



## Bureau of Justice Statistics Bulletin

# Profile of State and Local Law Enforcement Agencies, 1987

During fiscal year 1987 there were about 15,000 State and local general purpose law enforcement agencies operating in the United States. These agencies included almost 12,000 local police agencies and about 3,000 sheriffs' agencies (table 1). This report is the first in the Bureau of Justice Statistics (BJS) program on Law Enforcement Management and Administrative Statistics (LEMAS). It presents information based on a nationally representative sample of these local law enforcement agencies. Data from the primary State police agency in each of 49 States are also presented. (Hawaii does not have a State police agency.)

### Major findings include:

- Local police agencies, sheriffs' agencies, and State police agencies collectively employed 757,508 persons during fiscal year 1987 (including 555,364 sworn officers) and had operating and capital expenses totaling more than \$28 billion.
- About 24% of local police employees were civilians. The percentage of civilian employees in sheriffs' agencies and State police agencies was even higher, about 32% in each.
- An estimated 12.5% of the sworn employees in sheriffs' agencies were female, compared to 7.6% in local police agencies and 4.2% in State police agencies.
- Sworn personnel in local police agencies were 85.4% white (non-Hispanic), 9.3% black, and 4.5% Hispanic; for sheriffs' agencies, the proportions were 86.6% white, 8.3% black, and 4.3% Hispanic; for State police, 88.7% white, 6.5% black, and 3.8% Hispanic.

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This Bulletin presents findings from BJS's first Law Enforcement Management and Administrative Statistics Survey. Though there have been other efforts to collect information on law enforcement agencies in the United States, this is the first to provide detailed, nationally representative data on a wide range of variables. These include the size of the populations served by the typical police or sheriffs' department, their levels of employment and spending, their various functions, average salary levels for uniformed officers, and other matters relating to management and personnel. The LEMAS survey will be repeated in 1990 and every 3 years thereafter.

The Bureau gratefully acknowledges the effort of the former Director, Steven R. Schlesinger, in initiating the development of this data series. We also recognize the cooperation of all the law enforcement officials across the country whose participation in the LEMAS survey made this report possible. As we continue our work together on future surveys, both the public and policymakers will benefit from the knowledge gained.

Joseph M. Bessette  
Acting Director

police agencies and about 6% of sheriffs' departments required at least some college education.

- Thirteen of the almost 12,000 local police agencies in the Nation served populations of 1 million or more, but the great majority (89%) served jurisdictions with populations under 25,000.
- Thirty-four local police agencies employed over 1,000 sworn officers each during fiscal year 1987, but more than half had fewer than 10 sworn officers and 987 employed just 1 full-time sworn officer.
- Twelve sheriffs' agencies employed over 1,000 sworn officers each, and 27 sheriffs' agencies served populations of 1 million or more.
- The main State police agency in each State had an average of 1,031 full-time sworn employees, ranging in size from slightly over 100 to nearly 6,000, and had average expenditure of over \$65 million.
- Two-thirds of local police agencies authorize collective bargaining by employees.
- Approximately 88% of sworn officers in large local police agencies worked in field operations, 6% in technical support, and 5% in administration.
- The average starting salary for an entry-level officer in local police departments ranged from \$13,768 in jurisdictions under 2,500 people to \$22,930 in jurisdictions with populations of 1 million or more. Average starting salaries for sergeants ranged from \$17,464 in the smallest jurisdictions to \$35,273 in the largest. Police chiefs in cities

Table 1. General purpose law enforcement agencies in the United States, 1987

Type of agency	Number of agencies*	Number of employees			Expenditure, fiscal year 1987		
		Total	Sworn	Civilian	Total	Operating	Capital
<b>Number</b>							
Total	15,118	757,508	555,364	202,144	\$28,071,083,000	\$26,334,448,000	\$1,736,635,000
Local police	11,989	493,930	376,023	117,907	\$18,011,294,000	\$17,161,377,000	\$849,917,000
Sheriff	3,080	189,234	128,728	60,506	6,857,771,000	6,200,172,000	657,599,000
State police	49	74,344	50,613	23,731	3,202,018,000	2,972,899,000	229,119,000
<b>Percent</b>							
Total	100.0%	100%	73.3%	26.7%	100%	93.8%	6.2%
Local police	79.3%	100%	76.1%	23.9%	100%	95.3%	4.7%
Sheriff	20.4	100	68.0	32.0	100	90.4	9.6
State police	.3	100	68.1	31.9	100	93.8	6.2

Note: BJS also publishes police protection expenditure and employment data as part of its ongoing criminal justice expenditure and employment survey using a different methodology (see Methodology). Table includes both full-time and part-time employees. State police data are based on the 49 main State police agencies; Hawaii does not have a State police agency.  
\*The number of agencies reported here is the result of a weighted sample and not an exact enumeration.

with a population of 1 million or more had an average starting salary of \$72,821 and an average maximum salary of \$87,048.

### The LEMAS survey

The LEMAS survey for fiscal year 1987 was based upon a sample of 3,054 law enforcement agencies in the United States. All State police agencies, all local agencies with 135 or more employees, and a sample of smaller agencies were asked to respond to the survey. The response rate was over 95%. The data presented in this report are estimates based on this sample. (See Methodology for further details.)

