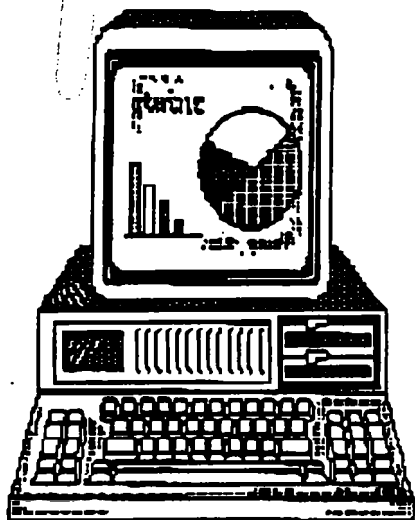




TRANSPORTATION, COMMERCE AND JUSTICE DIVISION

FAX COVER SHEET

From:

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TO:

RANA SAMPSON

PHONE:

456-7739

SUBJECT:

pin discussion

FOR YOUR INFORMATION
PER YOUR REQUEST
SEE REMARKS BELOW
FOR COMMENT

REMARKS:

The phone number for this Xerox 7020 machine is (202) 395-7238.

Description of Programs Funding "100,000 cops" Pledge

- Community Policing/Cops on the Beat Program - Provides increasing funding (\$360 M in 1998) for grants 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. 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 23,500 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 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 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 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 Drug Elimination Grants/Urban Partnership Against Crime - Provides \$325 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 can be reasonably expected to go towards police or police equivalent positions (approx. 3,600 positions by 1998).
- DoE Safe Schools Grants - Provides \$100 M in 1998 for grants to States and localities to hire law enforcement personnel, purchase of metal detectors, and to fund other crime/gun prevention activities in schools (approx. 1,500 positions by 1998).
- National Service/Other Federal Programs - Although the program is still under design, the National Service program is expected to support college scholarships 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 personnel. 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 - 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 \$162 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 will include an evaluation component. 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 in 1998, to be used in conjunction with community policing.
- Additional Funding Required - \$81 M is required in 1994 (\$162 M in 1997) to fully meet the "100,000 cops" pledge. These funds are not yet budgeted.

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

Initiatives related to "100,000 cops" pledge.					
	1994	1995	1996	1997	1998
Community Policing/Cops on the Beat					
Budget Authority (\$ in millions)	50	175	250	300	350
Est. # of New Officers	3,400 3,300	11,700	16,700	20,000	23,500 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 Drug Elimination Grants					
Budget Authority (\$ in millions)	124	150	150	149	149
Law Enforce. Equiv. Positions	265 3,000 4,100	325 3,600 5,000	325 3,600 5,000	325 3,600 5,000	325 3,600 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	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)	1,000	0	0	0	0
Law Enforce. Equiv. Positions	13,900	13,900	13,900	13,900	13,900
New Dollars Required					
Budget Authority (\$ in millions)	81	135	162	162	162
Est. # of New Officers	4,500	9,000	13,500	18,000	22,500
Total New Officers and Equivalent Positions					
	28,500	43,600	75,200	89,700	100,000

$\div 30,000 \times 2$

$\div 10,000$

$\div 30,000$

rough estimate

2 year suite
75mil x .18 = 13.5mil
25,000
75% personal
25% private

78 m. 11.

~~25,000~~

15,000 $\rightarrow$ 12,000 $\rightarrow$ 6,000

More Reno on 100k cops

1 Senator Moseley-Braun. Thank you very much, Mr.
2 Chairman.

3 The President, in his economic program, talks about
4 putting 100,000 more police on the street at the street
5 level. From your perspective, what would be the most
6 effective strategies at that level to fight violent crime,
7 the community policing approach, which in my mind is a new
8 way of the old beat cop that we knew 20 years ago, special
9 narcotics units or special emphasis on preventing juvenile
10 crime? Where would you put those 100,000 new police?

11 Ms. Reno. What I want to do is make sure that Washington
12 doesn't tell the community what to do, because the leaders of
13 the community and the people of the community know a lot
14 better how to use money wisely than an Attorney General
15 sitting up in Washington saying do it my way. So I want to
16 work with communities to make sure it is done as effectively
17 as possible, based on community needs, not on how the
18 community wants to divvy up the money necessarily, but let
19 the community reflect the needs.

20 I have obviously got some suggestions that I want to
21 share with people, but I don't want to be dogmatic about it.
22 The resource team that I described is a wonderful mixture of
23 a police officer who is respected in the community, he doesn't
24 take guff from the kids, he knows when to go after the kids,
25 when to give them a second chance, but he is working with the

1 public health nurse and a social worker as a team right there
2 on the streets in that community, in that neighborhood,
3 addressing the problems as a whole.

4 When you look at a community, if you just took a
5 snapshot of some of our communities at a certain period of
6 time, you would find five social workers in that neighborhood,
7 probably 10 health care professionals dealing with people
8 coming from that neighborhood, three different police units
9 dealing with that neighborhood. And do they talk too often?
10 They don't. If we can bring them together, I think we can be
11 far more effective with the resources we have.

12 Senator Moseley-Braun. Thank you very much.

13 The Chairman. What I would like to suggest we do now is
14 why don't we give you a 5-minute break.

15 Ms. Reno. I am fine, if you want to continue.

16 The Chairman. Well, I can see you are getting the hang
17 of this.

18 [Laughter.]

19 We might as well keep the momentum going. It is obvious
20 that your skills as a prosecutor are coming into play.

21 With that, we will go on our second round at 10 minutes
22 apiece, and why don't we at this moment yield to our friend
23 from Iowa, Senator Grassley, for a second round.

24 Senator Grassley. I was hoping she would think that
25 maybe we needed a 5-minute break.

Reno on 100,000
Cops + Police
Corps

1 weapons that are not used for hunting purposes?

2 Ms. Reno. That is correct, sir.

3 Senator Kennedy. I am very much encouraged by your
4 response. We haven't had the national law enforcement
5 officials in this country that have had the courage to take
6 that position--or, quite frankly, Presidents that have been
7 willing to take that position. And I think it is a great
8 tribute to the President as well as to yourself.

9 Let me ask you about another issue that the President
10 talked to, and that was about the police corps, about trying
11 to provide additional young, talented, trained, educated
12 Americans for a period of time, for four years of service in
13 a local police situation could have loan forgiveness in terms
14 of their education programs. He has talked about it. We
15 have debated that issue.

16 The idea of getting greater support--and I know there is
17 a variety of different ways of getting support for local law
18 enforcement, and there is a variety of different needs. We
19 all accept that. But your idea of providing some help and
20 assistance with well-trained individuals in law enforcement
21 as a help and assistance to local communities, is this
22 something that you support?

23 Ms. Reno. Yes, I do. The President has made very clear
24 that one of the most important promises of his campaign was
to put 100,000 police officers on our streets, and the

1 concept that you speak of is one of the tools that he will
2 use, not just to put trained police officers on our streets,
3 but also to provide additional support and training for
4 police officers who are currently doing the job.

5 I think police officers have one of the most difficult
6 jobs of anybody I know, and that includes lawyers. They have
7 to make hard legal decisions right on the streets, without
8 going to law school and without having the opportunity to
9 prop their feet up and make an informed decision in a law
10 office with a law library behind them.

11 They expose their lives to danger every day. They have
12 to work with so many different groups, and the good police
13 officer who by tone of voice and manner can quell an angry
14 crowd is really a saint. They have an incredibly difficult
15 job, and everything we can do in terms of providing the
16 concept of training mixed with the opportunity of public
17 service I think is very important.

18 Senator Kennedy. Well, it is clear from your response
19 that the law enforcement officials have the support and
20 understanding of the Attorney General-designate. And I know
21 the various support that you have already received because of
22 that expression which you gave is clearly something that you
23 have been practicing over the time that you have been a
24 prosecutor.

Let me just finally on this round develop a little more

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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EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

THE DIRECTOR

July 13, 1993

JUL 14 1993

MEMORANDUM FOR DAVID R. GERGEN
THOMAS F. MCLARTY
HOWARD G. PASTER
CAROL H. RASCO
ROBERT E. RUBIN
GEORGE R. STEPHANOPOULOS

FROM: Leon E. Panetta

SUBJECT: 100,000 Cops Pledge - Information

The purpose of this memorandum is to inform you of a disconnect between the resources requested in the 1994 Budget to meet the President's 100,000 cops pledge and the probable cost of meeting the pledge. In light of recent information, there is a wide gap between the two.

The President's Pledge

On several occasions, including the State of the Union Address, the President has stated that he supports Federal grants to help States and localities hire/rehire 100,000 law enforcement officers (cops). Although no details have been provided and no time frame has been stipulated, the President has reiterated the pledge in the context of his support for crime legislation. Most recently, he has stated the pledge in comments to the nation's mayors and to local police organizations.

The Department of Justice (DOJ), Domestic Policy Council (DPC) and Office of Management and Budget (OMB) have been working to finalize a "cops" provision that can be inserted into the crime bill. Since the crime bill is likely to move soon in both the House and Senate, it is imperative that any unresolved issues with respect to the "cops" pledge be settled. Additionally, House and Senate Judiciary Committee leadership have indicated a willingness to work with the Administration on the "cops" title of the crime bill. (Note: The one remaining critical issue in the crime bill -- inclusion of the habeas corpus reform -- is in the process of being worked out among all concerned parties. Once that stumbling block is overcome, other provisions may fall into place quickly.)

The 1994 Budget

The 1994 Budget met the 100,000 cops pledge by attributing new cop hires, or law enforcement equivalent positions, to a wide variety of programs. This attribution is shown in Attachment A.

Of the 100,000 cops assumed to be hired by 1998, approximately 50,000 were assumed to be law enforcement officers or "true cops," at a cost of \$30,000 per new officer or "true cop." The rest were assumed to be law enforcement equivalents -- guards in public housing projects and schools, National Service participants who choose law enforcement types of jobs, and trainees in the new Police Corps program. The plan was put together as a reasonable means of meeting the President's pledge within the extremely tight budgetary constraints of the 1994 budget process.

Significant funding was proposed as a down payment on the pledge. For 1993, \$200 million was requested in a supplemental (\$150 million was enacted). For 1994 \$550 million was requested. However, Congress appears likely to fund only a small portion of the request.

Problems in Meeting the Pledge

As noted above, the Budget presumed that approximately 50,000 would be "true cops," with the remainder being law enforcement equivalents. However, in developing the 50,000 "true cop" hires estimate, OMB (with concurrence from DPC) made an assumption with which DOJ is not comfortable. Namely, we assumed that \$30,000 would be sufficient for a new police hire. In fact, \$30,000 is well above the average salary of freshman police officers. However, after further research, it is generally agreed that it is necessary to assume \$50,000 per cop to encompass the costs of training, benefits, and other capital acquisitions (e.g., weapons and uniforms). See Attachment B for cost per officer in select cities.

As a consequence of this differing assumption, as well as various other minor changes, the 1994 Budget investment for 50,000 "true cops" differs significantly from that which would be necessary to meet the DOJ draft legislative provisions currently under consideration. The difference is summarized below:

(obligations in millions of dollars)							
	<u>1993</u>	<u>1994</u>	<u>1995</u>	<u>1996</u>	<u>1997</u>	<u>1998</u>	<u>1993-1998</u>
<u>50,000 True Cops</u>							
1994 Pres. Budget	200*	550**	319	531	612	662	2,874
New Estimate	150*	467	662	734	734	734	3,482
Increase over Baseline	xx	-83	+343	+203	+122	+72	+608

* \$200 million was requested, but \$150 million was enacted.

** \$500 million of which is derived from the Community Investment Program (\$250 million each from 1993 and 1994 funding).

To make matters worse, the 1995 shortfall highlighted in the table understates the problem. As stated in my June 18 letter to agency heads, the 1994 Presidential Budget baseline estimates exceed the FY 1995 funding caps by \$16 billion in budget authority and \$14 billion in outlays. This poses a larger problem than suggested in the above table insofar as additional Presidential cuts below the baseline will be required for FY 1995.

Conclusion

The leadership of the House and Senate Judiciary Committees want to include specific authorizations for the "cops" title of the bill. We propose to include the sums shown above (*new estimate numbers*) but adjusted upwards, so as to round out the authorization levels and avoid specious precision. We propose \$500 million for 1994, \$675 million for 1995, and \$750 million annually for 1996 - 1998. However, we have three reservations regarding these numbers of which you should be aware.

- The estimates should be viewed as authorizations only. They should not be perceived as Presidential commitments to seek appropriations in like amounts. There are many difficult choices to be made among priorities in the months ahead. Everyone must recognize that. The 1995 Presidential Budget may not include funding requests to fund fully the proposed authorizations.
- The authorization levels assume that 50,000 "true cops" will need to be funded to meet the President's pledge. The remaining 50,000 officers or law enforcement equivalents will still need to be derived from other sources (i.e., HUD, National Service, Education, etc.). Unfortunately, it is likely Congress will not fully fund the other initiatives which comprise the 100,000 cops calculation, thereby eroding the 100,000 cops pledge.
- The Commerce/Justice/State Appropriations Subcommittees face a variety of severe funding needs: explosive prison costs, a Judiciary budget driven by new Federal crimes and drug prosecutions, the INS crisis, the Administration's technology initiatives, and more. This is a difficult battlefield for the President's program.

Attachments



Attachment B

U.S. Department of Justice

Office of Policy Development

Office of the Director

Washington, D.C. 20530

June 3, 1993

MEMORANDUM TO THE ATTORNEY GENERAL

FROM: Erik Reid
Grace Mastalli

SUBJECT: Per-Officer Costs in Selected Cities

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

Cities Over 1,000,000Per-Officer Cost in 1993

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

Cities Between 500,000 - 1,000,000

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

Cities Between 250,000 - 500,000

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

Cities Between 100,000 - 250,000

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

Attachment A

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
DoEd Safe Schools Program					
Budget Authority (\$ in millions)	75	100	100	100	100
Law Enforce. Equiv. Positions	600	800	1,300	1,500	2,100
Other Federal Programs Including National Service					
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
Police on the Street					
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).
- DoEd 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).
- Other Federal Programs Including National Service - 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 funding not contained in the February 17th document (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.
- Police on the Street - \$94 M is proposed in 1995 (\$187 M in 1997) to fully meet the "100,000 cops" pledge (approx. 20,800 cops by 1998). This program will be run by the Department of Justice beginning in 1995.

(2-3) -

Announce
Dr. Brown
- Task Force
to

Final Crime Bill
Group Meeting

- ① Transmitt Tuesday - Parker says GO
- ② Talk to Chris Brown about policing
- ③ level of Consulting about Justice.
- ④ Reserve

Edelman's violence prevention
task force

- Wake Forest Law Review

- Adam broke the glass on U's desk
- Wolinsky says force has assured Rest
that Wt is within.

1 SEC. 103. ENHANCED PENALTY FOR VIOLATION OF THE
2 GUN-FREE SCHOOL ZONES ACT.

3 (a) IN GENERAL.—Section 924(a)(4) of title 18,
4 United States Code, is amended—

5 (1) by striking “not more than 5 years” the 1st
6 place such term appears and inserting “not less than
7 5 years and not more than 10 years”; and

8 (2) by striking the 3rd sentence.

9 (b) TECHNICAL AMENDMENT.—Section 924(a)(1)(B)
10 of such title is amended by striking “(q)” and inserting
11 “(r)”.

12 **Subtitle B—Secure Neighborhoods**

13 SEC. 111. ENHANCED LOCAL LAW ENFORCEMENT.

14 (a) IN GENERAL.—Title I of the Omnibus Crime
15 Control and Safe Streets Act of 1968 (42 U.S.C. 3711
16 et seq.) is amended—

17 (1) by redesignating part Q as part R;

18 (2) by redesignating section 1701 as section
19 1801; and

20 (3) by inserting after part P the following:

21 **“PART Q—COPS ON THE STREET GRANTS**

22 **“SEC. 1701. GRANT AUTHORIZATION.**

23 “The Director of the Bureau of Justice Assistance
24 may make not less than 50, but not more than 100 grants
25 to units of local government for the purposes of increasing
26 police presence in the community.

1 **"SEC. 1702. APPLICATION.**

2 “(a) IN GENERAL.—To be eligible to receive a grant
3 under this part, a chief executive of a unit of local govern-
4 ment, shall submit an application to the Director. The ap-
5 plication shall contain the information required under sub-
6 section (b) and be in such form and contain such other
7 information as the Director may reasonably require.

8 “(b) GENERAL CONTENTS.—Each application under
9 subsection (a) shall include a crime reduction plan which
10 includes—

11 “(1) a request for funds available under this
12 part for the purposes described in section 1701;

13 “(2) a description of the areas and populations
14 to be served by the grant and a description of the
15 crime problems within the areas targeted for assist-
16 ance;

17 “(3) information required to be considered by
18 the Director under section 1704;

19 “(4) assurances that Federal funds received
20 under this part shall be used to supplement, not
21 supplant, non-Federal funds that would otherwise be
22 available for activities funded under this part;

23 “(5) detailed accounts of expenditures for law
24 enforcement for the preceding 5-year period prior to
25 receiving a grant under this part;

1 “(6) detailed accounts of local expenditures for
2 law enforcement during any prior years in which
3 grants were received under this part;

4 “(7) a description of how a portion of the grant
5 would be used to ensure the safety of public and pri-
6 vate elementary and secondary schools; and

7 “(8) an evaluation component, including per-
8 formance standards and quantifiable goals to be
9 used to determine project progress and the data to
10 be collected to measure progress toward meeting the
11 plan’s goals.

12 **“SEC. 1703. ADMINISTRATIVE COSTS; GRANT RENEWAL.**

13 “(a) ADMINISTRATIVE COST LIMITATION.—The Di-
14 rector shall use not more than 5 percent of the funds avail-
15 able under this part for the purposes of administration,
16 technical assistance, and evaluation.

