

145573

State of Wisconsin



OFFICE OF JUSTICE ASSISTANCE

Tommy G. Thompson  
Governor

Jerome D. Lacke  
Executive Director

# LAW ENFORCEMENT EMPLOYEES IN WISCONSIN

1973 - 1992

145573

U.S. Department of Justice  
National Institute of Justice

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WISCONSIN OFFICE OF JUSTICE ASSISTANCE

STATISTICAL ANALYSIS CENTER

AUGUST 1993

# State of Wisconsin



## OFFICE OF JUSTICE ASSISTANCE

Tommy G. Thompson  
Governor

Jerome D. Lacke  
Executive Director

August, 1993

Dear Colleague,

I am pleased to provide you with a copy of Law Enforcement Employees in Wisconsin, 1973 - 1992. This report is based upon annual surveys of Wisconsin law enforcement agencies done in the fall of each year. The surveys are conducted by the Federal Bureau of Investigation and are tabulated by the Office of Justice Assistance. We sincerely appreciate the continued efforts from each of these agencies in collecting and reporting this important information.

The report provides basic information on the number of full-time sworn law enforcement employees for selected years between 1973 and 1992. Trends in crime and arrests are compared to trends in law enforcement employment. National data on law enforcement employees, crime, and arrests are also presented. In addition, more recent figures on the gender of Wisconsin law enforcement employees are presented.

I would like to take this opportunity to thank all law enforcement employees throughout Wisconsin for their continued efforts in ensuring the security of our citizens and enforcing our laws. Your dedication and willingness to serve the public are greatly appreciated.

I hope this report meets some of your many needs and that you will find it helpful. However, please contact our Office if you have suggestions for improving the report or if your Department needs additional copies.

Sincerely,

A handwritten signature in cursive script, reading "Jerome D. Lacke".

JEROME D. LACKE  
Executive Director

**LAW ENFORCEMENT EMPLOYEES  
IN WISCONSIN  
1973 - 1992**

UNIFORM CRIME REPORTS

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## Wisconsin Office of Justice Assistance - Statistical Analysis Center

The Statistical Analysis Center is a program of the Wisconsin Office of Justice Assistance. The Center collects, analyzes, interprets and disseminates criminal justice data in Wisconsin.

The Center also provides technical assistance to local criminal justice agencies. Further, it provides state and local government with access to federal criminal justice statistical information. The Statistical Analysis Center also promotes the coordination and development of criminal justice statistical systems in Wisconsin.

## Acknowledgements

Law Enforcement Officers in Wisconsin, 1973 - 1992 is the product of information provided by a variety of agencies. Without the excellent cooperation of the people in these agencies, the publication would not have been possible. The Wisconsin Office of Justice Assistance gratefully acknowledges the assistance of the Federal Bureau of Investigation, Uniform Crime Reporting Program; and especially the administrators of local law enforcement agencies and their staffs, whose efforts made the data available.

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Law Enforcement Officers in Wisconsin, 1973 - 1992 is a publication of the Wisconsin Office of Justice Assistance, Statistical Analysis Center. The Statistical Analysis Center was funded during 1993 by the State of Wisconsin and, in part, by a grant from the U. S. Department of Justice, Bureau of Justice Statistics.

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## Executive Summary

- \* The number of sworn officers in Wisconsin has increased by 30.7 percent during the last twenty years.
- \* Arrests per officer (both total and Part I) have increased steadily during the past two decades.
- \* Following an increase in the ratio of sworn officers from 1973 to 1980, the number of officers per thousand Wisconsin residents has remained quite stable.
- \* While Index crimes and arrests per officer have increased quite steadily in Wisconsin, they have been relatively stable at the national level.
- \* By 1992 Wisconsin's average of 35 total arrests per officer exceeded the national average by nearly thirty-one percent.
- \* While there have been slight increases in officers per 1000 residents for all categories of Police Departments, there have been large increases in both categories of Sheriff's Offices.
- \* The number of total arrests per officer increased for every law enforcement agency categories except that of Suburban Sheriff's Offices.
- \* The number of Part I arrests per officer increased for all categories of Police Departments but decreased for both categories of Sheriffs' Offices.
- \* While the number of male sworn officers increased by 5.4 percent from 1988 to 1992, the number of female sworn officers increased by 27.6 percent.
- \* Overall, the female proportion of sworn officers was higher in Sheriffs' Offices than in Police Departments.

## A. Introduction and Methodology

This report presents information on full-time law enforcement employees of Wisconsin law enforcement agencies. Law enforcement agencies in Wisconsin annually report their number of full-time employees (both sworn and civilian) on a survey provided by the Federal Bureau of Investigation and administered by the Office of Justice Assistance. This survey form is included as Appendix A.