### Local police agencies

Local police agencies operating in the United States during 1987 were diverse in size, in terms of both the number of sworn officers and the size of the population served. Overall, 91% of the approximately 12,000 agencies employed fewer than 50 sworn officers (table 2). While 987 agencies employed only 1 full-time sworn officer each, 34 of them employed more than 1,000 sworn officers. A similar pattern was found

Table 2. Local police agencies, by number of full-time sworn personnel, 1987

Number of sworn personnel	Agencies	
	Number*	Percent
Total	11,989	100.0%
1,000 or more	34	.3%
500-999	32	.3
250-499	77	.6
100-249	321	2.7
50-99	599	5.0
25-49	1,446	12.1
10-24	3,171	26.5
5-9	2,872	24.0
2-4	2,450	20.4
1	987	8.2

\*See asterisk note, table 1. Detail may not add to total because of rounding.

regarding the size of the population served. Most agencies (89.0%) were serving a population of less than 25,000 during 1987; however, 13 agencies (.1%) served populations of 1 million or more.

Although most local police agencies served a population of under 25,000, half of all full-time sworn officers were employed by an agency serving a population of at least 100,000 (table 3). About 1 in 5 sworn officers worked for an agency that served a population of 1 million or more.

The large range in size of local police agencies is most evident in terms of expenditure. Those agencies serving populations of under 2,500 residents required only about \$72,000 for operating expenses during fiscal year 1987 (table 4). In contrast, agencies serving a population of 1 million or more had an average operating expenditure of \$333,510,000. The overall average of \$1,432,600 for operating expenditure reflects the fact that most local police agencies are relatively small.

Salaries and wages accounted for 6 of every 7 dollars spent by local police agencies in 1987. Thus, most of the difference in expenditure for agencies serving different population sizes is owing to differences in the number of employees. The average police agency serving a population of 1 million or more had over 7,000 full-time employees, compared to only 2 full-time employees for agencies serving fewer than 2,500 persons (table 5).

About two-thirds of the employees in large local police agencies (those with 135 or more sworn officers) were sworn officers working in the area of field operations (table 6). This included police officers, detectives, inspectors, supervisors, and other personnel

Table 3. Local police agencies and sworn personnel, by size of population served, 1987

Population served	Agencies		Sworn personnel	
	Number*	Percent	Number	Percent
All sizes	11,989	100.0%	355,290	100.0%
1,000,000 or more	13	.1%	76,626	21.6%
500,000-999,999	29	.2	32,530	9.2
250,000-499,999	42	.4	29,031	8.2
100,000-249,999	138	1.1	35,717	10.1
50,000-99,999	363	3.0	40,395	11.4
25,000-49,999	708	5.9	39,760	11.2
10,000-24,999	1,920	16.0	50,171	14.1
2,500-9,999	4,110	34.3	39,398	11.1
Under 2,500	4,666	38.9	11,662	3.3

Note: Only full-time sworn personnel are included. Detail may not add to total because of rounding.  
\*See asterisk note, table 1.

Table 4. Average operating and capital expenditure for local police agencies, 1987

Population served	Average expenditure, fiscal year 1987		
	Total	Operating	Capital
All sizes	\$1,508,000	\$1,432,600	\$71,100
1,000,000 or more	\$339,229,600	\$333,510,300	\$5,719,200
500,000-999,999	60,434,800	58,299,400	2,135,400
250,000-499,999	42,582,600	40,732,100	1,850,400
100,000-249,999	14,214,000	13,644,400	569,600
50,000-99,999	5,607,700	5,291,200	316,400
25,000-49,999	2,783,300	2,586,800	196,500
10,000-24,999	1,107,300	1,022,700	84,700
2,500-9,999	375,100	347,000	28,000
Under 2,500	77,100	72,000	5,200

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

Table 5. Average number of employees in local police agencies, 1987

Population served	Average number of employees			
	Full-time		Part-time	
	Sworn	Civilian	Sworn	Civilian
All sizes	30	8	2	2
1,000,000 or more	5,894	1,595	27	270
500,000-999,999	1,122	283	5	55
250,000-499,999	691	218	—	40
100,000-249,999	259	73	1	23
50,000-99,999	111	30	1	10
25,000-49,999	56	14	2	4
10,000-24,999	26	6	2	2
2,500-9,999	10	2	2	1
Under 2,500	2	—	2	—
--Less than .5.				

Table 6. Job classification of full-time personnel in large local police agencies, 1987

Job classification	Percent of all full-time employees		
	Total	Sworn	Civilian
Total	100.0%	78.3%	21.7%
Field operations	73.4%	68.7%	4.8%
Technical support	16.6	4.6	12.0
Administration	7.0	4.1	2.9
Jail operations	1.5	.7	.8
Court operations	.3	.2	.1
Other	1.2	.1	1.2
Note: Table excludes agencies with fewer than 135 sworn personnel. Detail may not add to total because of rounding.			

Table 7. Characteristics of sworn personnel in local police agencies, 1987

Population served	Percent of sworn employees who are:								
	Total	White		Black		Hispanic		Other	
		Male	Female	Male	Female	Male	Female	Male	Female
All sizes	100%	79.9%	5.5%	7.7%	1.6%	4.1%	.4%	.7%	.1%
1,000,000 or more	100%	69.5%	6.0%	12.2%	3.5%	7.1%	1.1%	.6%	.1%
500,000-999,999	100	69.8	5.1	14.9	3.8	4.9	.4	1.0	.1
250,000-499,999	100	71.7	6.1	11.2	2.4	7.0	.5	1.0	.1
100,000-249,999	100	78.7	5.7	8.7	1.5	3.9	.3	1.1	.1
50,000-99,999	100	84.0	4.8	5.5	.7	4.1	.2	.7	0
25,000-49,999	100	87.5	5.1	4.2	.5	1.8	.1	.8	0
10,000-24,999	100	87.8	4.8	3.5	.3	2.8	.3	.5	0
2,500-9,999	100	87.2	6.1	3.5	.5	2.1	.1	.5	.1
Under 2,500	100	88.3	5.7	4.2	.3	1.0	.1	.3	0
Note: Includes both full-time and part-time employees. Breakdown of blacks and whites does not include Hispanics. "Other" includes				American Indians, Alaska Natives, Asians, and Pacific Islanders. Detail may not add to total because of rounding.					

involved in patrol, investigations, traffic enforcement, and special operations. Altogether 88% of the sworn officers worked in field operations, 6% in technical support, and 5% in administration.

Approximately a fifth of full-time employees in large local police agencies were civilians in 1987. About 55% of them worked in the area of technical support, including duties related to dispatching, records, data processing, communications, fleet management, and training. Another 22% were employed to assist in certain aspects of field operations as well. These employees perform important duties such as collecting information in nonemergency crime situations and providing followup contact to victims. This allows sworn officers to spend more of their time patrolling and investigating crimes.

About four-fifths of sworn employees in local police agencies were white (non-Hispanic) males (table 7). This proportion varied according to population size, with agencies in larger jurisdictions being less predominantly white and male than smaller agencies. Overall, 9.3% of sworn employees were black, and 4.5% were Hispanic. Females were 7.6% of sworn employees in local police agencies.

Salaries of law enforcement employees were higher for those working for agencies serving larger populations (table 8). Overall, the starting salary for a beginning police officer averaged \$16,833; however, it averaged \$22,930 in jurisdictions with populations of more than 1 million compared with \$13,768 for agencies serving a population of less than 2,500. These numbers have not been adjusted for the difference in the cost of living that typically exists between large cities and small towns.

Table 8. Average annual salary ranges for selected positions in local police agencies, 1987

Population served	Average annual salary range for:			
	Entry-level officer	Senior patrol officer	Sergeant	Chief or equivalent
All sizes	\$16,833 - \$17,990	\$19,697 - \$21,672	\$22,696 - \$24,802	\$26,623 - \$29,003
1,000,000 or more	\$22,930 - \$25,414	\$29,843 - \$33,008	\$35,273 - \$39,613	\$72,821 - \$87,044
500,000-999,999	21,330 - 24,957	25,054 - 30,665	29,735 - 35,002	58,083 - 67,194
250,000-499,999	20,853 - 24,814	24,426 - 29,332	28,676 - 34,178	53,895 - 64,816
100,000-249,999	20,962 - 24,291	24,927 - 29,543	29,395 - 34,435	49,863 - 59,682
50,000-99,999	20,545 - 22,727	25,478 - 27,975	28,373 - 31,938	44,095 - 50,757
25,000-49,999	20,290 - 22,048	24,318 - 27,083	28,023 - 31,089	39,532 - 45,147
10,000-24,999	18,603 - 20,078	21,600 - 24,224	24,608 - 27,251	33,252 - 36,986
2,500-9,999	16,606 - 17,706	19,106 - 20,735	21,239 - 22,867	25,980 - 27,909
Under 2,500	13,768 - 14,214	15,348 - 16,591	17,464 - 18,455	18,503 - 19,242
Note: The first figure in a range is the average starting salary, and the second is the average top salary for that position.				

Table 9. Special functions of local police agencies, 1987

Population served	Percent of all agencies that reported having primary responsibility for:								
	Animal control	Emergency medical services	Court security	Civil defense	Civil process-serving	Jail operations	Training academy operation	Laboratory testing for drugs	Ballistics work
All sizes	49.9%	25.3%	21.8%	21.1%	17.7%	12.4%	6.5%	4.3%	2.2%
1,000,000 or more	0	30.6%	7.6%	30.8%	7.6%	15.4%	84.7%	76.9%	76.9%
500,000-999,999	6.9	20.6	10.4	20.6	6.9	10.4	82.8	48.2	55.2
250,000-499,999	16.7	9.5	11.9	14.3	7.1	23.8	85.7	45.3	47.6
100,000-249,999	28.6	17.6	19.1	14.2	8.1	33.0	49.9	16.9	13.9
50,000-99,999	50.0	27.1	33.7	28.6	9.3	25.5	25.7	17.1	3.5
25,000-49,999	51.2	26.4	27.8	21.5	9.2	25.6	9.8	9.6	.8
10,000-24,999	54.2	27.9	24.6	23.0	11.7	20.8	6.9	4.2	2.1
2,500-9,999	55.2	27.4	23.1	21.5	16.3	12.5	5.2	3.0	1.0
Under 2,500	44.7	22.4	17.9	19.6	23.9	5.1	2.8	2.5	2.1

Note: Special functions are those functions that go beyond such traditional law enforcement functions as traffic enforcement, accident investigation, crime investigation, patrol, fingerprinting, and communications.

Consistent with the finding that most local police employees in the United States are involved in traditional police work (field operations), more than 90% of the agencies reported having primary responsibility for patrol, traffic enforcement, accident investigation, crime investigation, fingerprinting, and communications. About half of all agencies also reported being responsible for animal control, and about a fourth had primary responsibility for emergency medical services in their communities (table 9). Few agencies in large jurisdictions were responsible for animal control, but most of these agencies did report responsibilities such as training academy operation, laboratory testing of substances, and ballistics work.

Table 10. Local police agency participation in 911 emergency telephone system, 1987

Population served	Percent of agencies with 911 service
All sizes	31.7%
1,000,000 or more	76.8%
500,000-999,999	72.3
250,000-499,999	88.1
100,000-249,999	79.5
50,000-99,999	56.4
25,000-49,999	48.1
10,000-24,999	40.3
2,500-9,999	33.3
Under 2,500	20.0

The level of participation in 911 emergency telephone systems by local police agencies varied greatly according to the size of the population served. A majority of agencies serving jurisdictions of 50,000 or more in population had 911 service; however, relatively few of the smaller agencies had access to a 911 network (table 10). It should be noted that this does not necessarily mean that the citizens served by these agencies do not have any 911 service, because it might be available through another source.

About 85% of the agencies serving a population of 1 million or more reported the operation of a temporary holding or lockup facility for arrested persons (table 11). Three-fourths of these agencies were operating more than 1 lockup, with several operating 10 or more lockups. Lockups were in operation in about 20% of the agencies serving a population of less than 10,000.

Nearly all of the responding agencies with 135 or more sworn personnel reported the use of computers. Most (84.8%) reported they had either exclusive or shared use of a mainframe (table 12). Personal computers were used by about four-fifths of the agencies, and minicomputers were used by about half.

Information collected on educational requirements in the larger agencies revealed that 99.7% required new officer recruits to have at least a high school diploma, with about 10% requiring from 1 to 2 years of college.

Two-thirds of the agencies with 135 or more sworn employees reported that they had authorized collective bargaining for their employees.

#### Sheriffs' agencies

Most sheriffs' agencies are local law enforcement agencies organized at the county level, usually exercising their functions within unincorporated areas and operating the county jail. The number of sheriffs' agencies nationwide was about a fourth of the number of local police agencies. Overall, sheriffs' agencies employed about a third as many full-time sworn employees as local police agencies. The size of sheriffs' agencies nationwide followed a pattern similar to that of the local police; most (83.7%) employed fewer than 50 full-time sworn personnel while a small percent (0.4%) had 1,000 or

Table 11. Local police agencies operating lockup facilities, 1987

Population served	Percent of agencies with lockup(s)		
	Total	One lockup	More than one lockup
All sizes	28.6%	25.5%	3.1%
1,000,000 or more	84.6%	23.1%	61.5%
500,000-999,999	65.4	24.2	41.2
250,000-499,999	42.9	21.4	21.4
100,000-249,999	32.5	28.1	4.4
50,000-99,999	54.8	45.3	9.5
25,000-49,999	57.8	51.5	6.2
10,000-24,999	52.7	46.2	6.4
2,500-9,999	31.0	29.0	2.0
Under 2,500	9.5	8.4	1.1

Note: Includes all temporary holding or lockup facilities that are physically separate from a jail. Detail may not add to total because of rounding.

Table 12. Selected characteristics of large local police agencies, 1987

Characteristic	Percent of agencies
Type of computer used	
Mainframe	84.8%
Personal	78.7
Minicomputer	51.3
Educational requirements for new recruits	
High school diploma	89.9%
Some college*	9.5
Bachelor's degree	.3
No requirement	.3
Authorization of employee collective bargaining	67.2%

Note: Table excludes agencies with fewer than 135 sworn personnel.  
\*Amounts reported ranged from 1 to 2 years.

Table 13. Sheriffs' agencies, by number of full-time sworn personnel, 1987

Number of sworn personnel	Agencies	
	Number*	Percent
Total	3,080	100.0%
1,000 or more	12	.4%
500-999	19	.6
250-499	51	1.7
100-249	151	4.9
50-99	268	8.7
25-49	507	16.4
10-24	1,038	33.7
5-9	732	23.8
2-4	302	9.8
1	0	0

\*See asterisk note, table 1.

more sworn employees (table 13). Although most sheriffs' agencies (86%) served populations of less than 100,000, almost two-thirds of the sworn employees employed by sheriffs' agencies worked in agencies serving populations of 100,000 or more (table 14).

Some differences between sheriffs' agencies and local police agencies were found at the smallest size levels. There were no sheriffs' agencies employing only one full-time sworn officer (compared with 987 local police agencies), and very few sheriffs' agencies served populations of less than 2,500. For this reason, this report has consolidated all sheriffs' agencies serving populations of less than 10,000 into a single category.

The average annual operating expenditure for sheriffs' agencies during fiscal year 1987 was \$2,012,900 (table 15). However, the amounts reported by agencies varied greatly. Those serving a population of 1 million or more spent an average of almost \$61,000,000, while those serving a population of under 10,000 spent an average of \$296,000.

Sheriffs' agencies nationwide employed an average of 40 full-time sworn employees and 18 full-time civilian employees (table 16). Those agencies serving 1 million or more persons had an average of 1,199 full-time employees, while the smallest jurisdictions were served by agencies with an average of 11 full-time employees.

Most employees in sheriffs' agencies with 135 or more sworn officers were working in the areas of field operations and jail operations (table 17). However, the percentage involved in field operations (37.3%) was only half that reported by local police agencies. This difference is due partly to the fact that sheriffs' agencies, in contrast to local police agencies, are generally responsible for the operation of local jails; an estimated 36.4% of the employees of sheriffs' agencies were working in positions related to jail operation.

Table 14. Sheriffs' agencies and sworn personnel, by size of population served, 1987

Population served	Agencies		Sworn personnel	
	Number*	Percent	Number	Percent
All sizes	3,080	100.0%	122,544	100.0%
1,000,000 or more	27	.9%	20,354	16.6%
500,000-999,999	60	1.9	21,223	17.3
250,000-499,999	96	3.1	16,737	13.7
100,000-249,999	247	8.0	19,227	15.8
50,000-99,999	390	12.7	15,530	12.7
25,000-49,999	615	20.0	13,571	11.1
10,000-24,999	946	30.7	10,264	8.4
Under 10,000	699	22.7	5,538	4.5

Note: Only full-time sworn personnel are included. Detail may not add to total because of rounding.

\*See asterisk note, table 1.

Table 15. Average operating and capital expenditure for sheriffs' agencies, 1987

Population served	Average expenditure, fiscal year 1987		
	Total	Operating	Capital
All sizes	\$2,226,400	\$2,012,900	\$213,500
1,000,000 or more	\$66,922,100	\$60,942,200	\$5,979,900
500,000-999,999	22,907,800	20,516,300	2,391,500
250,000-499,999	9,747,400	8,851,200	896,200
100,000-249,999	3,897,900	3,540,300	357,700
50,000-99,999	1,659,600	1,525,000	134,600
25,000-49,999	840,400	743,500	96,900
10,000-24,999	428,000	375,600	52,400
Under 10,000	321,800	296,000	25,800

Table 16. Average number of employees in sheriffs' agencies, 1987

Population served	Average number of employees			
	Full-time		Part-time	
	Sworn	Civilian	Sworn	Civilian
All sizes	40	18	2	2
1,000,000 or more	761	438	4	18
500,000-999,999	354	164	7	22
250,000-499,999	174	80	5	7
100,000-249,999	78	35	3	3
50,000-99,999	40	14	3	2
25,000-49,999	22	7	3	1
10,000-24,999	11	5	1	1
Under 10,000	8	3	1	1

Table 17. Job classification of full-time personnel in large sheriffs' agencies, 1987

Job classification	Percent of all full-time employees		
	Total	Sworn	Civilian
Total	100.0%	68.9%	31.1%
Field operations	37.3%	35.0%	2.2%
Jail operations	36.4	21.7	14.7
Technical support	12.6	2.3	10.3
Court operations	7.5	0.3	1.2
Administration	5.8	3.4	2.5
Other	.4	.1	.3

Note: Table excludes agencies with fewer than 135 sworn personnel. Detail may not add to total because of rounding.

The proportion of civilians among full-time employees in large sheriffs' agencies (31.1%) was somewhat higher than in local police agencies. This difference may also be accounted for by the involvement of sheriffs' agencies in jail operations--about half of civilian employees in sheriffs' agencies were working in occupations related to jail

operations. A third of civilian employees in sheriffs' agencies were working in technical support positions including dispatchers, records clerks, and data processors.

As in local police agencies, more than three-fourths of the sworn employees in sheriffs' agencies were white (non-Hispanic) males (table 18). About 1 in 8 sworn employees in sheriffs' agencies were female, a somewhat higher figure than for local police. Representation of blacks (8.3%) and Hispanics (4.3%) among sworn employees in sheriffs' agencies was similar to that reported by local police agencies.

The average starting salary for entry-level officers in sheriffs' agencies was \$15,562 in 1987, ranging from \$22,697 in jurisdictions serving a population of 1,000 or more to \$14,411 in agencies serving under 10,000 persons (table 19). Again, adjustments for differences in cost of living between large and small jurisdictions have not been made.

Like local police agencies, most sheriffs' agencies reported they had primary responsibility for crime investigations, communications and dispatch, patrolling, traffic enforcement, and accident investigations. Sheriffs' agencies also performed various special functions (table 20). Most frequently mentioned were civil process-serving (97.1%), court security (93.3%), and jail operations (89.3%). Responsibility for animal control (46.2%) and civil defense (52.4%) was frequently mentioned by those agencies serving populations under 10,000. As was the case with local police agencies, the largest sheriffs' agencies frequently mentioned

training academy operation, laboratory testing of substances, and ballistics work as important responsibilities.

The percent of sheriffs' agencies participating in a 911 emergency telephone system ranged from 52.7% for agencies serving a population of 1 million or more to 15.7% for agencies serving a population of less than 10,000 (table 21). Overall, about 3 in 10 sheriffs' agencies were participating in such a system. Again, it is important to note that 911 service may have been available in many of these jurisdictions through another source.

Table 18. Characteristics of sworn personnel in sheriffs' agencies, 1987

Population served	Percent of sworn employees who are:								
	Total	White		Black		Hispanic		Other	
		Male	Female	Male	Female	Male	Female	Male	Female
All sizes	100%	76.5%	10.1%	6.4%	1.9%	3.8%	.5%	.7%	.1%
1,000,000 or more	100%	70.9%	9.5%	6.6%	2.4%	8.0%	1.0%	1.5%	.1%
500,000-999,999	100	74.0	8.7	7.9	2.4	4.8	1.2	.9	.1
250,000-499,999	100	75.8	10.3	6.5	2.4	3.9	.5	.6	0
100,000-249,999	100	77.2	9.9	7.3	2.2	2.6	.3	.5	.1
50,000-99,999	100	80.5	9.7	5.7	1.1	2.3	.3	.2	.1
25,000-49,999	100	80.4	10.8	6.4	1.7	.4	0	.3	0
10,000-24,999	100	77.8	10.7	5.3	1.0	3.7	.4	1.2	0
Under 10,000	100	80.3	14.8	1.7	.2	2.6	0	.2	.2

Note: Table includes both full-time and part-time employees. Breakdown of blacks and whites does not include Hispanics. "Other" includes American Indians, Alaska Natives, Asians, and Pacific Islanders. Detail may not add to 100% because of rounding.

Table 19. Average annual salary ranges for selected positions in sheriffs' agencies, 1987

Population served	Average annual salary range for:			
	Entry-level officer	Senior patrol officer	Sergeant	Chief or equivalent
All sizes	\$15,562 - \$16,582	\$17,307 - \$19,022	\$19,636 - \$21,410	\$29,220 - \$29,905
1,000,000 or more	\$22,697 - \$27,622	\$28,419 - \$33,229	\$33,769 - \$39,446	\$61,795 - \$64,424
500,000-999,999	19,557 - 23,722	24,138 - 28,088	26,937 - 32,298	49,012 - 52,576
250,000-499,999	16,239 - 21,525	21,676 - 25,897	25,012 - 29,496	45,767 - 47,468
100,000-249,999	16,583 - 19,043	19,936 - 23,234	22,733 - 26,450	37,955 - 39,501
50,000-99,999	15,766 - 17,100	18,142 - 20,378	20,707 - 23,374	31,855 - 32,866
25,000-49,999	16,565 - 17,397	17,331 - 18,801	19,337 - 20,640	28,951 - 29,367
10,000-24,999	14,582 - 15,119	15,782 - 16,817	18,269 - 19,155	26,601 - 27,037
Under 10,000	14,411 - 14,765	15,719 - 16,796	16,910 - 17,779	23,273 - 23,589

Note: The first figure in a range is the average starting salary, and the second is the average top salary for that position.

Table 20. Special functions of sheriffs' agencies, 1987

Population served	Percent of all agencies that reported having primary responsibility for:									
	Civil process-serving	Court security	Jail operations	Civil defense	Animal control	Emergency medical services	Training academy operation	Laboratory testing for drugs	Ballistics work	
All sizes	97.1%	93.3%	89.3%	32.3%	31.9%	21.6%	9.7%	7.4%	3.3%	
1,000,000 or more	78.0%	62.3%	71.0%	31.2%	8.9%	13.3%	57.7%	35.3%	35.3%	
500,000-999,999	97.9	93.8	79.6	12.3	4.2	12.2	48.6	20.1	24.2	
250,000-499,999	97.4	91.0	81.0	28.8	14.1	20.2	21.7	15.2	14.0	
100,000-249,999	93.4	95.8	81.7	22.4	17.0	13.6	17.0	14.2	6.3	
50,000-99,999	97.5	97.3	90.2	29.2	26.3	19.3	13.5	10.4	3.1	
25,000-49,999	96.4	96.4	91.2	24.5	29.9	16.3	10.5	5.2	.4	
10,000-24,999	99.5	92.1	91.2	28.1	33.1	25.2	6.7	4.6	1.3	
Under 10,000	96.4	90.5	89.9	52.4	46.2	26.9	1.7	5.6	3.1	

Note: Special functions are those functions that go beyond such traditional law enforcement functions as traffic enforcement, accident investigation, crime investigation, patrol, fingerprinting, and communications.



**Table 21. Participation of sheriffs' agencies in 911 emergency telephone system, 1987**

Population served	Percent of agencies with 911 service
All sizes	28.3%
1,000,000 or more	52.7%
500,000-999,999	47.6
250,000-499,999	43.2
100,000-249,999	43.4
50,000-99,999	41.7
25,000-49,999	28.2
10,000-24,999	24.9
Under 10,000	15.7

Perhaps owing to their greater responsibility for jail operations, sheriffs' agencies were much less likely than local police agencies to operate a temporary holding or lockup facility separate from a jail (table 22). Only 4.4% reported operating such a facility, although about 1 in 5 agencies serving a population of 250,000 or more had at least one lockup.

Information collected from the sheriffs' agencies with 135 or more sworn personnel also revealed that many were using mainframe (88.6%) and/or personal computers (87.7%) (table 23). Few large sheriffs' agencies (5.6%) required education beyond a high school diploma, while a majority (52.9%) did have collective bargaining for employees.

**Table 23. Selected characteristics of large sheriffs' agencies, 1987**

Characteristic	Percent of agencies
Type of computer used	
Mainframe	88.6%
Personal	87.7
Minicomputer	49.0
Educational requirements for new recruits	
High school diploma	91.9%
Some college*	5.6
Bachelor's degree	0
No requirement	2.4
Authorization of employee collective bargaining	52.9%

Note: Table excludes agencies with fewer than 135 sworn personnel.

\*Amounts reported ranged from 1 to 2 years.

**Table 22. Sheriffs' agencies operating lockup facilities, 1987**

Population served	Percent of agencies with lockup(s)		
	Total	One lockup	More than one lockup
All sizes	4.4%	3.7%	.7%
1,000,000 or more	13.0%	8.7%	4.3%
500,000-999,999	23.5	13.8	9.8
250,000-499,999	16.4	12.5	3.8
100,000-249,999	11.9	7.8	4.0
50,000-99,999	3.6	3.3	.3
25,000-49,999	.7	.7	0
10,000-24,999	.5	.5	0
Under 10,000	7.0	7.0	0

Note: Includes all temporary holding or lockup facilities that are physically separate

from a jail. Detail may not add to total because of rounding.

### State police

Although other State-level agencies with full police powers exist within the various States, the State police agencies described here are the 49 primary agencies that exist in each State except Hawaii. These agencies reported an average of \$65,347,300 in total expenditures for fiscal year 1987, \$60,671,400 for operations, and \$4,675,900 for capital spending. State police agencies ranged in size from 120 to 5,881 full-time sworn employees, with an average of 1,031 (table 24).

State police agencies reported that 31.3% of the full-time employees were civilians (table 25). Most of these civilian employees (72.7%) were working in the area of technical support, including occupations such as dispatching, record-keeping, data processing, and other positions related to communica-

tions, fleet management, and training. Most of the sworn officers employed by State police agencies (91%) were working in the area of field operations where they provided direct services related to traffic, patrol, investigations, and special operations.

The large majority of sworn personnel in State police agencies were white (non-Hispanic) males (85.1%) (table 26). Blacks represented 6.5% of sworn personnel in State police agencies, while 3.8% were Hispanic. The percent of females among sworn employees was 4.2%.

Average salaries in State police agencies were somewhat higher than the overall averages for local police agencies or sheriffs' agencies (table 27). However, salaries in State police agencies were generally less than in local police and sheriffs' agencies serving populations of 1 million or more.

**Table 24. Average number of employees in State police agencies, 1987**

	Average number of employees
Full-time	1,501
Sworn	1,031
Civilian	470
Part-time	16
Sworn	2
Civilian	14

**Table 25. Job classification of full-time personnel in State police agencies, 1987**

Job classification	Percent of all full-time employees		
	Total	Sworn	Civilian
Total	100.0%	68.7%	31.3%
Field operations	68.4%	62.8%	5.6%
Technical support	24.9	2.2	22.7
Administration	6.5	3.7	2.9
Other	.1	--	--

Note: Table excludes the North Dakota State Highway Patrol, which was not required to provide this information because it had fewer than 135 sworn personnel (see Methodology). Detail may not add to total because of rounding.

—Less than .05%.

**Table 26. Race and sex of sworn personnel in State police agencies, 1987**

	Percent of sworn employees		
	Total	Male	Female
Total	100.0%	95.8%	4.2%
White	88.7%	85.1%	3.6%
Black	6.5	6.1	.4
Hispanic	3.8	3.7	.2
Other	.9	.8	--

Note: Table includes both full-time and part-time employees. Breakdown of blacks and whites does not include Hispanics. "Other" includes American Indians, Alaska Natives, Asians, and Pacific Islanders. Detail may not add to total because of rounding.

—Less than .05%.

**Table 27. Average annual salary ranges for State police agencies, 1987**

Position	Salary range
Entry-level officer	\$19,458 - \$24,144
Senior patrol officer	22,067 - 28,977
Sergeant	26,557 - 34,926
Chief or equivalent	51,285 - 60,891

Note: The first figure in a range is the average starting salary, and the second is the average top salary for that position.

In addition to traffic enforcement, patrol, accident investigation, and other traditional law enforcement functions, many State police agencies were responsible for the operation of training academies (77.6%), ballistics work (49.0%), and laboratory testing of substances (46.9%) (table 28). About a third of the agencies had primary responsibilities relating to emergency medical services, and about a fourth had civil defense responsibilities. No State police agency reported the operation of a jail during 1987, and only one or two had responsibilities relating to court security, civil process-serving, or animal control.

Almost half were participating in a 911 emergency telephone system, while about an eighth were operating at least one lockup facility. Like other general purpose law enforcement agencies, most State police agencies used mainframes (91.8%) and personal computers (89.8%) during 1987.

One State police agency required a bachelor's degree for new recruits, but 45 of the 49 agencies required only a high school diploma. Authorization of collective bargaining was reported by about half of the State police agencies.

### Methodology

The Law Enforcement Management and Administrative Statistics (LEMAS) survey collected data from a nationally representative sample of the approximately 16,000 law enforcement agencies in the United States. This report focuses on three types of general purpose law enforcement agencies--State police, local police, and sheriffs' departments. County police as distinguished from sheriffs' departments are combined with municipal and township law enforcement agencies in the category of local police agencies. Included in the sample but not in this report were a group of special agencies including Texas constables, park police, transit police, airport police, housing police, and police in independent school districts. The data were collected by the Bureau of the Census for the Bureau of Justice Statistics. The sampling frame was the 1986 Directory Survey of Law Enforcement Agencies, a mail update of the law enforcement sector of a master list of all justice agencies in the United States. Each agency was asked to indicate what type of agency it was, its geographic jurisdiction, and its number of full-time and part-time employees for both sworn and nonsworn personnel.

Table 28. Selected characteristics of State police agencies, 1987

Characteristic	Percent of agencies
<b>Special functions</b>	
Training academy operation	77.6%
Ballistics work	49.0
Laboratory testing for drugs	46.9
Emergency medical services	34.7
Civil defense	24.5
Court security	4.1
Civil process-serving	2.0
Animal control	2.0
Jail operations	0
<b>Participation in 911 emergency phone system</b>	46.9%
<b>Operation of lockup facilities</b>	
No lockup	87.8%
Lockup	12.2
One lockup	2.0
More than one lockup	10.2
<b>Type of computer used</b>	
Mainframe	91.8%
Personal	89.8
Minicomputer	57.1
<b>Educational requirements for new recruits</b>	
High school diploma	89.8%
Some college*	8.2
Bachelor's degree	2.0
<b>Authorization of employee collective bargaining</b>	49.0%
Note: Special functions are those functions that go beyond such traditional law enforcement functions as traffic enforcement, accident investigation, crime investigation, patrol, fingerprinting, and communications. *Amounts reported ranged from 1 to 2 years.	

All State law enforcement agencies and city and township law enforcement agencies with 135 or more sworn employees were included in the survey with certainty. The remaining agencies were selected in a two-stage process. The first-stage units were counties, the same as those selected for the 1983 Survey of Local Jails. For that survey, all counties in the United States were divided into five strata based on the average daily inmate population of the jails in the county. The first stratum included all counties containing jails with average daily populations of 100 inmates or more; these counties were included with certainty. The other four strata, with decreasing average jail populations, were sampled at varying intervals. A sixth stratum was added for the LEMAS survey to represent those States with combined jail/prison systems, which were not included in the 1983 Survey of Local Jails. All counties in these States were included with certainty. All county-level law enforcement agencies in the counties selected for the sample were included in the survey.

The second-stage units were municipal and township law enforcement agencies. A sample of these agencies was selected from within the six strata based on the number of sworn employees in the agency. During the course of data collection, the sampling frame was found to be deficient in Texas because a number of constable offices had not been included. A systematic sample of a fourth of these offices was added to the survey. In all, 3,054 law enforcement agencies were included in the sample. The final weight assigned to each case was the inverse of its probability of selection.

In the case of sheriffs' agencies, an additional adjustment was required because the sample did not represent small counties which did not operate a jail in those States which had separate jail systems. This adjustment used counts from the Directory Survey file for sheriffs' agencies by various size classes of population served. Thus, the number of sheriffs' agencies in this report may not correspond exactly to the totals found in other publications. Also, the total number of agencies is the result of the weighted sample and not an exact count of all agencies nationwide.

Two questionnaires were developed for the survey. All agencies were asked to respond to a common set of questions on operations, equipment, personnel, expenditure, and salaries. Large agencies, those with 135 or more sworn employees, were asked additional questions, mainly relating to policies and programs. The survey was conducted by mail with two followup mailings and additional telephone calls to nonrespondents, as necessary. The reference date was June 30, 1987, for most questions and the pay period containing June 15, 1987, for questions about personnel. The overall response rate for the survey was 95.2%.



In addition to the weighting adjustments described earlier, adjustments for nonresponse were made by agency and on selected items to account for missing data from reporting agencies. Among agencies included in the survey with certainty, adjustments were made by computing the ratio of sworn employees in 1986 for the entire sample to sworn employees in the responding agencies. This was done separately for counties and municipalities, with county agencies divided into two groups: those with 500 or more employees and those with less than 500 employees. Adjustments for nonresponse among agencies in the sampled strata were made in similar fashion, separately for counties and municipalities; however, the ratio was calculated within each stratum by dividing the total number of agencies by the number of responding agencies.

Data on the number of employees and on the amount of agency expenditures in this report are not comparable with other BJS reports, such as Survey of Criminal Justice Expenditure and Employment series. In the latter, these data are presented by governmental function, whereas in the LEMAS survey expenditures and employment are classified by type of agency. For example, expenditures that are attributed to sheriffs' departments in this report would be apportioned among various functions, such as police protection and corrections, in the Expenditure and Employment series. It should also be noted that the LEMAS figures for operating expenditures include employee benefits, but the Expenditure and Employment figures do not.

Because some of the data were collected from a sample of agencies, the results are subject to sampling error. All statements of comparison in this report have been tested to ensure that observed differences between values are significant at 2 standard errors (the 95% confidence level) or higher. To determine that two estimates differ significantly from one another, a confidence interval is constructed about the difference between the estimates. If the interval does not contain zero, the difference is considered to be a true difference. In other words, the chances are 95 out of 100 that the estimated difference based on the sample would differ from the average difference for all possible samples by at least twice the standard error.

Bureau of Justice Statistics  
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March 1989, NCJ-113949

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# Drugs & Crime Data

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## Illicit drugs— Cultivation to consequences

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Domestic

Distribution  
Export  
Transshipment  
Import into U.S.

Finance  
Money laundering  
Profits

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Enforcement  
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Investigation  
Seizure & forfeiture  
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Consumption reduction  
Prevention  
Education  
Treatment

### Consequences of drug use

Abuse  
Addiction  
Overdose  
Death

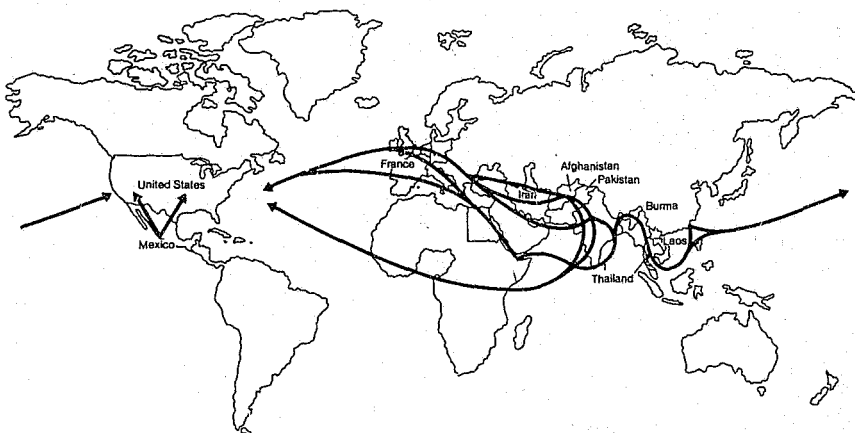
Crime  
While on drugs  
For drug money  
Trafficking

Impact on justice system

Social disruption

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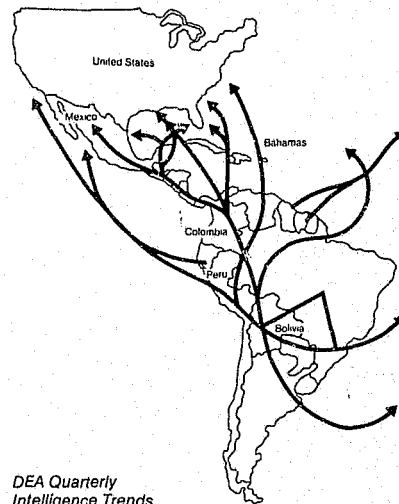
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- 1983 (final report), NCJ-96459, 10/85

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