17 “(b) RENEWAL OF GRANTS.—A grant under this
18 part may be renewed, subject to the availability of funds,
19 if the Director determines that the funds made available
20 to the recipient during the previous year were used in a
21 manner required under the approved application and the
22 requirements of this part.

23 **“SEC. 1704. SELECTION OF RECIPIENTS.**

24 In awarding grants to units of local government
25 under this part, the Director shall consider—

1 (1) the crime rate per capita in the unit of local
2 government for violent crime, including murder,
3 rape, robbery, assault with a weapon, and kid-
4 napping; and

5 (2) the rate of increase of violent crime in such
6 unit of local government over the most recent 3-year
7 period for which statistics are available.

8 **"SEC. 1705. REPORTS.**

9 “(a) REPORT TO DIRECTOR.—Recipients who receive
10 funds under this part shall submit to the Director not
11 later than March 1 of each year a report that describes
12 progress achieved in carrying out the plan required under
13 section 1702(b).

14 “(b) REPORT TO CONGRESS.—The Director shall
15 submit to the Congress a report by October 1 of each year
16 that shall contain a detailed statement regarding grant
17 awards, activities of grant recipients, and an evaluation
18 of projects established under this part.

19 **"SEC. 1706. DEFINITION.**

20 “For the purposes of this part, the term ‘Director’
21 means the Director of the Bureau of Justice Assistance.”

22 (b) CONFORMING AMENDMENT.—The table of con-
23 tents of title I of the Omnibus Crime Control and Safe
24 Streets Act of 1968 (42 U.S.C. 3711 et seq.) is amended

1 by striking the matter relating to part Q and inserting
2 the following:

“PART Q—COMMUNITY POLICING; COP ON THE BEAT GRANTS

“Sec. 1701. Grant authorization.

“Sec. 1702. Application.

“Sec. 1703. Allocation of funds; limitation on grants.

“Sec. 1704. Award of grants.

“Sec. 1705. Reports.

“Sec. 1706. Definitions.

“PART R—TRANSITION; EFFECTIVE DATE; REPEALER

“Sec. 1801. Continuation of rules, authorities, and proceedings.”.

3 **SEC. 112. AUTHORIZATION OF APPROPRIATIONS.**

4 Section 1001(a) of title I of the Omnibus Crime Con-
5 trol and Safe Streets Act of 1968 (42 U.S.C. 3793) is
6 amended by adding at the end the following:

7 “(12) There are authorized to be appropriated
8 \$330,000,000 for each of the fiscal years 1994 through
9 1998 to carry out the projects under part Q.”.

10 **SEC. 113. COMMUNITY POLICING GRANTS.**

11 (a) IN GENERAL.—Title I of the Omnibus Crime
12 Control and Safe Streets Act of 1968 (42 U.S.C. 3711
13 et seq.), as amended by section 112(a), is amended—

14 (1) by redesignating part R as part S;

15 (2) by redesignating section 1801 as section
16 1901; and

17 (3) by inserting after part Q the following new
18 part:

1 **“PART R—COMMUNITY POLICING GRANTS**

2 **“SEC. 1801. GRANT AUTHORIZATION.**

3 “(a) GRANT PROJECTS.—The Director of the Bureau
4 of Justice Assistance may make grants to units of local
5 government and to community groups to establish or ex-
6 pand cooperative efforts between police and a community
7 for the purposes of increasing police presence in the
8 community, including—

9 “(1) developing innovative neighborhood-ori-
10 ented policing programs;

11 “(2) providing new technologies to reduce the
12 amount of time officers spend processing cases in-
13 stead of patrolling the community;

14 “(3) purchasing equipment to improve commu-
15 nications between officers and the community and to
16 improve the collection, analysis, and use of informa-
17 tion about crime-related community problems;

18 “(4) developing policies that reorient police em-
19 phasis from reacting to crime to preventing crime;

20 “(5) creating decentralized police substations
21 throughout the community to encourage interaction
22 and cooperation between the public and law enforce-
23 ment personnel on a local level;

24 “(6) providing training and problem solving for
25 community crime problems;

1 “(7) providing training in cultural differences
2 for law enforcement officials;

3 “(8) developing community-based crime preven-
4 tion programs, such as safety programs for senior
5 citizens, community anticrime groups, and other
6 anticrime awareness programs;

7 “(9) developing crime prevention programs in
8 communities that have experienced a recent increase
9 in gang-related violence; and

10 “(10) developing projects following the model
11 under subsection (b).

12 “(b) MODEL PROJECT.—The Director shall develop
13 a written model that informs community members
14 regarding—

15 “(1) how to identify the existence of a drug or
16 gang house;

17 “(2) what civil remedies, such as public nui-
18 sance violations and civil suits in small claims court,
19 are available; and

20 “(3) what mediation techniques are available
21 between community members and individuals who
22 have established a drug or gang house in the com-
23 munity.

1 **“SEC. 1802. APPLICATION.**

2 “(a) IN GENERAL.—(1) To be eligible to receive a
3 grant under this part, a chief executive of a unit of local
4 government, a duly authorized representative of a com-
5 bination of local governments within a geographic region,
6 or a community group shall submit an application to the
7 Director in such form and containing such information as
8 the Director may reasonably require.

9 “(2) In an application under paragraph (1), a single
10 office, or agency (public, private, or nonprofit) shall be
11 designated as responsible for the coordination, implemen-
12 tation, administration, accounting, and evaluation of serv-
13 ices described in the application.

14 “(b) GENERAL CONTENTS.—Each application under
15 subsection (a) shall include—

16 “(1) a request for funds available under this
17 part for the purposes described in section 1801;

18 “(2) a description of the areas and populations
19 to be served by the grant; and

20 “(3) assurances that Federal funds received
21 under this part shall be used to supplement, not
22 supplant, non-Federal funds that would otherwise be
23 available for activities funded under this part.

24 “(c) COMPREHENSIVE PLAN.—Each application shall
25 include a comprehensive plan that contains—

1 “(1) a description of the crime problems within
2 the areas targeted for assistance;

3 “(2) a description of the projects to be devel-
4 oped;

5 “(3) a description of the resources available in
6 the community to implement the plan together with
7 a description of the gaps in the plan that cannot be
8 filled with existing resources;

9 “(4) an explanation of how the requested grant
10 shall be used to fill those gaps;

11 “(5) a description of the system the applicant
12 shall establish to prevent and reduce crime problems;
13 and

14 “(6) an evaluation component, including per-
15 formance standards and quantifiable goals the appli-
16 cant shall use to determine project progress, and the
17 data the applicant shall collect to measure progress
18 toward meeting project goals.

19 **“SEC. 1803. ALLOCATION OF FUNDS; LIMITATIONS ON**
20 **GRANTS.**

21 “(a) **ALLOCATION.**—The Director shall allocate not
22 less than 75 percent of the funds available under this part
23 to units of local government or combinations of such units
24 and not more than 20 percent of the funds available under
25 this part to community groups.

1 “(b) ADMINISTRATIVE COST LIMITATION.—The Di-
2 rector shall use not more than 5 percent of the funds avail-
3 able under this part for the purposes of administration,
4 technical assistance, and evaluation.

5 “(c) RENEWAL OF GRANTS.—A grant under this part
6 may be renewed, subject to the availability of funds, if the
7 Director determines that the funds made available to the
8 recipient during the previous year were used in a manner
9 required under the approved application and if the recipi-
10 ent can demonstrate significant progress toward achieving
11 the goals of the plan required under section 1802(c).

12 “(d) FEDERAL SHARE.—The Federal share of a
13 grant made under this part may not exceed 75 percent
14 of the total costs of the projects described in the applica-
15 tion submitted under section 1802 for the fiscal year for
16 which the projects receive assistance under this part.

17 **“SEC. 1804. AWARD OF GRANTS.**

18 “(a) SELECTION OF RECIPIENTS.—The Director
19 shall consider the following factors in awarding grants to
20 units of local government or combinations of such units
21 under this part:

22 “(1) NEED AND ABILITY.—Demonstrated need
23 and evidence of the ability to provide the services de-
24 scribed in the plan required under section 1802(c).

1 “(2) COMMUNITY-WIDE RESPONSE.—Evidence
2 of the ability to coordinate community-wide response
3 to crime.

4 “(3) MAINTAIN PROGRAM.—The ability to
5 maintain a program to control and prevent crime
6 after funding under this part is no longer available.

7 “(b) GEOGRAPHIC DISTRIBUTION.—The Director
8 shall attempt to achieve, to the extent practicable, an equi-
9 table geographic distribution of grant awards.

10 **“SEC. 1805. REPORTS.**

11 “(a) REPORT TO DIRECTOR.—Recipients who receive
12 funds under this part shall submit to the Director not
13 later than March 1 of each year a report that describes
14 progress achieved in carrying out the plan required under
15 section 1802(c).

16 “(b) REPORT TO CONGRESS.—The Director shall
17 submit to the Congress a report by October 1 of each year
18 containing—

19 “(1) a detailed statement regarding grant
20 awards and activities of grant recipients; and

21 “(2) an evaluation of projects established under
22 this part.

23 **“SEC. 1806. DEFINITIONS.**

24 “‘In this part—

1 “‘community group’ means a community-based
2 nonprofit organization that has a primary purpose of
3 crime prevention.

4 “‘Director’ means the Director of the Bureau
5 of Justice Assistance.”.

6 (b) TECHNICAL AMENDMENT.—The table of contents
7 of title I of the Omnibus Crime Control and Safe Streets
8 Act of 1968 (42 U.S.C. 3711 et seq.), as amended by sec-
9 tion 112(b), is amended by striking the matter relating
10 to part R and inserting the following:

“PART R—COMMUNITY POLICING GRANTS

“Sec. 1801. Grant authorization.

“Sec. 1802. Application.

“Sec. 1803. Allocation of funds; limitations on grants.

“Sec. 1804. Award of grants.

“Sec. 1805. Reports.

“Sec. 1806. Definitions.

“PART S—TRANSITION; EFFECTIVE DATE; REPEALER

“Sec. 1901. Continuation of rules, authorities, and proceedings.”.

11 (c) AUTHORIZATION OF APPROPRIATIONS.—Section
12 1001(a) of title I of the Omnibus Crime Control and Safe
13 Streets Act of 1968 (42 U.S.C. 3793(a)), as amended by
14 section 112(c), is amended—

15 (1) in paragraph (3) by striking “and Q” and
16 inserting “Q and R”; and

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

1 “(13) There are authorized to be appropriated
2 \$70,000,000 for each of the fiscal years 1994 through
3 1998.”.

4 **SEC. 114. CRIMINAL STREET GANGS OFFENSES.**

5 (a) OFFENSE.—Title 18, United States Code, is
6 amended by inserting after chapter 93 the following:

7 **“CHAPTER 94—PROHIBITED PARTICIPATION IN**
8 **CRIMINAL STREET GANGS AND GANG CRIME**

“Sec.

“1930. Prohibited activity.

“1931. Penalties.

“1932. Investigative authority.

9 **“§ 1930. Prohibited activity**

10 “(a) DEFINITIONS.—As used in this chapter—

11 “(1) the term ‘predicate gang crime’ means—

12 “(A) any act or threat, or attempted act or
13 threat, which is chargeable under Federal or
14 State law and punishable by imprisonment for
15 more than 1 year, involving murder, assault,
16 kidnapping, robbery, extortion, burglary, arson,
17 property damage or destruction, obstruction of
18 justice, tampering with or retaliating against a
19 witness, victim, or informant, or manufacturing,
20 importing, receiving, concealing, purchasing,
21 selling, possessing, or otherwise dealing in a
22 controlled substance or controlled substance
23 analogue (as those terms are defined in section

DRAFT

VIOLENT CRIME CONTROL AND LAW ENFORCEMENT ACT OF 1993
SECTION-BY-SECTION ANALYSIS

TITLE I -- PUBLIC SAFETY AND POLICING

SECTION 101 -- SHORT TITLE

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

SECTION 102 -- FINDINGS AND PURPOSES

This section sets out findings relevant to the proposal in title I, and identifies its purposes. The findings, in subsection (a), note the high incidence of violent crime in the United States, and the failure of the number of law enforcement officers to keep pace with the increase in violent crime. The findings further note that community policing, which puts police "on the beat" in local neighborhoods and communities, can enhance public safety by preventing and controlling crime and violence. The findings note that increasing and maintaining police resources and presence in the community are the long-term responsibility of state and local government, but that state and local law enforcement agencies need immediate assistance to begin increased hiring to assist in implementing community policing.

Subsection (b) of section 102 sets out the general purposes of title I. These include increasing the number of police in community policing; enhancing police training relating to interaction with the community; development of innovative programs permitting members of the community to assist the police in crime prevention efforts; and development of new technologies to help reorient the emphasis of police work from reacting to crime to preventing crime.

SECTION 103 -- COMMUNITY POLICING PROGRAM

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

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

Subsection (b) of section 1701 identifies two specific funding objectives that directly increase police resources --

- 2 -

hiring additional career law enforcement officers for deployment in community-oriented policing, and rehiring officers who have been laid off for budgetary reasons for deployment in community-oriented policing. At least 85% of the grant money available under the title would be utilized for these purposes. In determining the amounts allowed for hiring or rehiring of officers, the Attorney General could take account of local needs and costs and other factors.

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

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

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

Subsection (f) of section 1701 states that the Attorney General may utilize any component or components of the Department of Justice in carrying out title I.

- 3 -

Subsection (g) of section 1701 entitles each qualifying state, together with grantees within the state, to a minimum of at least 0.25% of the grant funding available under title I in each fiscal year.

Subsection (h) of section 1701 specifies the matching funds requirement for the grant program. A non-federal contribution of at least 25% would be required, subject to possible waiver by the Attorney General.

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

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

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

Subsection (j) of section 1701 terminates the authority to make grants for hiring or rehiring additional career law enforcement officers after five years.

Section 1702 -- Applications for grants. This section provides for the submission of applications for grants to the Attorney General. Applications would have to include various specified information, including a detailed implementation plan reflecting consultation with community groups and appropriate public and private agencies, demonstration of need for federal assistance, information concerning coordination with other governmental and community efforts and community support and involvement, and plans for obtaining necessary support and

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continuing the proposed program or activity following the conclusion of federal support.

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

Subsections (a) and (b) provide that applicants generally are to submit their applications in the first instance to the state office that is responsible for applying for and administering formula grant funding under the Byrne Grant program. The state office would review the applications, prioritize them on the basis of their likelihood of achieving the purposes of title I, make any recommendations for giving special priority to particular applications, and forward the applications to the Attorney General. Section 104 of the bill allocates 60% of the grant funding for grants pursuant to applications under this subsection (together with grants pursuant to applications under subsection (d), discussed below).

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

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

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

Section 1705 -- Limitations on use of funds. This section states that grants to state and local governments are to be used to supplement, and not to supplant, state and local funds. It also states that no more than 5% of available funds may be used for administrative costs. State and local governments could apply assets received through equitable sharing under the asset forfeiture program to cover the non-federal portion of programs funded under the title.

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

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

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

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

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

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

SECTION 104 -- AUTHORIZATION OF APPROPRIATIONS

This section of the bill contains authorization language and provisions concerning the allocation of funding under the proposed Public Safety Partnership and Community Policing Act of 1993 (title I of the bill). The authorizations are \$475 million for FY1994, \$675 million for FY1995, and \$750 million for each of FY1996, FY1997, and FY1998.

Of the funds authorized and appropriated, up to 5% could be used for technical assistance pursuant to section 1701(e) in the proposal or for evaluations or studies carried out by the Attorney General in furtherance of the purposes of the proposal, and up to 5% could be used for administrative costs. Of the remaining funds, 60% would be used for grants pursuant to applications channeled through the central state office under

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section 1703(a) (together with grants pursuant to applications under 1703(d)), and 40% would be used for grants pursuant to applications submitted directly to the Attorney General by municipalities under section 1703(c). At least 85% of the funding to grantees in each category would be used for the purposes specified in section 1701(b), which directly increase police resources.

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1 Discussion Draft

2 June 17, 1992

3 **TITLE V—FEDERAL “WEED”**
4 **PROGRAMS**

5 **Subtitle A—Community Policing;**
6 **Cop on the Beat**

7 SEC. 501. SHORT TITLE; DEFINITION; AUTHORIZATION.

8 (a) SHORT TITLE.—This subtitle may be cited as

9 “The Community Policing; Cop on the Beat Act of 1992”. — POSA

10 (b) DEFINITION.—Section 901(a) of the Omnibus
11 Crime Control and Safe Streets Act of 1968 (42 U.S.C.
12 3791(a)) is amended by adding after paragraph (23) the
13 following:

14 “(24) The term ‘tax enterprise zone’ has the 2
15 same meaning given such term in section 1391 of
16 the Internal Revenue Code of 1986.”.

17 (c) AUTHORIZATION OF APPROPRIATION.—Section
18 1001(a) of title I of the Omnibus Crime Control and Safe
19 Streets Act of 1968 (42 U.S.C. 3793) is amended—

20 (1) by redesignating the last 3 paragraphs as
21 paragraphs (7), (8), and (9); and

22 (2) by adding after paragraph (9) the following:

23 “(10) There are authorized to be appropriated
24 ^{250,000,000} ~~\$170,000,000~~ for each of the fiscal years 1994, 1995, and 2
25 1995 to carry out the projects under part P.”.

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1 **SEC. 502. COMMUNITY POLICING; COP ON THE BEAT.**

2 (a) IN GENERAL.—Title I of the Omnibus Crime
3 Control and Safe Streets Act of 1968 (42 U.S.C. 3711
4 et seq.) is amended—

5 (1) by redesignating part P as part Q;

6 (2) by redesignating section 1601 as section
7 1701; and

8 (3) by inserting after part O the following:

9 **"PART P—COMMUNITY POLICING; COP ON THE**
10 **BEAT GRANTS**

11 **"SEC. 1601. GRANT AUTHORIZATION.**

12 "(a) GRANT PROJECTS.—The Director of the Bureau
13 of Justice Assistance may make grants to a chief executive
14 of a unit of local government, an authorized representative
15 of units of local government, or a community group in a
16 tax enterprise zone to establish or expand cooperative ef-
17 forts between police and a community for the purposes
18 of increasing police presence in the community,
19 including—

20 (1) ^{(1) HIRING NEW POLICE OFFICERS} developing innovative neighborhood-ori-
21 ented policing programs;

22 "(2) providing new technologies to reduce the
23 amount of time officers spend processing cases in-
24 stead of patrolling the community;

25 "(3) purchasing equipment to improve commu-
26 nications between officers and the community and to

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1 improve the collection, analysis, and use of informa-
2 tion about crime-related community problems;

3 "(4) developing policies that reorient police em-
4 phasis from reacting to crime to preventing crime;

5 "(5) creating decentralized police substations
6 throughout the community to encourage interaction
7 and cooperation between the public and law enforce-
8 ment personnel on a local level;

9 "(6) providing training and problem solving for
10 community crime problems;

11 "(7) providing training in cultural differences
12 for law enforcement officials;

13 "(8) developing community-based crime preven-
14 tion programs, such as safety programs for senior
15 citizens, community anticrime groups, and other
16 anticrime awareness programs;

17 "(9) developing crime prevention programs in
18 communities which have experienced a recent in-
19 crease in gang-related violence;

20 "(10) developing community-based techniques
21 for resolving citizen complaints about police and im-
22 proving police-community relations; and

23 "(11) developing projects following the model
24 under subsection (b).

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1 “(b) MODEL PROJECT.—The Director shall develop
2 a written model that informs community members
3 regarding—

4 “(1) how to identify the existence of a drug or
5 gang house;

6 “(2) what civil remedies, such as public nui-
7 sance violations and civil suits in small claims court,
8 are available; and

9 “(3) what mediation techniques are available
10 between community members and individuals who
11 have established a drug or gang house in such com-
12 munity.

13 “SEC. 1602. APPLICATION.

14 “(a) IN GENERAL.—(1) To be eligible to receive a
15 grant under this part, a chief executive of a unit of local
16 government, an authorized representative of units of local
17 governments, ~~or an authorized representative of a commu-~~
18 ~~nity group,~~ in a tax enterprise zone shall submit an appli-
19 cation to the Director in such form and containing such
20 information as the Director may reasonably require.

21 “(2) In such application, one office, or agency (public,
22 ~~private, or nonprofit~~) shall be designated as responsible
23 for the coordination, implementation, administration, ac-
24 counting, and evaluation of services described in the appli-
25 cation.

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1 “(b) GENERAL CONTENTS.—Each application under
2 subsection (a) shall include—

3 “(1) a request for funds available under this
4 part for the purposes described in section 1601;

5 “(2) a description of the areas and populations
6 to be served by the grant; and

7 “(3) assurances that Federal funds received
8 under this part shall be used to supplement, not
9 supplant, non-Federal funds that would otherwise be
10 available for activities funded under this part.

11 “(c) COMPREHENSIVE PLAN.—Each application shall
12 include a comprehensive plan which contains—

13 “(1) a description of the crime problems within
14 the areas targeted for assistance;

15 “(2) a description of the projects to be devel-
16 oped;

17 “(3) a description of the resources available in
18 the community to implement the plan together with
19 a description of the gaps in the plan that cannot be
20 filled with existing resources;

21 “(4) an explanation of how the requested grant
22 shall be used to fill those gaps;

23 “(5) a description of the system the applicant
24 shall establish to prevent and reduce crime problems;
25 and

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1 “(6) an evaluation component, including per-
2 formance standards and quantifiable goals the appli-
3 cant shall use to determine project progress, and the
4 data the applicant shall collect to measure progress
5 toward meeting project goals.

6 **“SEC. 1603. ALLOCATION OF FUNDS; LIMITATIONS ON**
7 **GRANTS.**

8 “(a) *PRIORITY* **ALLOCATION.**—The Director shall allocate not
9 less than 95 percent of the funds available under this part
10 to units of local government in tax enterprise zones.

11 “(b) **ADMINISTRATIVE COST LIMITATION.**—The Di-
12 rector shall use not more than 5 percent of the funds avail-
13 able under this part for the purposes of administration,
14 technical assistance, and evaluation.

15 “(c) **RENEWAL OF GRANTS.**—A grant under this part
16 may be renewed for up to 2 additional years after the first
17 fiscal year during which the recipient receives its initial
18 grant, subject to the availability of funds, if the Director
19 determines that the funds made available to the recipient
20 during the previous year were used in a manner required
21 under the approved application and if the recipient can
22 demonstrate significant progress toward achieving the
23 goals of the plan required under section 1602(c).

24 “(d) **FEDERAL SHARE.**—The Federal share of a
25 grant made under this part may not exceed 75 percent

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1 of the total costs of the projects described in the applica-
2 tion submitted under section 1602 for the fiscal year for
3 which the projects receive assistance under this part.

4 **"SEC. 1604. AWARD OF GRANTS.**

5 "(a) **SELECTION OF RECIPIENTS.**—The Director
6 shall consider the following factors in awarding grants to
7 units of local government or combinations of such units
8 under this part:

9 "(1) **NEED AND ABILITY.**—Demonstrated need
10 and evidence of the ability to provide the services de-
11 scribed in the plan required under section 1602(c).

12 "(2) **COMMUNITY-WIDE RESPONSE.**—Evidence
13 of the ability to coordinate community-wide response
14 to crime.

15 "(3) **MAINTAIN PROGRAM.**—The ability to
16 maintain a program to control and prevent crime
17 after funding under this part is no longer available.

18 "(b) **GEOGRAPHIC DISTRIBUTION.**—The Director
19 shall attempt, to the extent practicable, to achieve an equi-
20 table geographic distribution of grant awards.

21 **"SEC. 1605. REPORTS.**

22 "(a) **REPORT TO DIRECTOR.**—Recipients who receive
23 funds under this part shall submit to the Director, not
24 later than March 1 of each year, a report that describes

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1 progress achieved in carrying out the plan required under
2 section 1602(c).

3 “(b) REPORT TO CONGRESS.—The Director shall
4 submit to the Congress a report by October 1 of each year
5 that shall contain a detailed statement regarding grant
6 awards, activities of grant recipients, and an evaluation
7 of projects established under this part.

8 (b) CONFORMING AMENDMENT.—The table of con-
9 tents of title I of the Omnibus Crime Control and Safe
10 Streets Act of 1968 (42 U.S.C. 3711 et seq.) is amended
11 by striking the matter relating to part P and inserting
12 the following:

13 “SEC. 1606. DEFINITION.

14 “For the purposes of this part, the term ‘community
15 group’ means a community-based nonprofit organization
16 that has a primary purpose of crime prevention.

 “PART P—COMMUNITY POLICING; COP ON THE BEAT GRANTS

 “Sec. 1601. Grant authorization.

 “Sec. 1602. Application.

 “Sec. 1608. Allocation of funds; limitation on grants.

 “Sec. 1604. Award of grants.

 “Sec. 1605. Reports.

 “Sec. 1606. Definition.

 “PART Q—TRANSITION; EFFECTIVE DATE; REPEALER

 “Sec. 1701. Continuation of rules, authorities, and proceedings.”.

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1 **Subtitle B—Certainty of**
2 **Punishment for Young Offenders**

3 **SEC. 511. SHORT TITLE; DEFINITION; AUTHORIZATION.**

4 (a) **SHORT TITLE.**—This subtitle may be cited as the
5 “Certainty of Punishment for Young Offenders Act of
6 1992”.

7 (b) **DEFINITION.**—Section 901(a) of the Omnibus
8 Crime Control and Safe Streets Act of 1968 (42 U.S.C.
9 3791(a)) is amended by adding after paragraph (24), as
10 amended by section 502(b) of this Act, the following:

11 “(25) The term ‘young offender’ means an indi-
12 vidual 28 years of age or younger who has been con-
13 victed of a criminal offense or adjudicated delin-
14 quent by reason of conduct which, if committed by
15 an adult, would be considered a criminal offense.”.

16 (c) **AUTHORIZATION OF APPROPRIATIONS.**—

17 Section 1001(a) of title I of the Omnibus Crime Con-
18 trol and Safe Streets Act of 1968 (42 U.S.C. 3793), as
19 amended by section 502(d) of this Act, is amended by add-
20 ing after paragraph (10) the following:

21 “(11) There are authorized to be appropriated
22 \$135,000,000 for each of the fiscal years 1993, 1994, and
23 1995 to carry out the projects under part Q.”.

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1 **SEC. 512. CERTAINTY OF PUNISHMENT FOR YOUNG OF-**
2 **FENDERS.**

3 (a) IN GENERAL.—Title I of the Omnibus Crime
4 Control and Safe Streets Act of 1968 (42 U.S.C. 3711
5 et seq.), as amended by section 502 of this Act, is
6 amended—

7 (1) by redesignating part Q as part R;

8 (2) by redesignating section 1701 as section
9 1801; and

10 (3) by inserting after part P the following:

11 **“PART Q—ALTERNATIVE PUNISHMENTS FOR**
12 **YOUNG OFFENDERS**

13 **“SEC. 1701. GRANT AUTHORIZATION.**

14 “(a) IN GENERAL.—The Director of the Bureau of
15 Justice Assistance may make grants under this part to
16 a unit of local government in a tax enterprise zone or an
17 authorized representative of units of local government lo-
18 cated in a tax enterprise zone for the purpose of develop-
19 ing alternative methods of punishment for young offenders
20 to traditional forms of incarceration and probation.

21 “(b) **ALTERNATIVE METHODS.**—The alternative
22 methods of punishment referred to in subsection (a)
23 should ensure certainty of punishment for young offenders
24 and promote reduced recidivism, crime prevention, and as-
25 sistance to victims, particularly for non-violent young of-
26 fenders who can be punished more effectively in an envi-

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1 onment other than a traditional correctional facility,
2 including—

3 “(1) alternative sanctions that create account-
4 ability and certainty of punishment for young of-
5 fenders;

6 “(2) boot camp prison programs;

7 “(3) technical training and support for the im-
8 plementation and maintenance of State and local
9 restitution programs for young offenders;

10 “(4) innovative projects;

11 “(5) correctional options, such as community-
12 based incarceration, weekend incarceration, and elec-
13 tric monitoring of offenders;

14 “(6) community service programs that provide
15 work service placement for young offenders at non-
16 profit, private organizations and community organi-
17 zations;

18 “(7) demonstration restitution projects that are
19 evaluated for effectiveness; and

20 “(8) innovative methods that address the prob-
21 lems of young offenders convicted of serious sub-
22 stance abuse, including alcohol abuse, and gang-re-
23 lated offenses, including technical assistance and
24 training to counsel and treat such offenders.

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1 "SEC. 1702. APPLICATIONS.

2 "(a) IN GENERAL.—To request a grant under this
3 part, the chief executive of a unit of local government in
4 a tax enterprise zone or a representative of units of local
5 government in a tax enterprise zone, shall—

6 "(1) submit an application to the Director in
7 such form and containing such information as the
8 Director may reasonably require; and

9 "(2) if the application under paragraph (1) in-
10 cludes provisions to use programs within a juvenile
11 justice system, local government officials shall con-
12 sult with the appropriate State or local juvenile jus-
13 tice advisory boards and officials.

14 "(b) ASSURANCE.—Such application shall include an
15 assurance that Federal funds received under this part
16 shall be used to supplement, not supplant, non-Federal
17 funds that would otherwise be available for activities fund-
18 ed under this part.

19 "(c) COMPREHENSIVE PLAN.—Each application shall
20 include a comprehensive plan which contains—

21 "(1) a description of the need for certainty of
22 punishment alternative sanction programs for young
23 offenders;

24 "(2) a description of the alternative sanction
25 programs to be developed for young offenders;

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1 “(3) a description of the population to be
2 served in each sanction program;

3 “(4) an assurance that community safety shall
4 be maintained by the incarceration of violent and re-
5 cidivist young offenders;

6 “(5) a description of how funds will be used by
7 the juvenile justice system within the tax enterprise
8 zone;

9 “(6) a description of the resources available in
10 the community to implement the plan together with
11 a description of the gaps in the plan that cannot be
12 filled with existing resources;

13 “(7) an explanation of how the requested grant
14 shall be used to fill those gaps; and

15 “(8) an evaluation component, including per-
16 formance standards and quantifiable goals the appli-
17 cant shall use to determine alternative sanction pro-
18 gram effectiveness, and the data the applicant shall
19 collect to measure progress toward meeting such
20 goals.

21 **“SEC. 1703. ALLOCATION OF FUNDS; LIMITATIONS ON**
22 **GRANTS.**

23 “(a) **ALLOCATION.**—The Director shall allocate not
24 less than 95 percent of the funds available under this part
25 to units of local government in tax enterprise zones.

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1 “(b) ADMINISTRATIVE COST LIMITATION.—The Di-
2 rector shall use not more than 5 percent of the funds avail-
3 able under this part for the purposes of administration,
4 technical assistance, and evaluation.

5 “(c) RENEWAL OF GRANTS.—A grant under this part
6 may be renewed for up to 2 additional years after the first
7 fiscal year during which the recipient receives its initial
8 grant, subject to the availability of funds, if the Director
9 determines that the funds made available to the recipient
10 during the previous year were used in a manner required
11 under the approved application.

12 “(d) FEDERAL SHARE.—The Federal share of a
13 grant made under this part may not exceed 75 percent
14 of the total costs of the projects described in the applica-
15 tion submitted under section 1702 for the fiscal year for
16 which the projects receive assistance under this part.

17 “SEC. 1705. EVALUATION.

18 “(a) IN GENERAL.—(1) Each unit of local govern-
19 ment that receives a grant under this part shall submit
20 to the Director an evaluation not later than March 1 of
21 each year in accordance with guidelines issued by the Di-
22 rector and in consultation with the National Institute of
23 Justice.

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1 “(2) The Director may waive the requirement speci-
2 fied in subsection (a) if the Director determines that such
3 evaluation is not warranted.

4 “(b) DISTRIBUTION.—The Director shall make avail-
5 able to the public on a timely basis evaluations received
6 under subsection (a).

7 (b) CONFORMING AMENDMENT.—The table of con-
8 tents of title I of the Omnibus Crime Control and Safe
9 Streets Act of 1968 (42 U.S.C. 3711 et seq.), as amended
10 by section 502 of this Act, is amended by striking the mat-
11 ter relating to part Q and inserting the following:

“PART Q—ALTERNATIVE PUNISHMENTS FOR YOUNG OFFENDERS

“Sec. 1701. Grant authorization.

“Sec. 1702. Applications.

“Sec. 1704. Allocation and distribution of funds.

“Sec. 1705. Evaluation.

“PART S—TRANSITION; EFFECTIVE DATE; REPEALER

“Sec. 1801. Continuation of rules, authorities, and proceedings.”.

12 **Subtitle C—Safe Schools**

13 **SEC. 521. SHORT TITLE.**

14 This subtitle may be cited as the “Safe Schools Act
15 of 1992”.

16 **SEC. 522. SAFE SCHOOLS.**

17 (a) IN GENERAL.—Title I of the Omnibus Crime
18 Control and Safe Streets Act of 1968 (42 U.S.C. 3711
19 et seq.), as amended by section 512 of this Act, is
20 amended—

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1 (1) by redesignating part R as part S;

2 (2) by redesignating section 1801 as section
3 1901; and

4 (3) by inserting after part Q the following:

5 **"PART R—SAFE SCHOOLS ASSISTANCE**

6 **"SEC. 1801. GRANT AUTHORIZATION.**

7 "(a) IN GENERAL.—The Director of the Bureau of
8 Justice Assistance, in consultation with the Secretary of
9 Education, may make grants to local educational agencies
10 in tax enterprise zones for the purpose of providing assist-
11 ance to such agencies most directly affected by crime and
12 violence.

13 "(b) MODEL PROJECT.—The Director, in con-
14 sultation with the Secretary of Education, shall develop
15 a written safe schools model in English and in Spanish
16 in a timely fashion and make such model available to any
17 local educational agency that requests such information.

18 **"SEC. 1802. USE OF FUNDS.**

19 "Grants made by the Director under this part shall
20 be used—

21 "(1) to fund anticrime and safety measures and
22 to develop education and training programs for the
23 prevention of crime, violence, and illegal drugs and
24 alcohol;

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1 “(2) for counseling programs for victims of
2 crime within schools;

3 “(3) for crime prevention equipment, including
4 metal detectors and video-surveillance devices;

5 “(4) for the prevention and reduction of the
6 participation of young individuals in organized crime
7 and drug and gang-related activities in schools; and

8 “(5) for the development and implementation of
9 mediation and other conflict resolution programs
10 and non-violence curricula.

11 **“SEC. 1803. APPLICATIONS.**

12 “(a) IN GENERAL.—In order to be eligible to receive
13 a grant under this part for any fiscal year, a local edu-
14 cational agency in a tax enterprise zone shall submit an
15 application to the Director in such form and containing
16 such information as the Director may reasonably require.

17 “(b) REQUIREMENTS.—Each application under sub-
18 section (a) shall include—

19 “(1) a request for funds for the purposes de-
20 scribed in section 2002;

21 “(2) a description of the schools and commu-
22 nities to be served by the grant, including the nature
23 of the crime and violence problems within such
24 schools;

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1 “(3) assurances that Federal funds received under
2 this part shall be used to supplement, not supplant, non-
3 Federal funds that would otherwise be available for activi-
4 ties funded under this part; and

5 “(4) statistical information in such form and
6 containing such information that the Director may
7 require regarding crime within schools served by
8 such local educational agency.

9 “(c) COMPREHENSIVE PLAN.—Each application shall
10 include a comprehensive plan that shall contain—

11 “(1) a description of the crime problems within
12 the schools targeted for assistance;

13 “(2) a description of the projects to be devel-
14 oped;

15 “(3) a description of the resources available in
16 the community to implement the plan together with
17 a description of the gaps in the plan that cannot be
18 filed with existing resources;

19 “(4) an explanation of how the requested grant
20 will be used to fill gaps;

21 “(5) a description of the system the applicant
22 will establish to prevent and reduce crime problems;
23 and

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1 “(6) an analysis of the need for educational ma-
2 terials in Spanish and other foreign languages and
3 a description of such necessary materials.

4 **“SEC. 1804. ALLOCATION OF FUNDS; LIMITATIONS ON**
5 **GRANTS.**

6 “(a) ALLOCATION.—The Director shall allocate not
7 less than 95 percent of the funds available under this part
8 to local educational agencies in tax enterprise zones.

9 “(b) ADMINISTRATIVE COST LIMITATION.—The Di-
10 rector shall use not more than 5 percent of the funds avail-
11 able under this part for the purposes of administration
12 and technical assistance.

13 “(c) RENEWAL OF GRANTS.—A grant under this part
14 may be renewed for up to 2 additional years after the first
15 fiscal year during which the recipient receives its initial
16 grant under this part, subject to the availability of funds,
17 if—

18 “(1) the Director determines that the funds
19 made available to the recipient during the previous
20 year were used in a manner required under the ap-
21 proved application; and

22 “(2) the Director determines that an additional
23 grant is necessary to implement the crime prevention
24 program described in the comprehensive plan as re-
25 quired by section 1803(c).

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1 "SEC. 1805. AWARD OF GRANTS.

2 "The Director, in consultation with the Secretary of
3 Education, shall consider the following factors in awarding
4 grants to local educational agencies:

5 "(1) CRIME PROBLEM.—The nature and scope
6 of the crime problem in the targeted schools.

7 "(2) NEED AND ABILITY.—Demonstrated need
8 and evidence of the ability to provide the services de-
9 scribed in the plan required under section 2003(c).

10 "(3) POPULATION.—The number of students to
11 be served by the plan required under section
12 1803(c).

13 "SEC. 1806. REPORTS.

14 "(a) REPORT TO DIRECTOR.—Local educational
15 agencies that receive funds under this part shall submit
16 to the Director a report not later than March 1 of each
17 year that describes progress achieved in carrying out the
18 plan required under section 1803(c).

19 "(b) REPORT TO CONGRESS.—The Director shall
20 submit to the Congress a report by October 1 of each year
21 in which grants are made available under this part which
22 shall contain a detailed statement regarding grant awards,
23 activities of grant recipients, a compilation of statistical
24 information submitted by applicants under 1803(b)(4),
25 and an evaluation of programs established under this part.

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21

1 "SEC. 1807. DEFINITION.

2 "For the purpose of this part, the term 'local edu-
3 cational agency' means a public board of education or
4 other public authority legally constituted within a State
5 for either administrative control or direction of, or to per-
6 form a service function for, public elementary and second-
7 ary schools in a city, county, township, school district, or
8 other political subdivision of a State, or such combination
9 of school districts of counties as are recognized in a State
10 as an administrative agency for its public elementary and
11 secondary schools. Such term includes any other public in-
12 stitution or agency having administrative control and di-
13 rection of a public elementary or secondary school."

14 (b) CONFORMING AMENDMENT.—The table of con-
15 tents of title I of the Omnibus Crime Control and Safe
16 Streets Act of 1968 (42 U.S.C. 3711 et seq.), as amended
17 by section 512 of this Act, is amended by striking the mat-
18 ter relating to part R and inserting the following:

"PART R—SAFE SCHOOLS ASSISTANCE

- "Sec. 1801. Grant authorization.
- "Sec. 1802. Use of funds.
- "Sec. 1803. Applications.
- "Sec. 1804. Allocation of funds; limitations on grants.
- "Sec. 1805. Award of grants.
- "Sec. 1806. Reports.
- "Sec. 1807. Definition.

"PART S—TRANSITION; EFFECTIVE DATE; REPEALER

- "Sec. 1901. Continuation of rules, authorities, and proceedings."

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22

1 (c) AUTHORIZATION OF APPROPRIATION.—Section
2 1001(a) of the Omnibus Crime Control and Safe Streets
3 Act of 1968 (42 U.S.C. 3793), as amended by section
4 512(c) of this Act, is amended by adding after paragraph
5 (11) the following:

6 “(12) There are authorized to be appropriated
7 \$75,000,000 for each of the fiscal years 1993, 1994, and
8 1995 to carry out the projects under part R.”.

9 **Subtitle D—Authorization of**
10 **“Operation Weed and Seed”.**

11 (a) AUTHORIZATION.—There are authorized to be ap-
12 propriated \$20,000,000 to the Department of Justice for
13 fiscal year 1993 to carry out the demonstration program
14 known as “Operation Weed and Seed”.

15 (b) FEDERAL USE OF FUNDS.—Such funds are to
16 be utilized by offices of the United States Attorney in tax
17 enterprise zones to supplement Federal, State and local,
18 and joint law enforcement activities within such zones.

19 (c) STATE AND LOCAL GRANTS.—Authorized rep-
20 resentatives of the offices of the United States Attorney
21 in tax enterprise zones may make grants to State and local
22 law enforcement agencies in such zones to implement or
23 supplement law enforcement programs for “Operation
24 Weed and Seed”.

STATUS OF 100,000 COPS PROPOSAL

Crime Bill	-- 23,000 to 43,000
Jobs Package	-- 2,500 to 4,000
Empowerment Zones	-- 6,000 to 10,000
HUD's COMPAC	-- 5,000 to 7,500
Safe Schools	-- 100 to 5,000
National Service	-- 20,000 to 25,000
Troops to Cops	-- 5,000

TOTAL -- 61,600 TO 94,500

I. CRIME BILL

Available BA: \$2.17⁶/₉ billion over 5 years
Estimate of cops funded: 23,000 to 43,000
Additional BA required to meet 50,000 threshold: \$1.076

NB: Only \$25 million of these monies are included in the House appropriations bill. Also, the wide range of cops funded under this initiative depend on three factors: the average costs assumed; the % of money used for expenditures other than for hires and re-hires; and the federal match required.

II. JOBS PACKAGE

Available BA: \$200 million over 2 years
Estimate of cops funded: 2,500 to 4,000

NB: Last night, the House-Senate conference reduced this number to \$150 million.

III. EMPOWERMENT ZONES

Available BA: \$500 million over 2 years
Estimate of cops funded: 6,000 to 10,000

NB: Thus far the Hill has not supported this expenditure.

IV. HUD'S COMPAC

Available BA: \$750 million over 5 years
Estimate of cops and security guards funded: 5,000 to 7,500

NB: This legislation has yet to be introduced.

V. DEPT. OF ED'S SAFE SCHOOLS

Available BA: approx. \$156 million over 5 years
Estimate of cops and security guards funded: 100 to 5,000

NB: This legislation has been transmitted to the Hill.

VI. NATIONAL SERVICE

Available BA: None
Estimate of public safety personnel funded: 20,000 to 25,000

NB: This legislation is currently being considered by the Congress. Non-sworn public safety personnel make up one of the four major components of National Service.

VII. TROOPS TO COPS

Available BA: \$10 to \$25 million
Estimate of military personnel trained to be cops: 5,000

NB: The availability of these monies is contingent on Secretary Reich's approval.

RANGE OF "COPS" PRODUCED -- 61,600 TO 94,500

Cris

Ron Weid

Hand-tie

248 43

12837 $\Rightarrow$ 6 [#] kid
5% beyond

Debbie
Goldberg

7.5 billion
Capitol University
Research

76

-2.8

100,000 Cost

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Using Authorization Levels)	\$200,000,000	\$675,000,000	\$750,000,000	\$750,000,000	\$750,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994						
Available BA	200,000,000	200,000,000	200,000,000	0	0	
# of Cops funded	11,429					11,429
New Officers in 1995						
Available BA		475,000,000	475,000,000	475,000,000	0	
# of Cops funded		27,143				27,143
New Officers in 1996						
Available BA			75,000,000	75,000,000	75,000,000	
# of Cops funded			4,286			4,286
New Officers in 1997						
Available BA				200,000,000	200,000,000	
# of Cops funded				11,429		11,429
New Officers in 1998						
Available BA					475,000,000	
# of Cops funded					27,143	27,143

Scenario: Option #3 - w/ Auth. Levels

Assumptions:

Ave. Full Cost of an Officer	\$35,000	Urban: =	\$36,739				81,429
		Rural: =	\$33,657				
	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>		
% of Full Cost Funded Federally	0.5	0.5	0.5	0	0	Sum of Fed.	
						Cost Per Cop	
Ave. Annual Fed. Subsidy/Officer	\$17,500	\$17,500	\$17,500	\$0	\$0	=	\$52,500

Total Budget Authority Available for Cops Initiative

President's Budget

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

Stimulus Package	\$0	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$0	\$0	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000
SUBTOTAL (COPS)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000
Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
TOTAL	\$75,000,000	\$344,000,000	\$556,000,000	\$637,000,000	\$687,000,000

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Total

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Assumes Alternative A)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994						
Available BA	50,000,000	50,000,000	50,000,000	0	0	
# of Cops funded	2,857					2,857
New Officers in 1995						
Available BA		269,000,000	269,000,000	269,000,000	0	
# of Cops funded		15,371				15,371
New Officers in 1996						
Available BA			212,000,000	212,000,000	212,000,000	
# of Cops funded			12,114			12,114
New Officers in 1997						
Available BA				131,000,000	131,000,000	
# of Cops funded				7,486		7,486
New Officers in 1998						
Available BA					319,000,000	
# of Cops funded					18,229	18,229

Scenario: Option #3

Assumptions:

Ave. Full Cost of an Officer	\$35,000	Urban: =	\$36,739
		Rural: =	\$33,657

\$6,057

	Year 1	Year 2	Year 3	Year 4	Year 5	
% of Full Cost Funded Federally	0.5	0.5	0.5	0	0	Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$17,500	\$17,500	\$17,500	\$0	\$0	\$52,500

Total Budget Authority Available for Cops Initiative

President's Budget

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

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

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

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

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

SUBTOTAL (COPS) \$50,000,000 \$319,000,000 \$531,000,000 \$612,000,000 \$662,000,000

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

TOTAL \$75,000,000 \$344,000,000 \$556,000,000 \$637,000,000 \$687,000,000

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Total

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Using Authorization Levels)	\$200,000,000	\$675,000,000	\$750,000,000	\$750,000,000	\$750,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994 Available BA # of Cops funded	200,000,000 5,333	120,000,000	80,000,000	0	0	5,333
New Officers in 1995 Available BA # of Cops funded		555,000,000 14,800	333,000,000	222,000,000	0	14,800
New Officers in 1996 Available BA # of Cops funded			337,000,000 8,987	202,200,000	134,800,000	8,987
New Officers in 1997 Available BA # of Cops funded				325,800,000 8,688	195,480,000	8,688
New Officers in 1998 Available BA # of Cops funded					419,720,000 11,193	11,193

Scenario: Option #2 - w/ Auth. Levels

Assumptions:						
Total Spent Per Officer (by Fed)	\$75,000	Urban: =	\$36,739			49,001
		Rural: =	\$33,657			
	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>	
% of Full Cost Funded Federally	0.5	0.3	0.2	0	0	Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$37,500	\$22,500	\$15,000	\$0	\$0	\$75,000

Total Budget Authority Available for Cops Initiative

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

Stimulus Package	\$0	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$0	\$0	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000
SUBTOTAL (COPS)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000
Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
TOTAL	\$75,000,000	\$344,000,000	\$556,000,000	\$637,000,000	\$687,000,000

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Total

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Scenario: Option #2

Total Spent per Officer	\$75,000		Urban: = \$36,739 Rural: = \$33,657			\$5,229
% of Full Cost Funded Federally	<u>Year 1</u> 0.5	<u>Year 2</u> 0.3	<u>Year 3</u> 0.2	<u>Year 4</u> 0	<u>Year 5</u> 0	Sum of Fed. <u>Cost Per Cop</u>
Ave. Annual Fed. Subsidy/Offeror	\$37,500	\$22,500	\$15,000	\$0	\$0	= \$75,000

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

\$500,000,000	\$519,000,000	\$406,000,000	\$487,000,000	\$537,000,000
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\$0	\$75,000,000	\$150,000,000	\$150,000,000	\$150,000,000
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\$500,000,000	\$594,000,000	\$556,000,000	\$637,000,000	\$687,000,000
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Stimulus Package	\$0	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$0	\$0	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000

\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000
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Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
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\$75,000,000	\$344,000,000	\$556,000,000	\$637,000,000	\$687,000,000
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Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Using Authorization Levels)	\$200,000,000	\$675,000,000	\$750,000,000	\$750,000,000	\$750,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994 Available BA # of Cops funded	200,000,000 7,619	200,000,000	200,000,000	0	0	7,619
New Officers in 1995 Available BA # of Cops funded		475,000,000 18,095	475,000,000	475,000,000	0	18,095
New Officers in 1996 Available BA # of Cops funded			75,000,000 2,857	75,000,000	75,000,000	2,857
New Officers in 1997 Available BA # of Cops funded				200,000,000 7,619	200,000,000	7,619
New Officers in 1998 Available BA # of Cops funded					475,000,000 18,095	18,095

Scenario: Option #1 - w/ Auth. Levels

Assumptions:						
Ave. Full Cost of an Officer	\$35,000	Urban: =	\$36,739			\$4,286
		Rural: =	\$33,657			
	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>	
% of Full Cost Funded Federally	0.75	0.75	0.75	0	0	Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$26,250	\$26,250	\$26,250	\$0	\$0	= \$78,750

Total Budget Authority Available for Cops Initiative

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

Stimulus Package	\$0	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$0	\$0	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000
SUBTOTAL (COPS)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000
Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
TOTAL	\$75,000,000	\$344,000,000	\$556,000,000	\$637,000,000	\$687,000,000

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Total

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Assumes Alternative A)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994 Available BA # of Cops funded	50,000,000 1,905	50,000,000	50,000,000	0	0	1,905
New Officers in 1995 Available BA # of Cops funded		269,000,000 10,248	269,000,000	269,000,000	0	10,248
New Officers in 1996 Available BA # of Cops funded			212,000,000 8,076	212,000,000	212,000,000	8,076
New Officers in 1997 Available BA # of Cops funded				131,000,000 4,990	131,000,000	4,990
New Officers in 1998 Available BA # of Cops funded					319,000,000 12,152	12,152
Assumptions:		Scenario: Opt. #1				
Ave. Full Cost of an Officer	\$35,000	Urban: = Rural: =	\$36,739 \$33,657			37,371
% of Full Cost Funded Federally	Year 1 0.75	Year 2 0.75	Year 3 0.75	Year 4 0	Year 5 0	Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$26,250	\$26,250	\$26,250	\$0	\$0	= \$78,750

Total Budget Authority Available for Cops Initiative

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

Stimulus Package	\$0	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$0	\$0	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000
SUBTOTAL (COPS)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000
Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
TOTAL	\$75,000,000	\$344,000,000	\$556,000,000	\$637,000,000	\$687,000,000

2174000000
Total

**EXECUTIVE OFFICE OF THE PRESIDENT
OFFICE OF MANAGEMENT AND BUDGET**

**Commerce and Justice Branch
(202) 395-3914
(202) 395-1150 Fax**

Facsimile Cover Sheet

of Pages: 36 (Including Cover Sheet)

TRANSMITTED TO:
NAME:

RANA S. / JOSE

FAX NUMBER:

456-7739

TELEPHONE NUMBER:

FROM:

Cora Beebe
Christopher Brown 370
Anita Ford
Ronald Jones
Louisa Koch
Brad Kyser

Lin Liu
Jeffrey Payne
Adrian Silas
Rebecca Strock
Vernetta Tanner

SUBJECT/COMMENTS:

~~Went to~~
~~Example~~

~~Example~~

CNB

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Using Authorization Levels)	\$200,000,000	\$675,000,000	\$750,000,000	\$750,000,000	\$750,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994						
Available BA	200,000,000	200,000,000	200,000,000	0	0	
# of Cops funded	9,524					9,524
New Officers in 1995						
Available BA		475,000,000	475,000,000	475,000,000	0	
# of Cops funded		22,619				22,619
New Officers in 1996						
Available BA			75,000,000	75,000,000	75,000,000	
# of Cops funded			3,571			3,571
New Officers in 1997						
Available BA				200,000,000	200,000,000	
# of Cops funded				9,524		9,524
New Officers in 1998						
Available BA					475,000,000	
# of Cops funded					22,619	22,619

Scenario: Option #5 - w/ Auth. Levels

Assumptions:

Total Spent Per Officer (by Fed)	\$35,000	Urban: =	\$36,739			
		Rural: =	\$33,657			
						67,857
% of Full Cost Funded Federally	Year 1 0.6	Year 2 0.6	Year 3 0.6	Year 4 0	Year 5 0	Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$21,000	\$21,000	\$21,000	\$0	\$0	\$63,000