The first section of this report summarizes twenty year trends in law enforcement employees in both Wisconsin and the United States. In addition, parallel trends in reported crime and arrests are also presented. The second section shows similar trend information for Wisconsin law enforcement agencies, but categorizes these agencies by the size of population served and the distinction between Police Departments and Sheriffs' Offices. The next section presents five year trends summarizing the gender of Wisconsin law enforcement employees. Appendix B provides some examples of how these figures may be used by individual law enforcement agencies.

There are three features of the law enforcement employee data that should be noted:

- 1 - All figures refer to full-time employees;
- 2 - Unless otherwise noted, all figures used are sworn employees, not civilian employees;
- 3 - Unless otherwise noted, statewide agencies (e.g., State Patrol and D.N.R.) are excluded.

## B. State and National Trends, 1973 - 1992

Table 1 shows Wisconsin trends in sworn officers over the past twenty years. In addition, trends in three other measures are shown - Index Crimes, total arrests (adult and juvenile combined), and Part I arrests.\*

**Table 1: Basic Wisconsin Trends, 1973 - 1992**

<u>Year</u>	<u>Sworn Officers</u>	<u>Index Crimes</u>	<u>Total Arrests</u>	<u>Part I Arrests</u>
1973	7,946	145,150	182,479	39,460
1980	9,255	226,368	228,986	51,283
1986	9,508	196,680	275,959	56,838
1992	10,383	218,015	360,313	67,349
Percent Change	+30.7	+50.2	+97.4	+70.7

While the number of sworn officers in Wisconsin has increased by 30.7 percent during the last twenty years, each of the other three indicators have increased at much greater rates ranging from fifty to nearly one hundred percent.

\* Index crimes include the four Violent crimes of murder/nonnegligent manslaughter, forcible rape, robbery, and aggravated assault together with the four Property crimes of burglary, theft, motor vehicle theft, and arson.

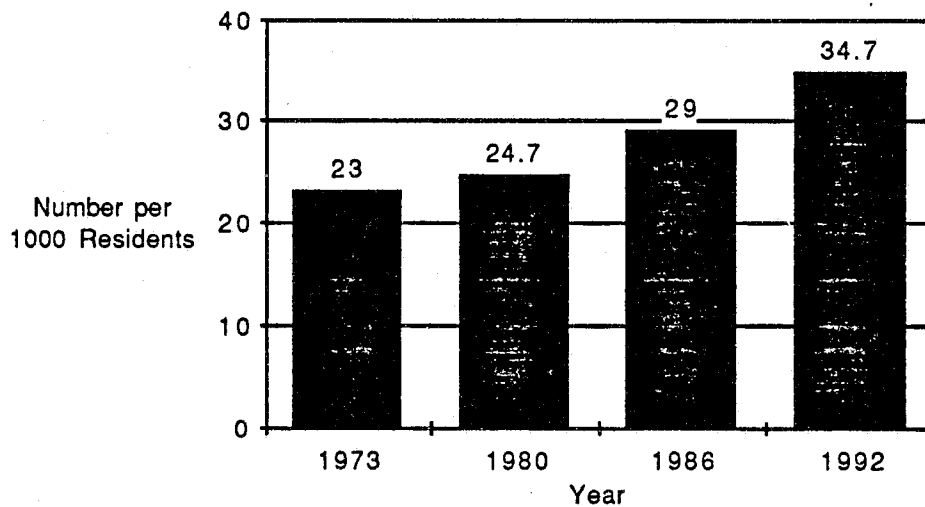
Part I crimes include all eight Index crimes plus negligent manslaughter.

To possibly account for changes in the number of sworn officers during these twenty years, Table 2 together with Graphs 1 and 2 show the number of Index crimes and arrests expressed in terms of number per sworn officer.

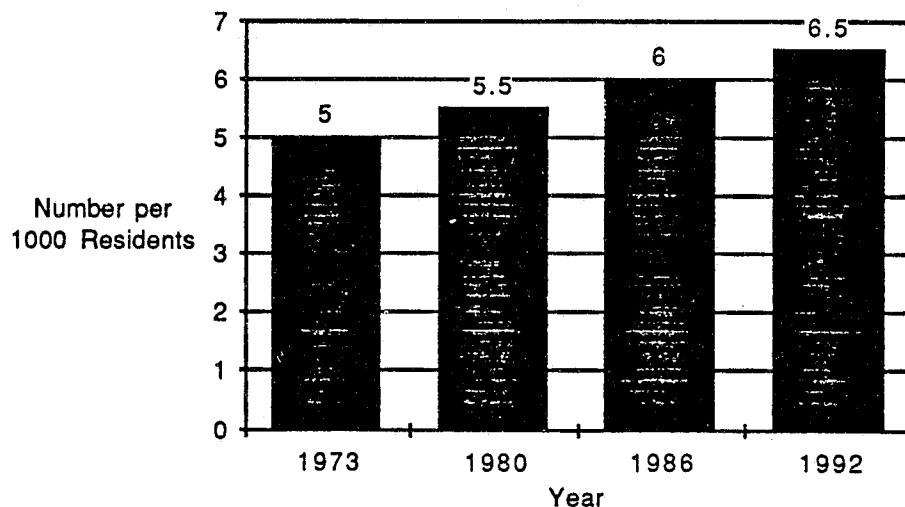
**Table 2: Rates per Sworn Officers**

<u>Year</u>	<u>Sworn Officers</u>	<u>Index Crimes</u>	<u>Total Arrests</u>	<u>Part I Arrests</u>
1973	7,946	18.3	23.3	5.0
1980	9,255	24.5	24.7	5.5
1986	9,508	20.7	29.0	6.0
1992	10,383	21.0	34.7	6.5

Graph 1: Total Arrests per Sworn Officer



Graph 2: Part I Arrests per Sworn Officer





There has been a modest, though inconsistent, increase in the number of Index crimes reported over the past twenty years. However, arrests per officer (both total and Part I) have increased steadily during the past two decades. Some of the arrest categories showing the most dramatic increases are shown in Table 3.

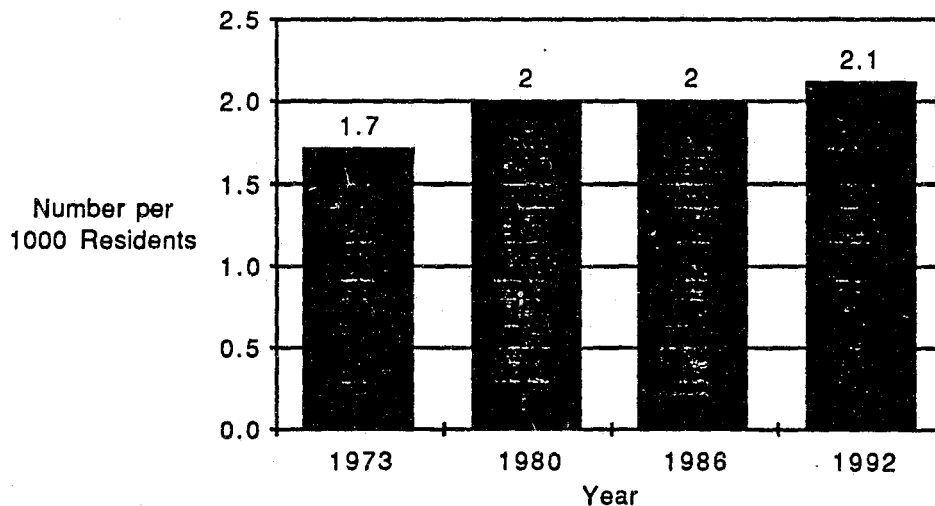
**Table 3: Changes in Arrests, 1973 - 1992**

<u>Offense Category</u>	<u>1973</u>	<u>1992</u>	<u>Percent Change</u>
Disorderly Conduct	21,647	59,363	+174
Theft	25,373	46,634	+84
OMVWI	11,696	35,466	+203
Liquor Laws	10,985	34,082	+210
Simple Assault	<u>2,772</u>	<u>26,507</u>	<u>+856</u>
<b>Total</b>	<b>72,473</b>	<b>202,052</b>	<b>+179</b>

The sharp increases in these arrest categories were likely influenced by past policy changes as reflected in State legislation including mandatory arrest for domestic violence, an increase in the legal drinking age, and increased emphasis on enforcement of driving under the influence (OMVWI). To a great extent, the largest increases in arrests have been for the less serious offense categories. By contrast, with decriminalization of "drunkenness" in Wisconsin, arrests for this offense category decreased sharply, from 26,355 during 1973 to none in 1992.

Graph 3 shows the number of officers per one thousand Wisconsin residents over the past two decades.

Graph 3: Sworn Officers per 1000 Residents



Following an increase in the ratio of sworn officers from 1973 to 1980, the number of officers per thousand Wisconsin residents has remained quite stable.

For comparison, Table 4 shows national trends in sworn officers together with trends in Index crime and arrests per officer.

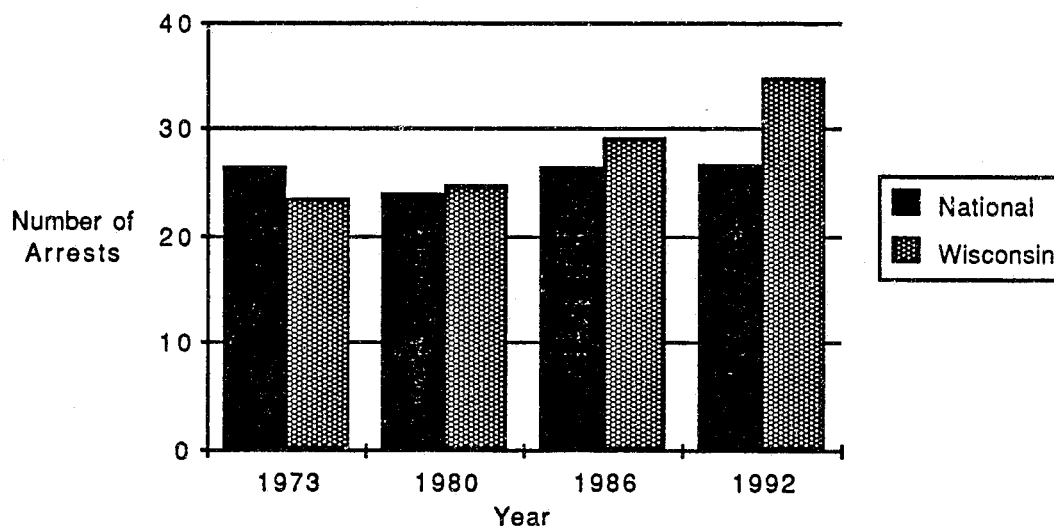
**Table 4: National Statistics\***

<u>Year</u>	<u>Sworn Officers</u>	<u>Officers per 1000 Residents</u>	<u>Index Crimes per Officer</u>	<u>Total Arrests per Officer</u>	<u>Part I Arrests per Officer</u>
1973	345,014	1.8	24.4	26.2	5.3
1980	438,442	2.1	30.3	23.8	5.3
1986	475,853	2.1	27.8	26.2	5.4
1991	535,629	2.2	27.8	26.5	5.5

A comparison of national and Wisconsin figures reveals that the numbers of sworn officers per 1000 residents have been very similar over the past twenty years. However, while Index crimes and arrests per officer have increased quite steadily in Wisconsin, they have been relatively stable at the national level.

Graph 4 contrasts changes in total arrests per officer for Wisconsin and the nation. Note that the "1992" bars include 1992 data for Wisconsin but 1991 figures for the United States.

Graph 4: Total Arrests per Sworn Officer



While the national average of total arrests per officer was greater than Wisconsin's average in 1973, this association changed drastically over the next twenty years. By 1992 Wisconsin's average of total arrests per officer exceeded the national average by nearly thirty-one percent (34.7 arrests per officer in Wisconsin compared to 26.5 arrests at the national level.)

\* 1992 national statistics are not available at this time.

### C. State Trends by Population Group, 1973 - 1992

Overall trends in law enforcement employees can mask differences in employee trends among various types of law enforcement agencies. This section again provides twenty year trend data but distinguishes among various types of Wisconsin law enforcement agencies

Table 5 shows trends in the number of sworn officers by category of law enforcement agency. It should be noted that many of the dramatic changes in sworn officers by population group are due to agencies moving from one category to another. For example, the city of Eau Claire moved into the "50,000 - 249,999" category between 1973 and 1980. However, Table 6 controls for such changes by using rates over these years.

**Table 5: Number of Sworn Officers, 1973 - 1992**

<u>Population Group</u>	<u>Number of Sworn Officers</u>			
<u>Police Departments*</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Over 250,000	2,149	2,070	2,011	2,034
50,000 to 249,999	1,191	1,442	1,554	1,625
25,000 to 49,999	851	777	679	750
10,000 to 24,999	781	921	1,011	1,129
Under 10,000	902	1,171	1,174	1,367
<u>Sheriffs' Offices**</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Suburban	1,019	1,548	1,793	2,053
Rural	1,053	1,326	1,286	1,425
<b>Total</b>	<b>7,946</b>	<b>9,255</b>	<b>9,508</b>	<b>10,383</b>
State Agencies	510	723	663	671
<b>Total</b>	<b>8,456</b>	<b>9,978</b>	<b>10,171</b>	<b>11,054</b>

\* Population figures of Police Departments refer to the number of residents of the particular city, village, or town served by the agency.

\*\*\*"Suburban Sheriffs" during 1973 included the Sheriffs' Offices in the following fourteen counties: Brown, Calumet, Dane, