully in order to ensure that COP is not seen by the field as simply a way to obtain more police officers. COP requires a commitment by the Police Department, the community, and the local political decision makers to be truly effective. Therefore, at the \$50,000,000 funding level, although we could certainly afford to include additional officers in the program model, we must be certain that the requisite commitments are in place before authorizing funds for additional officers.

100,000 COPS ON THE BEAT

Without a doubt, there is a serious need for additional police officers in this country. However, there are significant impediments to making this a reality. The major problem to be overcome is the additional funding required at the State and local level. There is demonstrated State and local reluctance to add additional officers in the face of increasing State and local budget deficits. Many departments already are in the process of laying off police officers and/or support personnel. This means we will have to structure this as a long term Federal initiative, because many States are loath to hire any kind of staff under Federal grant programs, recognizing that they will be left with the increased debt after the Federal funds are gone. We will have to assure the States that Federal funding will be in place for a sufficient

period for them to naturally and gradually assume the cost. We may consider full funding for two to three years with a declining Federal share lasting an additional two to three years. We will have to develop innovative solutions to entice local political decisionmakers to accept the burden of additional funding requirements. Several thoughts in this regard:

- o Many departments currently utilize sworn law enforcement personnel in the conduct of duties that could be readily handled by less costly civilian personnel. For example, one recently surveyed police department currently uses six sworn officers in their graphics department, seventeen sworn officers in their property room and an estimated additional 150 officers in other positions that could be filled by civilians. We will focus on programs and initiatives that will enable departments to reassign these sworn officers to enforcement duties at little cost.
- o We should work with the American Association of Retired Persons (AARP) and other groups to coordinate with police departments to place volunteers in jobs that could free sworn officers to perform law enforcement functions. This is currently being done successfully in several Departments on an ad hoc basis to provide coverage during holiday seasons.
- o We perhaps should seek a legislative change in the Edward Byrne Memorial Formula Grant Program that would allow for a waiver of the 25 percent matching requirement for new police hires or to backfill sworn officer positions with civilian employees.
- o As mentioned above, we could authorize the inclusion of new police hires, under certain conditions, in the Community Oriented Policing Program.
- o We will consider reducing or eliminating overtime payments to sworn officers under our grant programs and promote new hires instead. Currently, \$16,000,000 of BJA Discretionary Funds are transferred to the Drug Enforcement Administration (DEA) and the Organized Crime Drug Enforcement Task Force (OC/DETF) Program for the purpose of funding local police overtime. The FY 1994 Budget indicates that this allocation will continue. We believe that this is counterproductive to a Program designed to put more cops on the beat.
- o Consideration should be given to modifying the law enforcement program of the Department of Housing and Urban Development (HUD) to require that these funds be devoted to the hiring of sworn police officers rather than private security officers. Given the size of this

program, significant increases in the number of law enforcement personnel could be expected.

- o An overriding consideration in the previous four suggestions should be giving preferential hiring treatment to law enforcement officers who have been laid off, minorities, and/or military veterans who have been affected by the military "downsizing" of personnel.
- o Although we are unaware of any research and/or findings in this area, serious consideration must be given to the impact on the criminal justice system of an additional 100,000 police officers, without concomitant increases in prosecutors, court resources, and correctional capacity. 100,000 police officers represents an increase of approximately 15 percent of existing sworn police personnel. This will surely have a significant impact on the rest of the criminal justice system. In this regard, BJA has developed a Simulation Modeling System for assessing system impact based on variable changes. We can run a simulation based on the inclusion of 100,000 police officers and its effect on the rest of the system if you would like. Additionally, in order to offset system problems that may be generated by additional officers, BJA could, depending on fund availability, focus resources on this issue.

POLICE CORPS

From our discussions at the meeting, it was apparent that there is an undefined nexus in the Administration's thinking between the idea of 100,000 Cops on the Beat and the Police Corps. The Police Corps is addressed separately here because we believe it to be a longer term answer to additional police on the streets. In fact, the first graduates would not hit the streets for several years.