Total Budget Authority Available for Cops Initiative

President's Budget

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

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

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

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

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

SUBTOTAL (COPS) \$50,000,000 \$319,000,000 \$531,000,000 \$612,000,000 \$662,000,000

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

TOTAL \$75,000,000 \$344,000,000 \$556,000,000 \$637,000,000 \$687,000,000

2174000000
Total

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Assumes Alternative A)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994						
Available BA	50,000,000	50,000,000	50,000,000	0	0	
# of Cops funded	2,381					2,381
New Officers in 1995						
Available BA		269,000,000	269,000,000	269,000,000	0	
# of Cops funded		12,810				12,810
New Officers in 1996						
Available BA			212,000,000	212,000,000	212,000,000	
# of Cops funded			10,095			10,095
New Officers in 1997						
Available BA				131,000,000	131,000,000	
# of Cops funded				6,238		6,238
New Officers in 1998						
Available BA					319,000,000	
# of Cops funded					15,190	15,190

Scenario:

Assumptions:

Ave. Full Cost of an Officer	\$35,000	Urban: =	\$36,739			
		Rural: =	\$33,657			
						46,714
	<u>Year 1</u>	<u>Year 2</u>	<u>Year 3</u>	<u>Year 4</u>	<u>Year 5</u>	
% of Full Cost Funded Federally	0.6	0.6	0.6	0	0	Sum of Fed.
						Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$21,000	\$21,000	\$21,000	\$0	\$0	= \$63,000

Total Budget Authority Available for Cops Initiative

President's Budget

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

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

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

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

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

SUBTOTAL (COPS) \$50,000,000 \$319,000,000 \$531,000,000 \$612,000,000 \$662,000,000

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

TOTAL \$75,000,000 \$344,000,000 \$556,000,000 \$637,000,000 \$687,000,000

2174000000
Total

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Using Authorization Levels)	\$200,000,000	\$675,000,000	\$750,000,000	\$750,000,000	\$750,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994						
Available BA	200,000,000	200,000,000	200,000,000	0	0	
# of Cops funded	9,524					9,524
New Officers in 1995						
Available BA		475,000,000	475,000,000	475,000,000	0	
# of Cops funded		22,619				22,619
New Officers in 1996						
Available BA			75,000,000	75,000,000	75,000,000	
# of Cops funded			3,571			3,571
New Officers in 1997						
Available BA				200,000,000	200,000,000	
# of Cops funded				9,524		9,524
New Officers in 1998						
Available BA					475,000,000	
# of Cops funded					22,619	22,619

Scenario: Option #5 - w/ Auth. Levels

Assumptions:						
Total Spent Per Officer (by Fed)	\$35,000	Urban: =	\$36,739			67,857
		Rural: =	\$33,657			
	Year 1	Year 2	Year 3	Year 4	Year 5	
% of Full Cost Funded Federally	0.6	0.6	0.6	0	0	Sum of Fed.
Ave. Annual Fed. Subsidy/Officer	\$21,000	\$21,000	\$21,000	\$0	\$0	Cost Per Cop
						\$63,000

Total Budget Authority Available for Cops Initiative

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

Stimulus Package	\$0	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$0	\$0	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000
SUBTOTAL (COPS)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000
Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
TOTAL	\$75,000,000	\$344,000,000	\$556,000,000	\$637,000,000	\$687,000,000

2174000000
Total

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
06:59 PM

Total Funding Available for Hires (Note: Assumes Alternative A)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994 Available BA # of Cops funded	50,000,000 2,381	50,000,000	50,000,000	0	0	2,381
New Officers in 1995 Available BA # of Cops funded		269,000,000 12,810	269,000,000	269,000,000	0	12,810
New Officers in 1996 Available BA # of Cops funded			212,000,000 10,095	212,000,000	212,000,000	10,095
New Officers in 1997 Available BA # of Cops funded				131,000,000 6,238	131,000,000	6,238
New Officers in 1998 Available BA # of Cops funded					319,000,000 15,190	15,190

Scenario:

Assumptions:

Ave. Full Cost of an Officer	\$35,000	Urban: =	\$36,739			
		Rural: =	\$33,657			
	Year 1	Year 2	Year 3	Year 4	Year 5	
% of Full Cost Funded Federally	0.6	0.6	0.6	0	0	Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$21,000	\$21,000	\$21,000	\$0	\$0	= \$63,000

46,714

Total Budget Authority Available for Cops Initiative

President's Budget

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

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

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

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

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

SUBTOTAL (COPS) \$50,000,000 \$319,000,000 \$531,000,000 \$612,000,000 \$662,000,000

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

TOTAL \$75,000,000 \$344,000,000 \$556,000,000 \$637,000,000 \$687,000,000

2174000000
Total

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Assumes Alternative A)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994						
Available BA	50,000,000	50,000,000	50,000,000	0	0	
# of Cops funded	1,905					1,905
New Officers in 1995						
Available BA		269,000,000	269,000,000	269,000,000	0	
# of Cops funded		10,248				10,248
New Officers in 1996						
Available BA			212,000,000	212,000,000	212,000,000	
# of Cops funded			8,076			8,076
New Officers in 1997						
Available BA				131,000,000	131,000,000	
# of Cops funded				4,990		4,990
New Officers in 1998						
Available BA					319,000,000	
# of Cops funded					12,152	12,152

Scenario:

Assumptions:

Ave. Full Cost of an Officer	\$35,000	Urban: =	\$36,739				
		Rural: =	\$33,657				
							37,371
% of Full Cost Funded Federally	Year 1 0.75	Year 2 0.75	Year 3 0.75	Year 4 0	Year 5 0	Sum of Fed Cost Per Cop	
Ave. Annual Fed. Subsidy/Officer	\$26,250	\$26,250	\$26,250	\$0	\$0	\$78,750	

Total Budget Authority Available for Cops Initiative

President's Budget

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

Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

Stimulus Package	\$0	\$0	\$0	\$0	\$0
Econ. Empower. Act (CIP)	\$0	\$0	\$0	\$0	\$0
Community Policing	\$50,000,000	\$175,000,000	\$250,000,000	\$300,000,000	\$350,000,000
Police on the Street	\$0	\$94,000,000	\$156,000,000	\$187,000,000	\$187,000,000
Cop Hires (from Police Corps)	\$0	\$50,000,000	\$125,000,000	\$125,000,000	\$125,000,000
SUBTOTAL (COPS)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000
Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
TOTAL	\$75,000,000	\$344,000,000	\$556,000,000	\$637,000,000	\$687,000,000

2174000000
Total

Developing the Cops Initiative (Hiring Scenarios)

04-Aug
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Total Funding Available for Hires (Note: Assumes Alternative A)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000	
	1994	1995	1996	1997	1998	Total Officers
New Officers in 1994 Available BA # of Cops funded	50,000,000 1,905	50,000,000	50,000,000	0	0	1,905
New Officers in 1995 Available BA # of Cops funded		269,000,000 10,248	269,000,000	269,000,000	0	10,248
New Officers in 1996 Available BA # of Cops funded			212,000,000 8,076	212,000,000	212,000,000	8,076
New Officers in 1997 Available BA # of Cops funded				131,000,000 4,990	131,000,000	4,990
New Officers in 1998 Available BA # of Cops funded					319,000,000 12,152	12,152

Assumptions:

Scenario:

Ave. Full Cost of an Officer	\$35,000	Urban: =	\$36,739			
		Rural: =	\$33,657			
% of Full Cost Funded Federally	<u>Year 1</u> 0.75	<u>Year 2</u> 0.75	<u>Year 3</u> 0.75	<u>Year 4</u> 0	<u>Year 5</u> 0	Sum of Fed. Cost Per Cop
Ave. Annual Fed. Subsidy/Officer	\$26,250	\$26,250	\$26,250	\$0	\$0	\$78,750

37,371

Total Budget Authority Available for Cops Initiative

President's Budget

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

Police Corps	\$0	\$75,000,000	\$150,000,000	\$150,000,000	\$150,000,000
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TOTAL	\$500,000,000	\$594,000,000	\$556,000,000	\$637,000,000	\$687,000,000
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Alternative A: Assumes Police Corps Demo of \$25M Annually/ No CIP/ No Stimulus

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

SUBTOTAL (COPS)	\$50,000,000	\$319,000,000	\$531,000,000	\$612,000,000	\$662,000,000
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Police Corps Demo	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000	\$25,000,000
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TOTAL	\$75,000,000	\$344,000,000	\$556,000,000	\$637,000,000	\$687,000,000
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2174000000
Total

May 13, 1993

100,000 Cops
Police Corps

Overall - The following comments were made most often and repeatedly.

1. Fiscal conditions at both state and local level would preclude city participation in applying for assistance to hire additional officers and/or the ability to retain officers after the withdrawal of such assistance.
(respondents saw little likelihood that the situation would change over the next three years)
2. With respect to a federal-local match of 75-50-25, cities unable to afford to hire more officers in the first place would be unable to afford a match leaving those cities most in need, still in need.
3. Any funding for this purpose should be sent directly to localities and not through the state.
4. Effective police training assistance is needed especially conversion training for officers shifted from desk/car assignments to community policing activities.

Examples of cost to hire rookie officers and percentage of salary that makes up a pension.

1. Base salary of 34,000 - 43,000 includes uniform allowance of \$650.00 per year. Pension can run 60 percent of salary up to 100 percent.
2. Entry level salary range of \$26,000-\$37,000 with pension after 25 years of service approximately 50 percent of salary. Officers do not contribute to the pension and there is no age requirement.

The following is a sampling of a few of the informal questions asked several cities and state municipal leagues with respect to the proposed 100,000 cop issue.

1. Suppose your city was to receive some amount of federal assistance to implement the President's 100,000 new cops on the street campaign promise. Without knowing any details, what do you think the intent is for the use of those funds?
2. What does the police department need most?
3. What specifically comes to mind when you hear that there could be money to hire more police officers in your city?
4. Does your PD need more officers? If so, what are you currently doing to address the shortage of personnel?
5. What is the salary for entry level police officers and what percent of salary is the pension?

6. *What steps have states/legis taken that restricts your ability to raise revenue?*

Specific Issues Raised

- * Some provided a one example look at the fiscal situation in their state: In Oregon, a tax limit measure in 1990 phased in local governments to \$10.00 per thousand. Southern California lost \$30 billion out of its economy. These are jobs and businesses that are not coming back.
- * The ripple effect of hiring more police officers. More officers would mean more arrests, further overburdening jails and the courts. The punitive impact of sentencing criminals to jail time that they knew would be reduced would weaken an already tenuous situation in crime prevention.
- * On the other hand, more officers could stem the number of crimes.
- * Some cities are in better shape financially than others and might be able to swing some matching funds to hire more police. These same cities would likely be able to maintain those new hires after three years. That means, however, that those cities most in need would not benefit from the President's proposal.
- * Some cities might be able to hire a few officers but cannot guarantee that they could continue to do so over a several year period or when funding is withdrawn. Thus, layoffs might be necessary at that time. Also, the future fiscal condition of the state might restrain some cities from additional spending.
- * Some cities do need additional officers but due to the fiscal condition of the state and local budgets, they are currently shifting officers from other jobs to street patrols. Basically they are reconfiguring the agency.
- * It takes 18 months to two years for a new hire to be on the street. Thus, there would be little immediate impact on crime and violence.
- * A federal-local match of 75-50-25 is not realistic and few cities could afford to bite. For example, one city spends \$4 million for the department, none of which goes to salaries. \$2 million is for operating costs alone. They have no money to make use of the program.
- * One city has addressed the lack of street officers by shifting desk officers to the street or patrol cars. What they really need, is training assistance to ensure the community policing effort is realized. This, it has been suggested, is a realistic way to meet the promise of more officers on the street.

- * Target direct funding to cities especially for assistance to provide effective police training.
- * The issue of pay differential between county and municipal police is a problem. One state league said that they are always losing municipal law enforcement personnel to the county.

Police Corps

There was not a lot of excitement for this effort. What follows are some of the comments based upon the 1989 Police Corps proposal.

- * Already faced with municipal v. county pay differential noted above, it is expected that the Corps investment could lead to a similar lose of personnel to federal law enforcement.
- * Concern that current officers would be frozen out while new hires would be given preference.
- * Would military personnel recruited for police service be given preference over current officers? Would they receive a higher base pay due to their previous training. Would MP's be recruited?
- * Concern over the added expense of a new bureaucracy.
- * Is there an age requirement for eligibility?
- * There are no uniform standards. Concern that in an ROTC-like Corps would be impossible to monitor. Concern over up front screening and review of candidates to ensure their qualifications and then annual re-evaluation of that individual. A modest example: What oversight would there be if an individual, while in college, gains 100 pounds. Department guidelines might disqualify that person from service, yet that person has completed study and wants to be an officer.
- * State and local laws and regulations vary and in some cases significantly. For instance, there are states where homosexual behaviors are against state law excluding them from being hired. Or, some cities have polices that would exclude individuals with even one drunk driving conviction from service, while other cities may have more lenient rules.



National League of Cities

FAX SHEET

National League of Cities
1301 Pennsylvania Avenue, N.W.
Washington, D.C. 20004

Date: 5-⁶-93To: Jose CernaOf: Domestic Policy CouncilOffice Telephone #: () 456-2564FAX NUMBER: () 456-7739From: Janet RustOffice Telephone #: (202) 626-3020FAX NUMBER: (202) 626-3043Total Number of Pages Being Transmitted: 14
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BASELINE DATA REPORT

Police Personnel Practices, 1990

In response to the recession, almost 80% of respondents have postponed equipment purchases. Only 9% report staff layoffs.

Pacific Coast division respondents have the highest percentages of cities using volunteers to replace full-time staff (18.8%), introducing user fees (50%), and contracting out services (50%).

Background investigations are the most frequently reported (95.7%) of all recruit selection methods; oral interviews are second (94.6%).

Only 43.1% of 1990 survey respondents allow any type of lateral entry. Of the categories permitted, police officer is most frequent.

NATIONAL LEAGUE OF CITIES
MUNICIPAL REFERENCE SERVICE
1301 PENNSYLVANIA AVE., N.W.
WASHINGTON, DC 20004

SEP 9 1992



BASELINE DATA REPORT

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These reports are intended primarily to provide timely data in chart and tabular form, together with explanatory text, on current municipal government activities. Data for most of these reports are gathered through year-round questionnaire surveys of local governments and other organizations.

For data-related information about this and other *Baseline Data Reports* and for information about local government data services provided by ICMA, contact ICMA's Municipal Data Service.

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Police Personnel Practices, 1990

P

olicing has changed over the last decade. Technology has become more sophisticated, more women

have joined the ranks, the incidence of drug-related crimes has escalated, and court decisions have increased a local government's liability for its actions. Many of these changes have prompted a need for increased training and changes in personnel policies.

As part of its ongoing survey research activities, ICMA conducted a survey titled *Police Personnel Practices—1990* to gather information about police recruitment and selection practices, training programs, budgets, and other activities. This report describes the results of that survey. Where possible, comparisons are made with a 1982 ICMA survey of police departments that was similar to the 1990 survey.¹

METHODOLOGY

Data for this study were collected through a mail survey conducted by ICMA during the spring and summer of 1990. Questionnaires were mailed to police chiefs in all cities 10,000 and above in population. Follow-up surveys were sent to those cities that did not respond to the first survey. Of the 2,769 cities that received surveys, 46.1% responded (Table 1). A response rate of 50% is typically considered adequate for analysis and reporting.² Limited staff resources and concerns that require their immediate attention may prevent police chiefs from being able to complete surveys.

According to Table 1, the response rate is somewhat representative of the population of the cities surveyed. The data show that there are more than ad-

equated response rates from departments with populations from 100,000 to 1,000,000. The lowest rate (37.5%) is among those departments in the population category over 1 million. Hence, the data for this category may not be readily applicable to all cities in this group, of which there were eight at the time of the survey.

POLICE BUDGETS

City expenditures for personnel generally increase over time. A fundamental question is whether these increases keep up with the rate of inflation. The effect of inflation on police budgets can sometimes be significant. For instance, in 1982 nearly two-thirds (65.3%) of the responding departments indicated that their budget increases had fallen behind the double-digit rate of inflation that occurred during the preceding three years. This pattern continues in 1990. According to Table 2, almost 60% of the respondents report real dollar losses attributed to inflation.

The recession that began in 1990 has reduced the funds allocated by the local government to policing, forcing some departments to cut expenditures (Table 3). The types of cuts that a department makes will be determined in part by the ratio of officers to population, the quality of existing equipment, and the projected benefits and losses from the particular cut.

Typically, departments will impose layoffs as a last resort to control spending. Of the 445 cities that provide information on the effects of budget cuts, only 40 (9.0%) report layoffs as a consequence (Figure 1). None of the cities reporting that have populations of 500,000 or above have used volunteers in lieu of full-time staff or have laid off personnel to reduce expenditures.

The most frequently reported reduction is in equipment purchases, which are postponed by almost 80% of the respondents. Vehicle replacement falls under this category of cutbacks. The condition of some police cars has attracted the attention of the media. But when the choices are among staff lay-

offs, cuts in training programs, and equipment purchases, departments are between a rock and a hard place.

The advanced technology that is invaluable to police in analyzing evidence and identifying suspects often carries a price tag that recessionary budgets cannot accommodate. When confronted with budget cuts, police departments have various options for rolling back costs, but the choices are not ideal. Slightly less than half (49.9%) report that they have imposed a hiring freeze; almost a third (31.9%) have terminated special programs.

A seemingly ironic aspect of these findings is that while the courts have demanded more adequate training of police personnel, a considerable proportion of departments (40.2%) have reduced training. But it is impossible to

Table 1 Survey Response

Classification	No. of cities surveyed (A)	No. responding	% of (A)
Total, all cities ¹	2,769	1,275	46.1
Population group			
Over 1,000,000	8	3	37.5
500,000–1,000,000	16	11	68.8
250,000–499,999	36	25	69.4
100,000–249,999	125	72	57.6
50,000–99,999	314	149	47.5
25,000–49,999	868	311	46.0
10,000–24,999	1,602	704	44.0
Geographic division ²			
New England	319	124	38.9
Mid-Atlantic	451	142	31.5
East North Central	563	280	49.7
West North Central	218	131	60.1
South Atlantic	301	155	51.5
East South Central	145	56	38.6
West South Central	272	125	46.0
Mountain	130	71	54.6
Pacific Coast	370	191	51.6
Metro status ³			
Central	509	266	52.2
Suburban	1,646	716	43.5
Independent	614	293	47.7

¹ The term *cities* refers also to towns, villages, boroughs, and townships.

² Divisions: *New England*—the states of Connecticut, Maine, Massachusetts, New Hampshire, Rhode Island, and Vermont; *Mid-Atlantic*—the states of New Jersey, New York, and Pennsylvania; *East North Central*—the states of Illinois, Indiana, Michigan, Ohio, and Wisconsin; *West North Central*—the states of Iowa, Kansas, Minnesota, Missouri, Nebraska, North Dakota, and South Dakota; *South Atlantic*—the states of Delaware, Florida, Georgia, Maryland, North Carolina, South Carolina, Virginia, and West Virginia; plus the District of Columbia; *East South Central*—the states of Alabama, Kentucky, Mississippi, and Tennessee; *West South Central*—the states of Arkansas, Louisiana, Oklahoma, and Texas; *Mountain*—the states of Arizona, Colorado, Idaho, Montana, Nevada, New Mexico, Utah, and Wyoming; *Pacific Coast*—the states of Alaska, California, Hawaii, Oregon, and Washington.

³ Metro status: *Central*—core city of an MSA; *Suburban*—incorporated city located within an MSA; *Independent*—city located outside of an MSA.

Suggested citation: William J. Pammer, Jr., *Police Personnel Practices, 1990 Baseline Data Report*, vol. 23, no. 5 (Washington, D.C.: International City/County Management Association, 1992)

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Table 2 Budgets and Inflation

	No. reporting (A)	Budget kept up with rate of inflation			
		Yes		No	
		No.	% of (A)	No.	% of (A)
Total, all cities	1,112	448	40.3	664	59.7
Population group					
Over 1,000,000	3	1	33.3	2	66.7
500,000-1,000,000	10	3	30.0	7	70.0
250,000-499,999	24	10	41.7	14	58.3
100,000-249,999	85	27	41.5	38	58.5
50,000-99,999	137	59	43.1	78	56.9
25,000-49,999	272	98	36.0	174	64.0
10,000-24,999	601	250	41.8	351	58.4
Geographic division					
New England	120	40	33.3	80	66.7
Mid-Atlantic	132	51	38.6	81	61.4
East North Central	248	119	48.4	127	51.6
West North Central	119	43	36.1	76	63.9
South Atlantic	127	61	48.0	66	52.0
East South Central	47	17	36.2	30	63.8
West South Central	104	28	26.9	76	73.1
Mountain	85	13	20.0	52	60.0
Pacific Coast	152	76	50.0	76	50.0
Metro status					
Central	240	86	35.8	154	64.2
Suburban	621	285	45.9	336	54.1
Independent	251	77	30.7	174	69.3

Reducing work hours offers police departments a way to decrease personnel expenditures without laying off staff.

make judgments about reductions in training without knowing which training programs were cut back.

Among the geographic divisions (not shown), the highest percentages of cities reporting layoffs (19.1%), reduced training programs (54.4%), and postponed equipment purchases (86.8%) are in the New England division. Not hiring for vacancies and reducing work hours is most frequently reported by respondents in the Mid-Atlantic division (64.6% and 32.3%, respectively).

The highest percentage (42.9%) of jurisdictions that report ending special programs in response to budget cuts is in the West South Central division. Respondents from the Pacific Coast division have the highest percentages of cities using volunteers as replacements for full-time staff (18.8%), introducing user fees (50.0%), and contracting out services (50.0%).

Interesting shifts emerge in comparisons of the 1990 and 1982 data. The 1990 survey results show noticeably smaller percentages of departments laying off staff, not filling vacancies, and ending special programs than are reflected in the 1982 survey results (Figure 1). Yet, in 1982, only 4.6% reported reducing the number of hours worked, whereas in 1990 21.3% reported a reduction in hours worked. It appears as though reductions in work hours offer police departments a way to reduce personnel expenditures without having to lay off staff.

PERSONNEL COMPOSITION

The mix of racial and ethnic groups, of male and female personnel, and of sworn and civilian personnel will vary according to numerous factors. There may be a greater proportion of Native Americans on police forces in Arizona due to the high percentage of Navajos in the state. Heavily populated areas tend to have higher percentages of blacks, which may result in higher percentages of those officers on the force.

Studies of service delivery have suggested that budget constraints may compel service agencies to rely increas-

Table 3 Budget Cuts

	No. reporting (A)	Budget cuts			
		Yes		No	
		No.	% of (A)	No.	% of (A)
Total, all cities	656	451	68.8	205	31.3
Population group					
Over 1,000,000	2	2	100.0	0	0
500,000-1,000,000	7	5	71.4	2	28.6
250,000-499,999	14	10	71.4	4	28.6
100,000-249,999	38	28	73.7	10	26.3
50,000-99,999	77	54	70.1	23	29.9
25,000-49,999	173	124	71.7	49	28.3
10,000-24,999	345	228	66.1	117	33.9
Geographic division					
New England	80	70	87.5	10	12.5
Mid-Atlantic	80	64	80.0	16	20.0
East North Central	125	87	69.6	38	30.4
West North Central	75	47	62.7	28	37.3
South Atlantic	66	39	59.1	27	40.9
East South Central	30	15	50.0	15	50.0
West South Central	72	43	59.7	29	40.3
Mountain	52	37	71.2	15	28.8
Pacific Coast	76	49	64.5	27	35.5
Metro status					
Central	154	113	73.4	41	26.6
Suburban	331	227	68.6	104	31.4
Independent	171	111	64.9	60	35.1

ingly on civil employees and volunteers.³ Many police departments rely less now on officers for certain desk jobs than in the past.

Female and Minority Representation

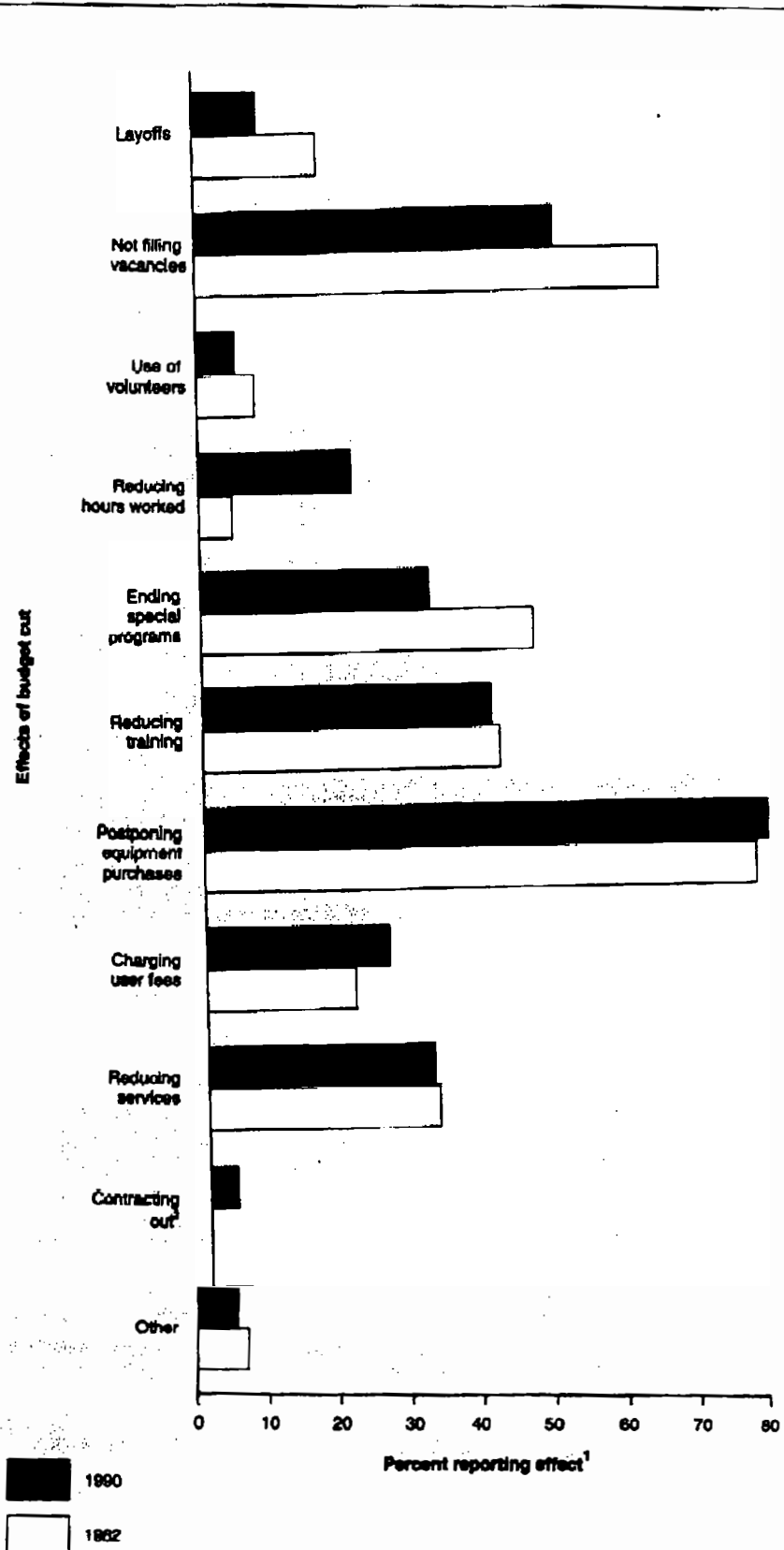
The philosophy that service agencies are more sensitive to community needs when the demographic composition of the organization reflects that of the community has been gaining support. The police profession has traditionally been dominated by white males. Data obtained from previous studies on this topic suggest that some inroads have been made in diversifying police departments. In 1982, for example, only 3.6% of officers employed by responding police departments were female, and only 7.6% were minority. The 1990 data show that the percentage of female officers has doubled, to 7.2%, but the increase has been modest in the percentage of minority police officers (9%) (Table 4).

Larger cities tend to have the highest percentages of black police personnel, but the highest percentages of Hispanic, Asian, and Native Americans are not necessarily in the most heavily populated cities. Not surprisingly, the highest percentages of Asian American police officers are reported by cities in the Pacific Coast geographic division, where Asian Americans represent a sizable proportion of the population. The West South Central, Mountain, and Pacific Coast divisions also reflect the demographics of the area, with higher percentages of Hispanics on the force in these areas than in divisions that do not have large Hispanic communities.

Civilian and Uniformed Personnel

Clerical and dispatching functions are among those that can be handled by nonuniformed personnel at a significantly lower cost. Survey respondents in 1990 reported an average of 114 paid uniformed personnel and 34 paid civilian personnel (Table 5).

As expected, the average numbers of uniformed and civilian employees decrease as population size decreases. Among the geographic divisions, the percentages of the two types of personnel are not so predictable. The South



¹In 1990, 445 reported the type of budget cut; in 1982, 588 reported.
²Contracting out was not included on the 1982 survey.

Budget constraints may compel service agencies to rely increasingly on civil employees and volunteers.

Figure 1 Effects of Budget Cuts in 1990 and 1982

4 BASELINE DATA REPORT**Table 4 Average Percentages of Full-Time, Paid, Sworn Police Personnel by Gender, Race, and Ethnicity**

		Male						Female					
		White (%)	Black (%)	Hispanic (%)	Asian American (%)	Native American (%)	Other (%)	White (%)	Black (%)	Hispanic (%)	Asian American (%)	Native American (%)	Other (%)
Total, all cities	1,103	84.88	3.80	3.03	.46	.32	.29	6.15	.67	.25	.03	.05	.07
Population group													
Over 1,000,000	3	57.96	20.14	4.66	.76	.28	.54	7.44	7.39	.59	.04	.09	.12
500,000-1,000,000	11	59.02	16.19	4.18	3.26	.19	5.26	5.73	4.98	.39	.20	.06	.56
250,000-499,999	23	70.51	9.98	6.91	1.10	.50	.21	7.50	2.48	.65	.06	.07	.05
100,000-249,999	60	78.13	6.35	6.01	1.10	.31	.96	5.81	1.90	1.19	.22	.13	.08
50,000-99,999	135	82.10	5.27	4.17	.84	.35	.26	5.85	.65	.38	.07	.03	.02
25,000-49,999	273	85.48	3.83	3.02	.52	.27	.18	5.72	.68	.25	.01	.03	.01
10,000-24,999	598	87.27	2.65	2.30	.21	.34	.19	6.42	.36	.09	.01	.05	.10
Geographic division													
New England	120	91.83	1.54	.87	.01	.21	.05	5.20	.16	.11	.00	.02	.02
Mid-Atlantic	132	90.51	3.89	.91	.11	.07	.05	3.89	.45	.04	.03	.05	.01
East North Central	246	88.94	3.00	1.02	.13	.10	.11	5.96	.49	.03	.01	.00	.20
West North Central	119	90.02	1.48	.69	.22	.31	.07	7.03	.13	.06	.00	.00	.01
South Atlantic	125	77.03	9.46	1.51	.17	.26	.56	8.30	2.18	.10	.01	.05	.08
East South Central	48	80.87	9.78	.27	1.04	.01	.26	6.40	1.28	.00	.08	.00	.01
West South Central	101	76.21	4.40	10.33	.07	.86	.14	6.38	.99	.52	.00	.10	.00
Mountain	64	80.21	1.10	8.23	.30	1.18	.93	7.28	.90	1.25	.18	.38	.05
Pacific Coast	148	78.19	2.79	7.45	2.30	.43	.80	8.01	.22	.63	.07	.03	.07
Metro status													
Central	236	79.04	7.02	4.32	.59	.27	.62	5.86	1.53	.54	.10	.05	.06
Suburban	613	87.56	2.64	2.51	.47	.18	.17	5.83	.34	.16	.01	.03	.09
Independent	254	83.84	3.61	3.09	.33	.70	.27	7.20	.66	.17	.01	.09	.03

Table 5 Types of Civilian and Uniformed Personnel

	Total employees		Paid sworn employees		Paid civilian employees		Uniformed volunteer employees		Civilian volunteers employees	
	No. reporting	Average no.	No. reporting	Average no.	No. reporting	Average no.	No. reporting	Average no.	No. reporting	Average no.
Total, all cities	1,018	158.89	1,116	114.15	1,096	34.33	561	15.35	315	7.15
Population group										
Over 1,000,000	3	4,937.33	3	4,356.00	3	763.67	1	89.00	1	74.00
500,000-1,000,000	11	2,371.46	11	1,896.18	11	494.73	9	94.56	3	30.33
250,000-499,999	24	1,095.08	25	806.56	25	253.12	15	37.47	12	28.58
100,000-249,999	59	405.14	64	289.64	64	104.14	42	21.71	32	11.19
50,000-99,999	130	190.28	139	137.49	137	45.45	87	17.36	63	12.06
25,000-49,999	243	89.67	274	62.60	271	20.07	153	13.39	89	3.07
10,000-24,999	548	43.68	599	30.69	585	8.95	254	10.39	115	2.96
Geographic division										
New England	109	83.03	119	60.73	117	12.72	56	15.13	25	2.28
Mid-Atlantic	120	151.78	134	127.10	129	20.70	38	12.13	22	1.23
East North Central	219	127.11	249	94.17	247	23.44	106	16.23	47	6.30
West North Central	108	100.11	120	70.13	114	22.86	67	13.28	30	3.20
South Atlantic	111	247.82	125	178.72	124	50.64	65	16.60	45	5.36
East South Central	44	198.09	49	129.69	49	46.20	20	10.40	10	4.40
West South Central	99	149.93	104	115.72	103	37.11	52	13.83	28	4.71
Mountain	61	194.43	65	132.89	63	55.40	32	12.81	27	14.93
Pacific Coast	147	222.48	150	145.22	150	61.47	125	18.21	81	11.79
Metro status										
Central	224	478.67	242	358.42	241	101.22	136	24.37	90	13.90
Suburban	566	75.24	620	49.98	611	16.99	325	13.50	167	5.05
Independent	228	51.47	253	37.75	244	11.70	100	9.10	58	2.71

Atlantic division has the highest average number of paid uniformed personnel (179), but only the third highest average number of paid civilian employees (51). The Pacific Coast has the second highest average number of paid uniformed personnel (145) and the highest number of civilian employees (61).

ELIGIBILITY CRITERIA AND SELECTION METHODS FOR RECRUITS

Since the 1982 survey, changes have probably taken place in the use of various criteria that determine eligibility for recruitment; however, that survey did not differentiate among recruits and basic training graduates, so the data cannot be compared. It is possible that recruits, graduates from basic training, and entry-level officers were combined into one category by the 1982 respondents; consequently, the following discussion will be confined to the 1990 survey results.

Recruitment eligibility criteria such as height and weight requirements identify individuals who cannot be considered for positions. Subsequently, various methods are used to select officer candidates from the applicants. Techniques range from written and psychological examinations to physical performance tests. Although height and weight criteria are not expensive to check, many of the selection methods—such as medical tests, written exams, and background examinations—are costly. Cost may explain why the percentages of respondents using these methods tend to decrease as population size decreases. The following section describes the rates at which respondents use various techniques.

Nonsmoking Restrictions

Passage of legislation allowing restaurants, public buildings, and hospitals to prohibit smoking, as well as growing concern for the cost of employee health insurance, suggest that a nonsmoking standard for employees will become more widely implemented in the next several years. The survey responses indicate that 9.5% of the cities now require candidates to be nonsmokers (Figure 2).

None of the cities with populations of 500,000 and above report nonsmoking requirements for recruits (not shown). Among the geographic divisions, New England municipalities report by far the highest frequency (38.0%) of nonsmoking requirement. Of the 134 respondents from the Mid-Atlantic division, only 2 (1.5%) report this criterion (not shown).

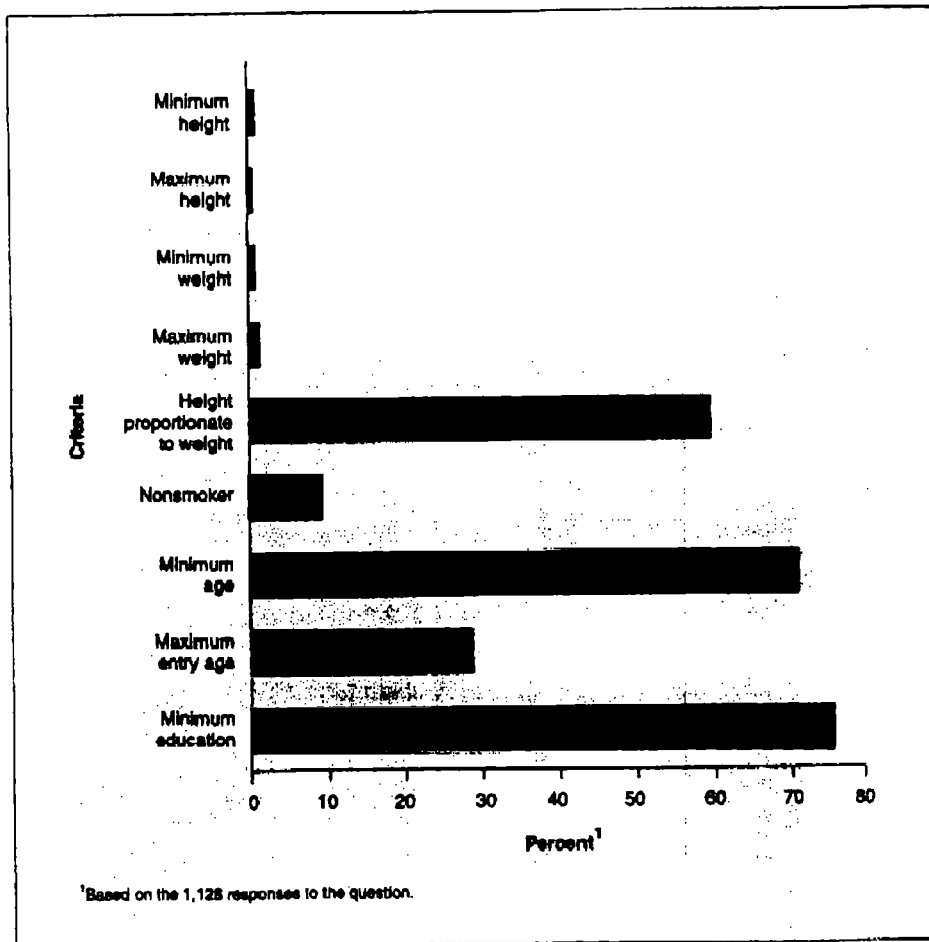


Figure 2 Eligibility Criteria Used in Recruit Selection

Height and Weight Requirements

Minimum height and/or weight requirements, which could eliminate women from policing, are reported by minimal percentages of jurisdictions (Figure 2). However, a requirement that height and weight be proportionate is reported by 59.5% of the respondents.

The frequency of the proportional height and weight policies decreases as the population size of the responding jurisdictions decreases. Fluctuations that occur among the geographic divisions are minor except for the highest and lowest rates, which are reported by the Pacific Coast (74%) and the East South Central (36%) divisions (not shown).

Maximum Age at Entry

While in the past minimum height and weight standards have probably had exclusionary effects on women, maximum age standards for police recruits affect all applicants. In 1990, only 29% of respondents reported a policy specifying a maximum allowable age for entry into the police force. Two of the three jurisdictions with populations over 1 million report a maximum en-

try-age policy—the highest percentage (66.7%). In contrast, the smallest percentage reported is 20% of cities in the population group from 250,000 to 499,999 (not shown).

The use of a maximum age requirement for recruits fluctuates considerably among the geographic divisions—from a high of approximately 56% in the Mid-Atlantic division to a low of slightly over 3% in the Mountain division (not shown).

Educational Standards

One hundred percent of the three responding jurisdictions with populations over 1,000,000, and only 71% of those with populations from 10,000 to 24,999, have minimum education requirements (not shown). Approximately 80% of respondents from the rest of the population groups have a minimum education requirement.

Among the geographic divisions, the range of percentages of jurisdictions that require a minimum level of education is from 71.6% in the Mid-Atlantic division to 78.5% in the Mountain division (not shown).

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Table 6 Methods Used in Recruit Selection

Classification	No. of cities reporting (A)	Written exam % of (A)	Oral interview % of (A)	Background investigation % of (A)	Medical exam % of (A)	Psychological investigation % of (A)	Pencil/paper psych. exam % of (A)	Physical performance test % of (A)	Substance abuse screening % of (A)	Other methods % of (A)
Total, all cities	1,128	87.8	94.6	95.7	94.3	85.0	71.5	74.7	70.7	16.5
Population group										
Over 1,000,000	3	100.0	100.0	100.0	100.0	100.0	100.0	100.0	100.0	33.3
500,000-1,000,000	11	90.9	100.0	100.0	100.0	90.9	81.8	63.6	81.8	27.3
250,000-499,999	25	96.0	98.0	100.0	100.0	78.0	92.0	76.0	100.0	12.0
100,000-249,999	86	92.4	95.5	98.5	98.5	92.4	83.3	84.9	88.4	21.2
50,000-99,999	140	93.6	97.9	99.3	97.9	95.0	81.4	82.9	78.4	25.7
25,000-49,999	278	89.9	95.0	95.0	93.9	89.2	77.0	80.9	74.5	16.6
10,000-24,999	605	84.5	93.4	94.7	92.9	80.2	64.3	68.8	64.3	13.7
Geographic division										
New England	121	95.0	95.9	98.4	98.4	87.6	69.4	80.2	61.2	14.1
Mid-Atlantic	134	94.8	96.3	97.0	97.0	85.1	64.9	79.9	72.4	7.5
East North Central	251	93.2	95.6	98.8	95.8	84.9	64.5	84.1	80.1	15.5
West North Central	120	87.5	92.5	94.2	90.0	84.2	78.7	74.2	57.5	6.7
South Atlantic	128	70.3	91.4	91.4	89.1	75.0	66.4	58.6	79.7	17.2
East South Central	50	80.0	92.0	94.0	94.0	78.0	72.0	64.0	68.0	16.0
West South Central	105	79.1	89.5	91.4	89.5	83.8	68.5	51.4	78.1	23.8
Mountain	65	87.7	100.0	100.0	95.4	84.6	78.5	80.0	60.0	24.6
Pacific Coast	154	90.2	98.8	97.4	97.4	95.5	89.0	81.2	64.3	26.6
Metro status										
Central	245	92.2	96.7	98.4	97.1	88.2	79.2	81.6	80.0	19.8
Suburban	628	88.2	94.3	96.4	94.6	87.9	71.0	75.3	72.5	15.6
Independent	255	82.4	93.3	94.1	91.0	74.9	65.5	66.3	87.3	15.7

Written Examinations

Almost 88% of the survey respondents require recruits to pass written exams (Table 6). All three cities with populations over 1 million indicate that recruits must take a written examination. The percentages reporting written exams generally decline as population size of the respondents decreases. The respondents from the South Atlantic geographic division report the lowest rate (70.3%) of use of this technique, in contrast to approximately 95% of the respondents from the New England and Mid-Atlantic divisions.

Oral Interviews

Although the 1990 survey did not inquire about the intensity of oral interviews, the survey responses reveal (Table 6) that these interviews are more widespread (94.6%) among departments than written examinations are (87.8%). All cities reporting with populations 500,000 and above conduct oral interviews. Among the geographic divisions, 100% of the respondents from the Mountain division use oral interviews as a selection technique. The West South Central division reports the least frequent use of this method (89.5%).

Background Investigations

Background investigations are the most frequently reported (95.7%) of all the

recruit selection methods (Table 6). In fact, all departments (100%) from cities 250,000 and above require a background investigation of recruits. Cities with populations from 10,000 to 24,999 report the lowest rate of background investigations, but the rate is 94.7%.

Among the geographic divisions, only the Mountain division jurisdictions report 100% use of background investigations. The South Atlantic and West South Central division respondents use background investigations the least but even so, 91.4% of respondents from both divisions conduct them.

Medical Examinations

As with the background investigations, 100% of all respondents with populations 250,000 and above require medical examinations (Table 6). New England jurisdictions report the highest use (98.4%) of medical examinations as a selection method and, again, the South Atlantic and the West South Central division cities report the least frequent use (approximately 89%).

Psychological Examinations

The concern about the psychological stress of police work and its effect on officer performance has encouraged police departments to evaluate candidates' psychological stability. Overall, 85% of

responding departments subject candidates to psychological investigations; however, a smaller proportion of departments (71.5%) require candidates to take such pencil and paper psychological examinations as the Minnesota Multiphasic Personality Inventory (MMPI).

Physical Performance Test

The physical performance tests are a selection method for approximately 75% of the respondents. Unlike the respondents' use of written exams, oral interviews, background investigations, and medical exams, the frequency of fitness tests appears not to depend on jurisdiction size. For instance, all three departments reporting from areas over 1 million require physical performance tests. Cities with populations from 500,000 to 1,000,000 reflect the lowest use (63.6%) of physical performance tests. The percentages gradually increase among mid-size cities and then decrease among the smaller cities.

The East North Central respondents report the highest percentage (84.1%) of jurisdictions conducting physical performance tests, and the lowest percentage (51.4%) is in the West South Central division.

Substance Abuse Screening

Drug and alcohol testing has become a pervasive issue in both the public and

private sectors. The argument about substance abuse screening comes down to the question of which is more important—protecting individual rights or increasing the safety of the public.

To what extent do police departments use substance abuse screening? According to Table 6, 70.7% of respondents use this screening process. The larger cities are more likely to use substance abuse screening than are smaller municipalities. Respondents from the East North Central division report the highest rate of substance abuse screening (80.1%), followed by those in the South Atlantic division (79.7%). The lowest percentage (57.5%) of respondents screening for substance abuse is in the West North Central division.

FORMAL PROBATIONARY PERIODS

Perhaps the most relevant predictor of success in any vocation is a formal period of training and probation in which new personnel's performance may be closely observed before decisions are made about permanent employment. Virtually 100% of respondents use formal probationary periods, as was the case in 1982. The five jurisdictions (0.45%) that do not have a probationary period for new employees are all below 50,000 in population (not shown).

Of those 1,095 departments that reported the length of the probationary period, 87.8% reported a length of from one to two years. Almost all departments (95.7%) that reported use of probationary periods conduct a formal evaluation after the probationary period (not shown).

Of the 981 jurisdictions that provided information on the personnel retained after probation, 91.6% retain more than 85% of the newly sworn personnel. Only nine cities reported retaining less than 50% of their officers after probation.

LATERAL ENTRY

The merits of lateral entry continue to be debated. Supporters contend that lateral entry policies allow departments to seek and hire "the best and the brightest," that these policies promote healthy competition and productivity, and that lateral entry offers an opportunity for new ideas. Opponents believe that hiring officers from outside the jurisdiction is unfair to current employees and to local citizens, particularly in a tight job market. The argument is offered that an officer who relocates will have no understanding or familiarity with the community. For many departments, lateral

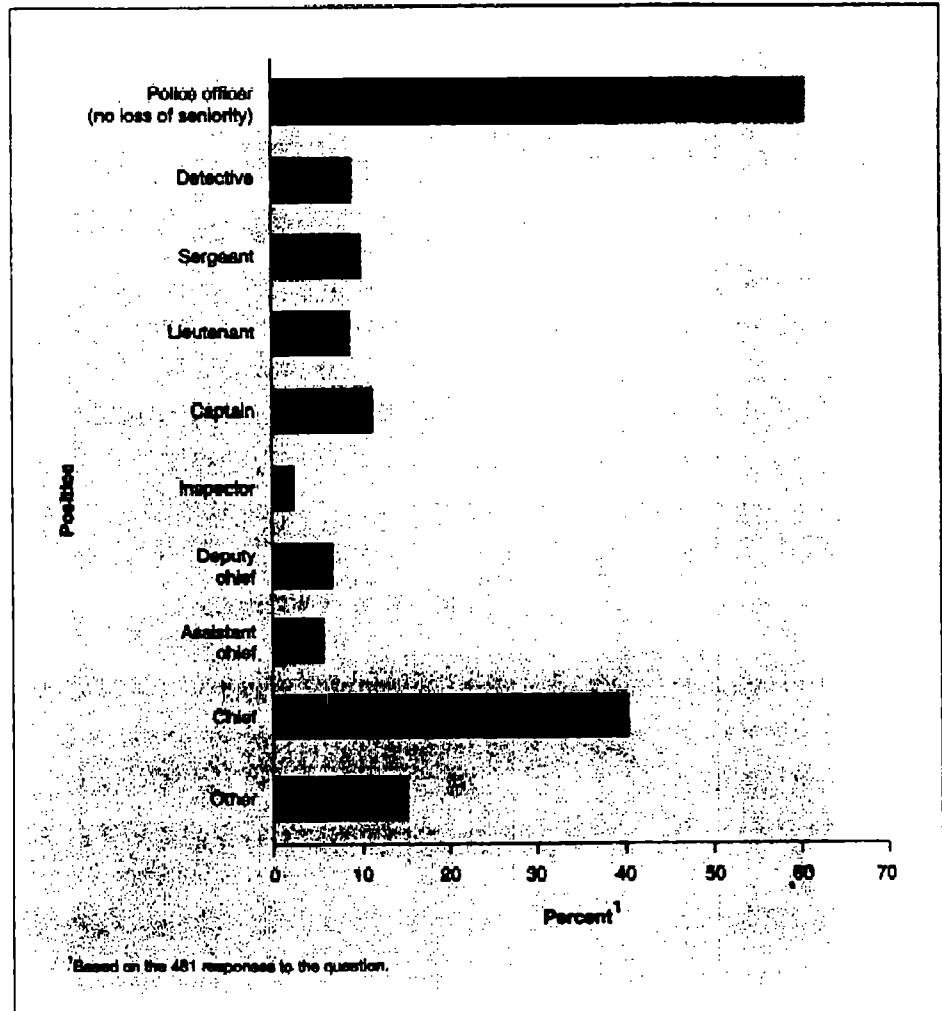


Figure 3 Positions for Which Lateral Entry Is Permitted

entry may involve the problem of granting credit toward the retirement pensions of officers who have been members of other retirement programs.

To increase career mobility among officers, many law enforcement associations and practitioners have advocated lateral entry positions to allow experienced personnel to move among different police departments without losing credit for the time they served in the profession.

Despite efforts of law enforcement associations and practitioners, barriers to lateral entry still exist. Law enforcement operational policies and practices vary considerably, so transferees' adjustments to their new work environment may not be as easy as proponents of lateral entry suggest.

The 1982 survey instrument asked if lateral entry was permitted at ranks above entry level. The 1990 survey asked if lateral entry was permitted (at any level) and then asked respondents to

indicate at which level(s) it was permitted, including police officer. The difference in the questions prevents comparisons of responses. Only 43.1% of the respondents to the question on the 1990 survey allow any type of lateral entry (not shown). Overall, less than 40% of the responding jurisdictions with populations 100,000 and above permit lateral entry and more than 40% of those with populations under 100,000 allow lateral entry.

Almost 88% of the respondents from the Pacific Coast division allow some type of lateral entry, which is the highest percentage reported. The East North Central division reports the lowest rate (20%) of lateral entry policies.

Overall, lateral entry at the police officer level without the loss of seniority or retirement credits is most frequently reported (60.3%) (Figure 3). The other position for which lateral entry is permitted by a relatively high percentage of respondents is that of chief (40.1%).

8 BASELINE DATA REPORT

SUBSTANCE ABUSE SCREENING

In addition to administering periodic substance abuse tests to recruits, some departments test for substance abuse beyond the recruit level. Of the 220 respondents that report testing sworn police personnel, 65% test all employees (Figure 4). Among the geographic divisions (not shown), the New England and Pacific Coast divisions report the highest frequency of testing all employees for substance abuse (85.7% and 80.0%, respectively). Employees in sensitive assignments such as narcotics and vice squad activities are tested by 92.3% of the respondents.

What happens to police personnel who fail the substance abuse test? Approximately half of the departments (50.5%) require that these employees enroll in mandatory drug/alcohol rehabilitation, and almost 40% suspend the employees from duty (Figure 5).

TRAINING

Police work is mentally and physically demanding. To withstand the rigors of the profession, candidates and officers are required to complete different training courses such as conflict management,

weapons training, aspects of law, physical fitness, and stress management. How extensive are these training sessions? One way to measure that is by determining the average number of hours spent in the various types of training.

The emphasis on physical training, particularly after officers graduate from the police academy, is of major importance given the demands of the occupation. More hours are spent on physical fitness training for all levels of personnel than for any other type of training, except for the 22.4 hours of supervisory/management training for officers above entry level (Figure 6). Not surprisingly, weapons training shows the next highest average number of hours of training for all levels of personnel.

The average number of hours spent on civil liability training is among the lowest, which seems particularly surprising for recruits, because some Supreme Court rulings have increased local governments' potential for liability. *Monel v. New York City Department of Social Services* is a landmark case affecting all police departments in the United States. In effect, the decision stipulates that government agencies can be held liable for their agents' (police officers') civil rights violations if plaintiffs can demonstrate that their constitutional rights were violated by official custom or practice. In spite of this ruling, fewer average training hours are devoted to civil liability issues than to any other type of training except managing stress and dealing with mentally and emotionally disturbed individuals.

Predictably, for all types of training, recruits receive more average hours of training than entry-level officers. Officers above entry level receive the least training. The exceptions are in supervisory management and stress management, where entry-level officers receive slightly fewer average hours of training than do the officers above entry level.

INCENTIVES FOR HIGHER EDUCATION

Although survey results indicate that most departments do not require officers to have a college degree to be promoted (Figure 7), police departments clearly value higher education. Approximately 60% of responding municipalities offer tuition reimbursement programs or loans, and salary differential for higher education is the next most frequently used incentive (47.9%).

MANDATORY RETIREMENT AGE

The majority (60.9%) of police depart-

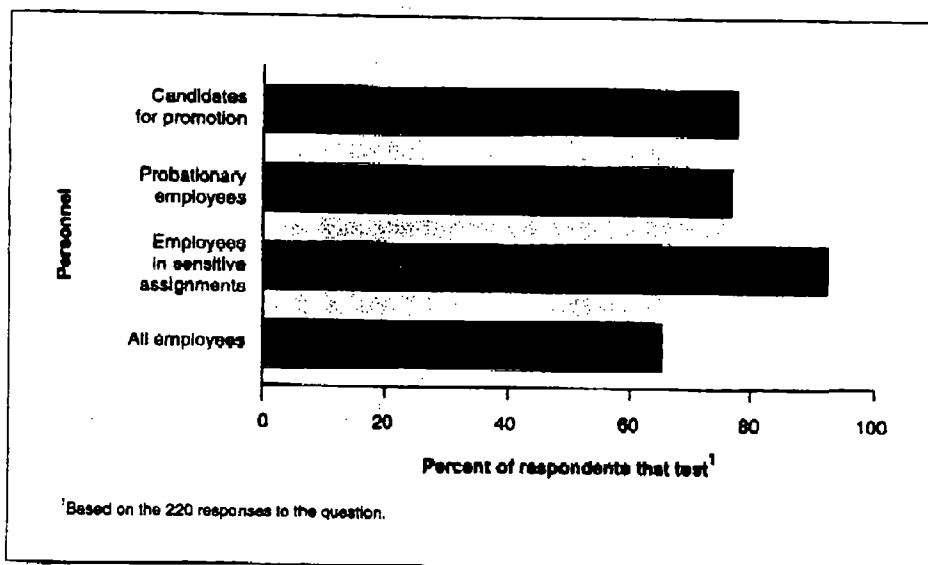


Figure 4 Personnel Who Are Tested for Substance Abuse

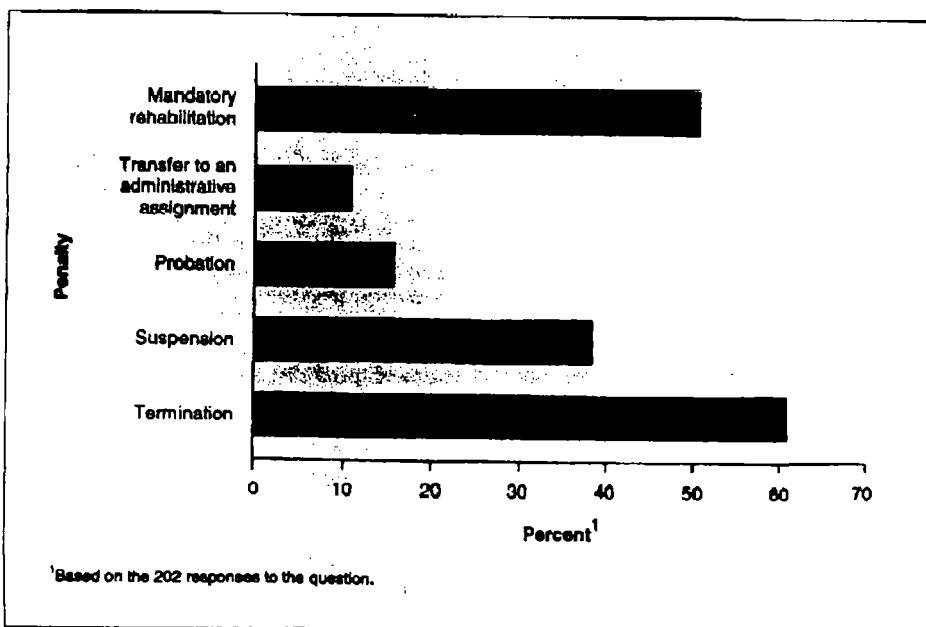


Figure 5 Penalties Imposed on Employees Who Fail a Substance Abuse Test

Women have made strides in gaining entry into police work, but the representation of blacks, Hispanics, and other minorities is comparatively minimal.

age for members of the police force (not shown). With the exception of the three cities reporting that have populations over 1 million, the distribution of percentages among population groups reflects the overall trend of 60% with no policy and 40% with a mandatory retirement age. None of the cities over 1 million have a mandatory retirement age.

Among the geographic divisions, interesting differences emerge. In the New England and Mid-Atlantic divisions, the majority of responding jurisdictions have mandatory retirement policies (61.9% and 61.4%, respectively). In the Mountain and West South Central divisions, a sizable majority of respondents have no such policy (84% and 81%, respectively).

COMPUTER USE

Advances in computer technology have been particularly beneficial to police personnel. Police departments use computers for dispatching activities (70.8%) and for employee records (62.6%).

Payroll is computerized in 61% of the responding jurisdictions, but job scheduling is computerized in only 35% of the jurisdictions reporting.

CONCLUSION

Policing in the United States is continuously faced with new challenges. Police often become involved in helping citizens solve neighborhood problems before criminal activity takes place. Officers face sophisticated weaponry and a drug trade that is at an all-time high. The large proportion of homeless in some cities results in complaints from citizens and higher rates of violation of some city ordinances. Police need advanced technology to speed up criminal investigations, but the recession placed fiscal constraints on police departments. The results of the 1990 survey reflect the impact of some of these changes.

Police officers receive training in weaponry but also in conflict resolution

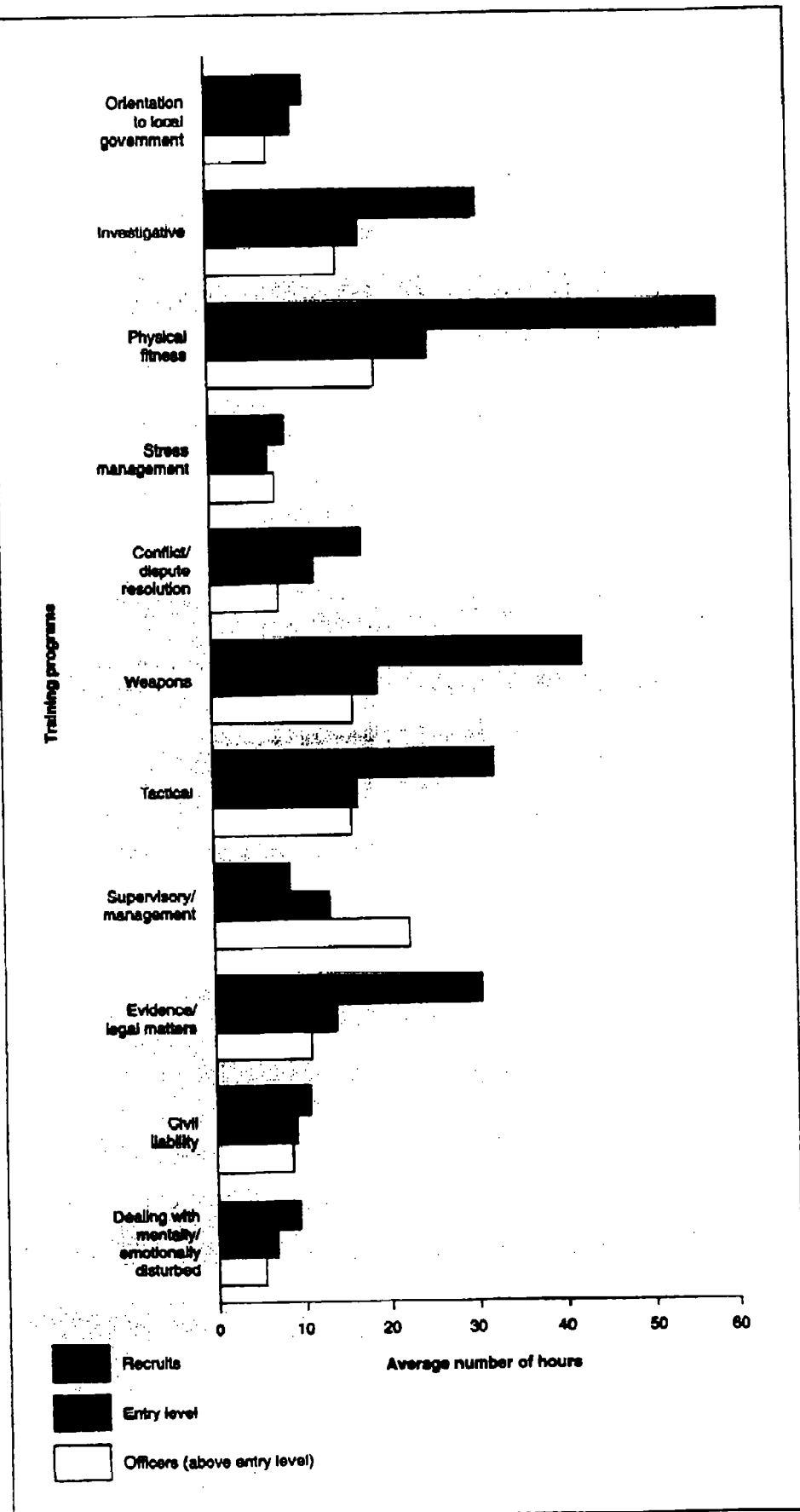


Figure 6 Average Number of Hours in Training

10 BASELINE DATA REPORT

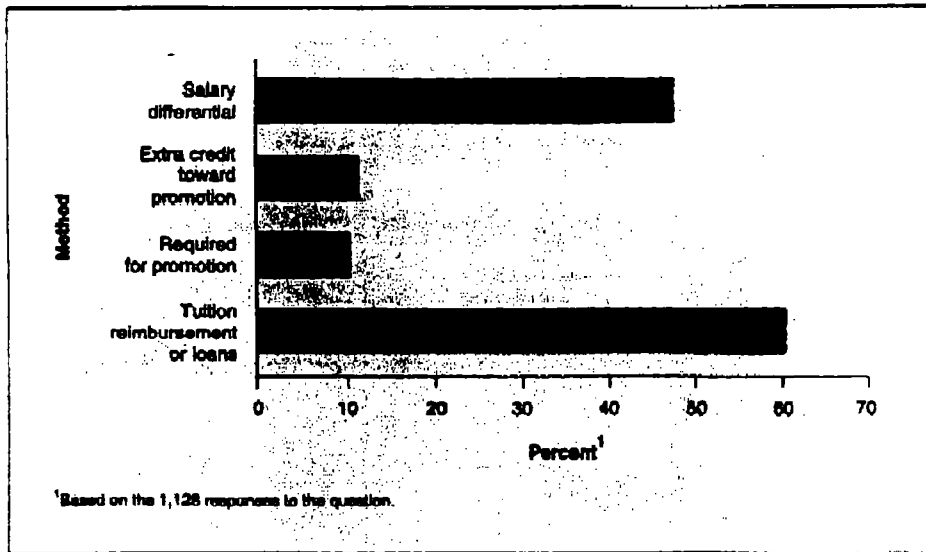


Figure 7 *Methods Used to Encourage Higher Education*

and in dealing with emotionally disturbed people. Many police departments are screening police personnel for substance abuse, and virtually every police department has a probationary period for new employees.

Not much progress has been made in increasing the percentage of minorities in police forces across the United States. Women have made strides in gaining entry into the profession, but the representation of blacks, Hispanics,

and other minorities is comparatively minimal. As the proportion of white males in the work force decreases in relation to other racial and ethnic groups, it will be important to ensure that the potential for a successful police department is not diminished through failure to reflect that growing diversity.

Police officers make a valuable contribution to society. They can serve as role models, as safety consultants to businesses and residents, and as problem solvers. But unless citizens see police officers as demographically representative of the community, the job of policing will be more difficult.

¹ The 1982 data are reported in James J. Fyfe, *Police Personnel Practices* 15:1 (Washington, D.C.: International City Management Association, 1983).

² Earl Babbie, *The Practice of Social Science Research*, 5th ed. (Belmont, Calif.: Wadsworth Publishing Co., 1989), 62.

³ See symposium entitled "Coproduction: New Hope for Cities?", ed. Stephen L. Percy, *Urban Affairs Quarterly* 19:4 (June 1984).



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MICROFICHE LOCATOR CODE: NewsBank 1990 LAW 123:G13

SOURCE: (New Orleans, Louisiana) Times-Picayune

DATE: November 3, 1990

ABSTRACT: Mayor Sidney Barthelemy recommends raising property taxes to fund the hiring of 200 police officers.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 GOV 97:D6

SOURCE: San Francisco (California) Examiner

DATE: October 30, 1990

ABSTRACT: San Francisco's Board of Supervisors refuses to boost property transfer taxes to pay for affordable housing and an increase in the police force.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1993 GOV 7:F6

SOURCE: Des Moines (Iowa) Register

DATE: January 16, 1993

ABSTRACT: Tax-exempt institutions bristle at the City Council's recommendation that they pay for police and fire protection to help eliminate the budget shortfall.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1993 GOV 19:F3

SOURCE: Anchorage (Alaska) Daily News

DATE: January 10, 1993

ABSTRACT: Residents of Wasilla, Alaska express dissatisfaction with the establishment of a city sales tax levied to fund a new police force.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1992 GOV 89:D6

SOURCE: (Baltimore, Maryland) Sun

DATE: December 8, 1992

ABSTRACT: Baltimore's mayor abandons plans for a piggyback tax to pay for additional city police and firefighters and proposes service cuts to help balance the budget.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1991 GOV 56:G14

SOURCE: (Little Rock) Arkansas Gazette

DATE: May 12, 1991

ABSTRACT: Those promoting a penny sales tax for North Little Rock

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1991 GOV 42:F9

SOURCE: Cincinnati (Ohio) Enquirer

DATE: March 26, 1991

ABSTRACT: At a town meeting called to discuss community and police issues, Councilman Yates suggests that an increase in the earnings tax may be necessary to fund 40 additional patrolmen.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1991 GOV 9:C12

SOURCE: Billings (Montana) Gazette

DATE: January 13, 1991

ABSTRACT: Billings voters will be asked to support an increase in the property tax limit in order to avert cuts in the police and fire departments.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 LAW 137:F5

SOURCE: New York (New York) Post

DATE: December 20, 1990

ABSTRACT: Mayor Dinkins agrees to allow the state Legislature to review deployment of police in return for taxes to pay for them.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1993 GOV 19:D13

SOURCE: Chicago (Illinois) Sun Times

DATE: January 26, 1993

ABSTRACT: Mayor Daley is calling for a new 1993 property tax increase in the city in order to give police officers a pay raise.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 LAW 52:A3

SOURCE: Salt Lake City (Utah) Tribune

DATE: May 2, 1990

ABSTRACT: Mayor Palmer DePaulis recommends raising property taxes to fund the hiring of 46 police officers.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 GOV 36:E12

SOURCE: Charlotte (North Carolina) Observer

DATE: April 22, 1990

ABSTRACT: A Charlotte poll indicates that three of four people would agree to higher taxes for more police, higher teacher salaries or more jails and parks, but not for land for a stadium.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 GOV 36:G2

SOURCE: Detroit (Michigan) News

DATE: April 6, 1990

ABSTRACT: If Detroit has to stop collecting its utility tax, it may go bankrupt and be forced to cut such basic services as police protection.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 LAW 26:A3

SOURCE: Charlotte (North Carolina) Observer

DATE: March 13, 1990

ABSTRACT: Charlotte police want \$2.5 million to fund their battle on drugs, and increased property taxes may provide the financing.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 GOV 89:E6

SOURCE: (Baltimore, Maryland) The Evening Sun

DATE: October 15, 1990

ABSTRACT: Schools are the hardest hit by property tax caps, but police, fire departments and other programs feel the effects too.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 GOV 80:E2

SOURCE: Boston (Massachusetts) Globe

DATE: September 26, 1990

ABSTRACT: Study shows that Citizens for Limited Taxation initiative will result in \$435 million loss in local aid if passed, resulting in cuts in schools, police, fire and public works.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 LAW 87:G3

SOURCE: The Vindicator (Youngstown, Ohio)

DATE: August 21, 1990

ABSTRACT: Three members of the Youngstown City Council give support to a proposal to increase income taxes to fund police force expansion.

NewsBank Reference Service PLUS -- Short Print

MICROFICHE LOCATOR CODE: NewsBank 1990 GOV 62:F8

NewsBank 1990 LAW 74:B5

SOURCE: (Jefferson City, Missouri) Post-Tribune

DATE: June 12, 1990

ABSTRACT: Three Missouri counties are set to vote on the financing of 911 emergency systems following legislation passed at the state level. Residents of Cole, Callaway and other Missouri counties can now vote on tax proposals to finance