- o We suggest that consideration be given to a two year certification program as well as the four year program. This approach would reduce by two years the amount of time before the first graduates are ready for duty. It would also benefit minority recruitment and placement.
- o Consideration should be given to an inservice program similar to the military's "Bootstrap" Program. The inservice program could focus on upper division coursework that picked up where the two year certificate program ends and could also benefit existing personnel possessing an Associate's Degree.
- o One of the problems identified during our experience with the Law Enforcement Education Program (LEEP) was that some of the graduates were either physically or emotionally unfit for duty and were not able to obtain

employment in law enforcement. Consideration should be given to the idea of sponsorship of candidates by individual police departments. Candidates would be run through basic testing procedures by a department, who would then sponsor those individuals found eligible for hiring. In this way, sponsorship would also help to ensure that individual department minority recruiting goals were met.

- o This is a program that should be implemented on a Formula Grant Program basis that leaves implementation responsibilities at the State level. BJA or some other Federal agency could be responsible for program development and the establishment of administrative and funding guidelines.

VIOLENCE AGAINST WOMEN

BJA is currently involved in several activities in this area that may be of interest.

- o Through a grant to the National Crime Prevention Council (NCPC), BJA is developing a series of publications and other informational materials that are designed to inform women about potential sources of violence and steps they may take to avoid becoming victims. They are planning to release a major publication on sexual assault in FY 1993.
- o Through a Cooperative Agreement with the International Association of Chiefs of Police, BJA has established a National Law Enforcement Policy Center. The Policy Center has developed several model policies for law enforcement agencies on this issue, specifically in the areas of Harassment in the Workplace and Domestic Violence.
- o BJA is in the final stages of development of a Monograph entitled, Family Violence: Interventions for the Justice System, which is the result of knowledge gained during several years of work in one of our Demonstration Programs.
- o Within the next 30 days, BJA is planning to release a program solicitation requesting applications for projects that are part of a comprehensive program designed to focus on violence against women. The program will include investigative/prosecutorial protocols, court interaction, victims issues, and prevention. The projects will focus on all forms of violence against women, including familial and nonfamilial violence and stalking.

CRIMINAL HISTORY RECORDS/GUN CONTROL

During the last three years, BJA has provided \$27,000,000 in Discretionary Funds to improve criminal history records. In addition, by Statute 5 percent of the Formula Grant monies awarded to each State is set aside for the improvement of criminal history records. We have been working with the Bureau of Justice Statistics (BJS) on this program for a number of years. It is my understanding that BJS will send you a separate memo on this subject.

BJA has recently initiated a program to deal with the illegal sale and purchase of firearms, as well as the abuse of Federal Firearms Licenses (FFL).

- o BJA has awarded a grant to the Virginia State Police working in conjunction with the Bureau of Alcohol, Tobacco, and Firearms (ATF) to implement a joint Task Force targeting individuals illegally purchasing firearms in Virginia. This project was initiated as a result of the identification of numerous firearms purchased in Virginia involved in assaults and murders throughout the Northeast Corridor.
- o BJA is currently working with the New York City Police Department and the ATF on the development of a project in New York focusing on the misuse of Federal Firearms Licenses. Over 600 FFL's have been issued in New York City, but only about 50 of these have the required city sales licenses. Many are issued to nonexistent addresses. The project will involve the identification of bogus, transient, or fraudulent dealers.
- o A number of other Northeast Corridor States have indicated an interest in assessing their problems with fraudulent firearms purchases and sales. As a result, BJA will host a meeting of these States and ATF to determine the feasibility of a Multi-State initiative.

As you can see, BJA has been heavily involved over the years in programs and initiatives that relate to the Administration's priorities, and we are pleased to have the opportunity to comment and offer suggestions in these areas. If you would like further information on these or other BJA initiatives, please let me know. I have enclosed a copy of BJA's Briefing Book, as well as documents relating to the BJA-funded Community Oriented Prosecution Program in King County, New York.

Enclosures

cc. Nancy McFadden

TO: Nancy McFadden
Office of the Attorney General

DATE: 3/10/93

COMMENT:

While the Criminal Division is unlikely to have any operational responsibility for implementing the Police Corps Program, we are interested in all major crime control initiatives.

The attached memo reflects some preliminary ideas on structuring and implementing this Program.

If we can assist further in this process, please call me at 514-3062.

FROM:


Julie Samuels, Director
Office of Policy and Management
Analysis
Criminal Division

Room No. - Bldg.

2740 - Main

Phone No.

514-3153



U. S. Department of Justice

Washington, DC 20530

March 10, 1993

MEMORANDUM

TO: Julie Samuels, Director
Office of Policy and Management Analysis
Criminal Division

FROM: Phil Baridon, Senior Policy Analyst *PB*
Office of Policy and Management Analysis
Criminal Division

SUBJECT: Police Corps Questions and Issues

This memorandum is intended to frame issues, and in some cases to suggest options, related to the implementation of the Police Corps Program as described in the Democratic Platform and in Subtitle C of last year's conference bill.

Broad Issues

1. What are the projected yearly and total costs of the Program based on different assumptions about its timetable and configuration?
2. Should the Program be jump-started by front-loading some of the costs through retroactive benefits to college seniors willing to sign on for four years?
3. What should individuals and police administrators expect in the form of a transition at the end of the four-year national service period? Will funding end immediately or be phased out? Is some matching formula being considered?
4. What conditions and requirements (regarding deployment, personnel authority, etc.) will be placed on police administrators who participate in the Program?
5. What are the potential impediments to the effective use and integration of Program officers into their host departments? How can the Program design minimize these obstacles?
6. What criteria should be used to allocate the 100,000 officers to the states and among rural, suburban, and urban areas?

Additional Discussion and Other Matters

1. The Police Corps program appears to have three objectives: (a) Reduce "street crimes" through an enhanced police presence; (b) Offer an upwardly mobile career path through tuition assistance to those who might be unable to afford college; and (c) Build more professional, college educated police departments. An expanded view of the first two items argues for a more systemic approach to crime reduction. Specifically, the Police Corps concept could be expanded to include non-police personnel essential to a broad-based effort to reduce urban crime. For example, these persons might include gang workers, truancy officers, and public housing inspectors who could work with the police in operations like Clean Sweep.

2. Is a "fast start" contemplated or desirable? The Bill uses the following language: "may reimburse the participant for...prior educational expenses." Also, it explicitly notes that admission may occur "during the applicant's course of educational study." College seniors are likely to complete their degrees and could receive the 16 weeks of "basic training" upon graduation. Start-up costs could be reduced by offering partial or some type of formula payments to upperclassmen. As an example, some seniors might accept reimbursement for two years of college tuition in return for a four-year period of national service. However it is designed, such an approach will produce results more quickly -- and also front-load the costs.

3. Should we develop criteria to identify areas where a "critical need" exists for police manpower and directly fund through grants those municipalities or local governments? This would supplement the Police Corps Program and provide aid more quickly to the most severely affected localities. Similar conditions could be attached to the grants, such as a requirement for four years of service.

4. The Bill is silent about what happens following the 4-year service period. This issue begs for an early resolution. Walinsky and others believe that most of the officers in the Program would leave the police department at the end of the service period. Because the incentive structure at that time will control those decisions, we should decide now what is in the national interest. If offered good pay and benefits with a 20-year retirement plan, many will want to stay at the end of four years. If these additional manpower costs are borne at the local level, the cumulative budgetary effects may be difficult to absorb.

Perhaps some assistance could be promised to participating

police departments for a specified percentage of officers wanting to remain with their agency. These additional payments could be offset to some degree by reducing costs during the service period. The following suggestion, which is only one possibility for doing this, is rooted in the contrast between "national service" and traditional employment. Since the Corps officers already have received tuition assistance, the government could save approximately 25-30 percent if they were compensated with salary, but only minimal benefits (service counts toward retirement but no money is paid into the fund, all leave is unpaid, etc.). Although this may seem harsh, such a policy has benefits other than cost savings. It would help quiet the inevitable complaints that Corps officers are prima donnas who are being paid twice for their "volunteer" service.

It really takes 2-3 years to become an effective police officer. Encouraging officers with four years of experience to leave may save money, but the "middle years" as a police officer are frequently the most productive. These budget realities should be balanced against the need to build a professional force with seasoned, college educated officers.

5. For those officers who leave after four years, the program should include an option for an unpaid, volunteer "civilian reserve" position with the department. Many large cities use such reserve officers to augment manpower. Usually, these reserve officers are not as carefully screened nor as well trained as sworn personnel. A cadre of college educated, reserve officers with four years of experience would be attractive to most police administrators. Perhaps this concept could be expanded to a National Civilian Reserve Program.

6. The Rubinstein research indicated that there is some resistance to the Police Corps concept by local officials, police administrators, and unions. These concerns, which are listed in his final report, should be examined individually to see if the language of the statute can address any issues that may have merit. A few of the concerns are amalgamated and discussed below:

- a) Local control and supervision are related. The Bill says that a participant shall "be subject to all rules and regulations applicable to other members...." But it also says that "participants shall be placed...on community and preventive patrol." Will local commanders have full line authority? Will they have restrictions on their ability to discipline, demote, reassign, or terminate problem employees? The Bill states that an employee who is forced to leave one agency for disciplinary reasons may join an equivalent alternative law enforcement service...." For morale and management reasons this should be changed. The

benefits and costs of Washington "strings" on deployment of local police officers need to be weighed carefully.

- b) The dedication, morale, and loyalty of Corps officers were top concerns of responding police chiefs. To the extent that these Police Corps officers are perceived as, and see themselves as, a unique subculture within the police department, their effectiveness will be significantly impaired. To succeed, they must be accepted by career officers and management. If they are frozen out, the experiment will fail. Whether or not they are accepted is heavily dependent on the incentive structure. If it is certain that they will be gone in four years, they will not become integrated into the work and culture of the department.
- c) "Other costs to the community" was a significant concern to small departments. One type of cost is administrative: insurance, liability, disability, etc. The other costs are systemic. An increased police presence will not only deter crime, but it will result in more arrests, prosecutions, and incarcerations. Combined with an emphasis on Community Policing, a rise in reported crime and officer workload are very possible as the alienated begin to believe that the government is actually responding to their needs.

7. The stipend for graduate school should be eliminated. Graduate education is expensive, has little direct bearing on violent crime, and is more appropriate for managers who are making police work a career.

8. Is there a demonstrated need for three additional police "training centers?" It may be more cost effective to fund an expansion of selected, existing facilities.

9. Although the survey by Rubinstein showed that blacks are as interested as whites in the Police Corps, should any additional steps -- beyond encouragement of minorities -- be taken to assure adequate and proportional selection of minorities?

10. It may be prudent to pilot the Police Corps concept in a few selected areas before launching the national program.



U.S. Department of Justice

Office of Justice Programs

Office of the Assistant Attorney General

Washington, D.C. 20531

MAR 5 1993

TO: Nancy McFadden
Assistant to the Attorney General
Office of the Attorney General

FROM: S.S. Ashton, Jr. *SN 05 Mar 93*
Acting Assistant Attorney General
Office of Justice Programs

SUBJECT: NIJ's Contribution to the Policing Initiative

In OJP's continuing effort to be of assistance to your work on the Administration's policing initiatives, please find attached a draft Issues/Concept Paper drafted by the National Institute of Justice (NIJ), the research component within the Office of Justice Programs, and three bibliographical searches compiled by the National Criminal Justice Reference Service.

NIJ has a number of resources available which will be helpful to you and the working group on these initiatives, including public interest group contacts and Visiting Fellows in Policing. Attached is a list of these resources.

NIJ currently is working on recommendations for specific steps to implement the program. These include:

- * amending the Drug Control and System Improvement Grant Program to add a new purpose area (42 USC 3751 (b));
- * exploring creative funding arrangements;
- * devising options for phased federal/state/local cost sharing;
- * considering the retraining of former military personnel available from DOD's downsizing; and
- * linking this initiative to the President's national service program (i.e., recent graduates could handle administrative tasks in police departments, thereby freeing officers from paperwork to return to the beat).

Your comments and additional guidance will assist NIJ in targeting its work in this important area.

Attachments

cc: Kevin Jones
Deputy Director, OPD

DRAFT

Expanding America's Police Force by 100,000: The Issues

Prepared by the National Institute of Justice
March 4, 1993

This concept paper provides background and summarizes issues to assist policymakers develop and implement the Administration's proposal to expand the local police force in America by 100,000 officers.

Policy Objective

The objective of the Administration's Initiative is to increase the level of police service to the American public and ultimately to increase public safety.

Crime, and particularly violent crime, has been increasing, and the public's fear of crime has remained high. Research on community policing indicates that police activities undertaken in partnership with the community have the greatest potential for a lasting impact on crime rates and the quality of life in America's neighborhoods.

NIJ's Role in this Program

The mandate of the National Institute of Justice (NIJ) is research, evaluation, and development in the criminal justice area. NIJ is able to assist the Justice Department and the Administration identify and address issues, recommend programmatic options, coordinate with other policing programs, assist decision makers in selecting options, and support implementation of the program. Proposed actions include:

1. Provide research and information on specific aspects of the initiative. These include: cost estimates, programmatic considerations, training requirements, impact on components of the criminal justice system, and lessons learned from local efforts.
2. Convene a national planning group of police chiefs to assist in developing effective implementation strategies. This function could be undertaken by a panel of 20 recently appointed police chiefs and elected sheriffs that would meet periodically to develop a plan for police staffing needs for the Nineties and the 21st Century.
3. Sponsor a national conference on Community Policing. This conference would convene panels of experts from policing, criminal justice research, local government, and community organizations to discuss the state of existing knowledge on the issues, focus on new policing programs, and identify a research and demonstration agenda for the future.

4. Prepare training materials and provide technical assistance to local efforts.
5. Monitor the implementation of the Initiative and assess its impact.
6. Provide consultant support to the Initiative through NIJ's Visiting Fellowship Program.

Issues to be Addressed

In addition to increasing the number and quality of police officers on the street, the Initiative could address the role and function of the additional police resources. Towards this end, a number of issues for consideration are outlined below.

- Which police forces will be eligible for this program--all sizes, or only those with the greatest need (presumably the larger ones serving urban centers)? Sheriffs' departments, as well as municipal departments?
- What is the length of time during which the 100,000 officers will be added to the force? When are the first officers expected to enter the force, and what is the target date to achieve 100,000?
- Are these officers expected to increase departmental complements, or will they only be used to fill vacancies with current staffing levels remaining the same?
- How will these officers be recruited? Through a Police Corps or Public Service program that requires police service to pay back federal assistance for college? Will all officers be college graduates?
- Will Federal funds pay for the recruit training or annual salaries of these officers?

Additional issues which arise in developing and implementing the Initiative include:

- Defining the application process for police departments which wish to participate.
- Deciding how priorities will be determined for making funding decisions.
- Determining whether federal guidelines for implementation should be drafted, and whether legislation will be required to implement the program (e.g., amendment of the state formula anti-drug grant program administered by the Bureau of Justice Assistance).

Background Considerations

The following information will assist policymakers address the above questions.

Direct Costs

Research reflects that adding 100,000 officers to the nation's police force would increase the present level of sworn officers in municipal and county agencies (including sheriffs) across the nation by approximately 20 percent.

It is difficult to estimate the cost of hiring a police officer. Nationwide data on employment of and expenditures for police do not include all of the costs of adding a police officer to the beat, nor do they often separate the sworn and civilian categories. NIJ, however, has identified the range of estimates based on The Municipal Yearbook, 1991 (for 1989). The averages listed below are the total reported expenditures (salaries and wages, retirement and other benefits, capital outlay, and other department expenditures) divided by the total number of sworn officers. The per-officer dollar cost is adjusted to 1993 dollars, estimating for 1992 and 1993 the same rate of increase in the Consumer Price Index that occurred between 1989 and 1991 (19 percent).

<u>City</u>	<u>Per-Officer Cost, 1993 est.</u>
<u>Over 1,000,000 population</u>	
Dallas, TX	\$72,814
San Diego, CA	\$86,699
<u>500,000-1,000,000</u>	
Baltimore, MD	\$96,210
Cleveland, OH	\$74,152
Denver, CO	\$74,929
Indianapolis, IN	\$64,576
Memphis, TN	\$71,292
Phoenix, AZ	\$78,555
San Antonio, TX	\$72,099
<u>250,000 - 499,000</u>	
Atlanta, GA	\$59,056
Buffalo, NY	\$56,911
Charlotte, NC	\$59,346
Long Beach, CA	\$139,586
Minneapolis, MN	\$74,051
Oklahoma City, OK	\$52,477
Omaha, NB	\$71,876
<u>100,000 - 250,000</u>	
Allentown, PA	\$50,869
Arlington, VA	\$85,308
Aurora, CO	\$87,198
Cedar Rapids, IA	\$63,031
Grand Rapids, MI	\$83,927
Lubbock, TX	\$51,846
Spokane, WA	\$35,780
<u>50,000 - 100,000</u>	
Canton, OH	\$56,922
Clearwater, FL	\$70,514
Decatur, IL	\$61,534
Fort Smith, AR	\$39,220
Miami Beach, FL	\$83,494
Ogden, UT	\$56,884
Quincy, MA	\$68,600

These figures do not include other expenses outside the department that would be incurred, such as city administration costs and payroll processing. An approximation of these costs would include adding 10 percent to the above estimates.

One of the most detailed estimate of per-officer costs is available in an NIJ-sponsored publication.¹ The researchers estimated the "loaded hourly rate" of a patrol officer in an eastern city with a population in the range of 100,000-249,000. The following costs were included: salary, fringe benefits, capital and equipment costs, support services costs, supervision and management costs, and general city administration costs.

Therefore, extrapolating the \$33.60/hour loaded rate for a 1984 patrol officer in that city to a full year in 1993 produces an estimated cost of \$99,241.

If one assumes that for purposes of rough estimation, the officers to be included in this program will be concentrated in those cities with the greatest crime problems, the figures would be drawn from the larger cities. A conservative estimate of the per-officer cost in those cities (including general city administration) is \$90,000.

Therefore, based on a \$90,000 annual per-officer cost, the estimated total cost of 100,000 officers working for one year in 1993 dollars is \$9 billion.

Indirect Costs

System-wide costs can be expected to be incurred "downstream" once an additional 100,000 officers are added to the force. The police take actions that feed into a number of "systems," such as criminal justice, health and social welfare, and many others.

For example, additional officers will make more arrests, which in turn will increase the workload of:

- prosecutors
- public defenders
- judges
- court personnel
- jails
- probation services
- correctional facilities.

An NIJ study estimated that the "loaded" cost of a patrol officer's contribution to the entire handling (from initial patrol response through sentencing) was only 4.3 percent of total loaded criminal justice costs incurred, and this estimate did not include the cost of carrying out the sentence. Additional costs will be incurred in other parts of the system.

¹ Billy L. Wayson and Gail S. Funke, What Price Justice? A Handbook for the Analysis of Criminal Justice Costs (Washington, DC: National Institute of Justice, 1989), pp. 12-13.

The Impact of Education on Police Performance

The Initiative proposes to improve the quality of America's police forces at the same time that it increases their numbers, through use of term service arrangements such as the Police Corps. While the advantages and disadvantages of increasing the educational level of police officers are much debated, there is very little evidence on the topic.² Since the Administration is addressing a second social need (making higher education more accessible to those with limited economic resources) with its term service concept, the Initiative provides an unparalleled opportunity for decisive research on this vital question.

If the Initiative asserts that a college education will make a substantial improvement to police performance, policymakers may wish to decide what type of education the Federal Government should support. Some have advocated that a four-year degree should be a prerequisite to being hired as a police officer, but a large number of officers have received their two- and four-year degrees through long-term, part-time attendance at colleges. There also is a debate over curriculum: whether it should be modeled on a general liberal arts program or targeted at a criminal justice or technical curriculum.

² The relationship between education and performance is difficult to establish in part because of the types of available officer performance appraisal data. There is little consensus on what constitutes good performance, and performance measures that are available are typically narrowly focused on arrests, clearances, and administrative matters (e.g., number of sick days taken). Another problem is the lack of rigorous studies that (1) characterize the nature of the college education received by police, and (2) control for the effects of other influences, many of which are correlated with earning a college education (e.g., family income, intelligence, scholastic aptitude).

For example, it is not clear whether obtaining a four-year degree merely constitutes a "screening process" for selecting the brighter, more apt people, or whether the educational process itself adds knowledge and skills in addition that would improve performance.

In any event, many studies find little or no appreciable difference between the behavior and performance of college-educated and non-college educated officers. In general, while college education is taken as an important professional advancement for a wide range of occupations in the United States, it is not at all clear that a college education substantially improves the performance of police officers.

The Organizational Capacity of Police Departments

Several issues regarding the organizational structure of police departments may affect the direction and timing of the Initiative's implementation:

- Under the Police Corps concept how will "term service" be implemented?
- How does adding new officers affect police agencies in terms of management, training, and supervision?
- What will be the impact of this program on union contracts, especially those with provisions on educational incentives?

Deployment and Impact Research

As part of its program on the implementation of community policing, NIJ would examine the following issues:

- What impact does the increased numbers of available officers have on community perceptions of crime and disorder, and on fear of crime?
- To what degree do Initiative-hired officers enhance the community policing capacities of the participating agencies?
- What organizational problems (if any) occur as a result of the Initiative hirings?

Long-Term Strategies

The National Institute of Justice is currently involved in long term research, demonstration and training programs to implement and assess community policing. For example, in Los Angeles, NIJ is developing training for police and community action councils to rebuild the police/community relationship, and establish community policing city-wide. NIJ could support long-term research and evaluation projects to assess the impact of Expanding America's Police Force by 100,000 on policing and public safety.

NATIONAL INSTITUTE OF JUSTICE VISITING FELLOWS: POLICING

Dr. Albert J. Reiss, Jr., Professor of Sociology at Yale University, is studying the implementation of community policing in six police agencies. Dr. Reiss has written numerous articles and books on issues in policing, violence, and victimization and is also noted for his expertise in research methods.

Dr. Stephen Mastrofski, Associate Professor at Pennsylvania State University, is conducting an observational study of community police officers in the Richmond (VA) Police Department. Dr. Mastrofski has edited a book on community policing and has written journal articles on police performance measures, allocation of police resources, and other police issues.

Dr. Michael Buerger, an Assistant Professor at the University of Wisconsin-Oshkosh, is examining the role of the community in the context of community policing. Dr. Buerger has conducted research on the problem of repeat calls for service to the police and on "hotspots" of crime.

Dr. Ellen Scrivner is examining how police psychologists deal with police use of excessive force. A former police psychologist with the Prince Georges County (MD) Police Department, Dr. Scrivner has surveyed a national sample of police psychologists and will conduct in-depth case studies of four police agencies.

Dr. Joseph Ryan, a detective with the New York City Police Department, has recently completed a study of community policing in five police agencies. As a detective for the NYCPD, Dr. Ryan has extensive experience in the areas of spouse assault, child abuse, narcotics enforcement, and police accountability.

NIJ WORKING GROUP ON COMMUNITY POLICING

Since 1991, the National Institute of Justice has worked with a number of representatives from police membership organizations and researchers to develop a plan for the implementation of community policing nationwide. They include:

Hubert Williams, President, Police Foundation

Dan Rosenblatt, Executive Director, International Association of Chiefs of Police

Darrel Stephens, former Executive Director, Police Executive Research Forum, (now chief of police in St. Petersburg, FL)

Dr. Mark Moore, Professor, Kennedy School, Harvard University

Frank Hartmann, Executive Director, Program in Criminal Justice, Kennedy School, Harvard University

Dr. Robert Trojanowicz, Professor, Michigan State University

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Transmitted To:
Name:

Rana Sampson / Jose Corda

FAX: 456-
7739

Paul Diamond

From:

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Brad Kyser
Adrien Silas
Lin Liu
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Christopher Brown ✓
Louisa Koch X 3730
Jeff Payne
John Serlemitsos
Vernetta Tanner

SUBJECT/COMMENTS:

Latest calculations for "100,000 Cops"
pledge.

Please distribute to both Rana + Jose + Paul.

Thanks,

C3

for

Ken

Schwartz

Meeting the "100,000 cops" pledge in the Clinton Budget proposal

Initiatives related to "100,000 cops" pledge.					
	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>
Community Policing/Cops on the Beat					
Budget Authority (\$ in millions)	50	175	250	300	350
Est. # of New Officers	3,300	11,700	16,700	20,000	23,300
Police Corps Program					
Budget Authority (\$ in millions)	25	75	150	150	150
Est. # of Officers Supported	2,500	7,500	15,000	15,000	15,000
HUD Urban Crime Initiative/Other HUD Programs					
Budget Authority (\$ in millions)	124	150	150	149	149
Law Enforce. Equiv. Positions	4,100	5,000	5,000	5,000	5,000
DoE Safe Schools Program					
Budget Authority (\$ in millions)	75	100	100	100	100
Law Enforce. Equiv. Positions	600	800	1,300	1,500	2,100
National Service/Other Programs					
Budget Authority (\$ in millions)	xxx	xxx	xxx	xxx	xxx
Law Enforce. Equiv. Positions	600	6,100	11,200	17,700	20,000
New Police Hires/Community Policing					
Community Investment Program					
Obligations (\$ in millions)	500	0	0	0	0
Est. # of New Officers	13,900	13,900	13,900	13,900	13,900
New Funding					
Budget Authority (\$ in millions)	0	94	156	187	187
Est. # of New Officers	0	5,200	10,400	15,600	20,800
Total New Officers and Equivalent Positions					
	25,000	51,100	73,500	88,700	100,100

Description of Programs Funding "100,000 cops" Pledge

- Community Policing/Cops on the Beat Program - Provides increasing funding (\$350 M in 1998) for grants to localities to promote and enhance community policing activities. Funds must be used to supplement, not supplant, current policing efforts and may be used to: recruit and hire new officers; provide special training; or support community programs to reduce crime. Requires a 50% non-federal match. Assumes that one officer will be hired for every \$30,000 (including non-Federal match) spent on community policing activities. By promoting community policing and efficiency in provision of local law enforcement services, supporting new crime prevention programs, and hiring new officers (or other public safety official), approximately 23,300 new police or equivalent positions are expected to be created by 1998. The program is modeled after a provision in last year's crime bill and will include an evaluation component.
- Police Corps Program - Provides increasing funding (\$150 M in 1998) for college scholarships to would-be police officers in exchange for a commitment to service as a State and local police officer. Candidates receive a stipend for tuition, books, and/or expenses of up to \$10,000 per year. Following their education, the candidates join their sponsoring police departments as new recruits. The Police Corps program, while training officers, does not directly fund new police. However, since the Federal assistance acts as a subsidy for State and local police department education and training, the program can "loosely" be interpreted as putting new cops on the street (approx. 15,000 by 1998). The program is modeled after a provision in last year's crime bill and will include an evaluation component.
- HUD Urban Crime Initiative/Other HUD Programs - Provides \$149 M in 1998 for grants to States and localities to ensure safety for public housing residents against crime and drug-related violence. A significant portion of this funding is expected to go towards police or police equivalent positions. Assumes that one officer/security guard will be hired for every \$30,000 spent on crime prevention in public housing (approx. 5,000 positions by 1998).
- DoE Safe Schools Grants - Provides \$100 M in 1998 for grants to localities to hire law enforcement personnel, purchase of metal detectors, and to fund other conflict/violence prevention activities and training in schools. Approximately 18-20% is expected to go directly towards hiring of school security personnel. Grants are for two years and require continued support of new personnel after Federal assistance ceases (approx. 2,100 positions by 1998).
- National Service/Other Federal Programs - Although the program is still under design, the National Service program is expected to support educational benefits to students in exchange for a commitment to public service in various forms, including police or public safety activities. Various other programs are also expected to complement the National Service program and provide funding for law enforcement and related activities. Among these other programs are DOJ's State and local drug grants which are used, in part, to fund police and DOJ's Asset Forfeiture Fund payments. A rough estimate of 20,000 law enforcement equivalent positions are expected to be created by 1998, from these various sources.
- New Police Hires/Community Policing - Combines \$500 M in 1993 and \$514 M in 1994 from the Community Investment Program (Weed & Seed) with additional funding not yet in the budget schedules (reaching \$187 M by 1997). Provides subsidies to State and local police departments to fund new police officers. The program would provide a subsidy to States and

localities equivalent to 75% of the estimated entry-level salary of an average new police recruit (\$24,000), or \$18,000 in her/his first year. The Federal subsidy decreases to 50% (\$12,000) in the second year, 25% (\$6,000) in the third year, and requires States/localities to pick-up full funding of the officers in the fourth and future years. The program requires that the officers are used in conjunction with community policing activities, are retained beyond the period of Federal subsidy, and an evaluation component is included. There are two sources of funds for this program.

- Community Investment Program - The program is funded at \$500 M in 1993 and \$514 M in 1994. The \$500 M appropriated in 1993 has not and cannot be released until the program is authorized. Since the Rangel authorization bill (H.R. 15) has been jointly referred to four committees, it is unlikely that the 1993 funds can/will be obligated this fiscal year. Therefore, in 1994, \$1 B in obligations should be available for use. Under the plan envisaged in the table, the Administration would propose to allocate half, or \$500 M, to support "Weed" type activities (law enforcement) especially increasing the number of police on the streets. The other half, \$500 M, would be reserved for "Seed" type activities (social services). Approximately 13,900 police positions would be created by 1998, to be used in conjunction with community policing.
- New Funding - \$94 M is required in 1995 (\$187 M in 1997) to fully meet the "100,000 cops" pledge (approx. 20,800 cops by 1998).

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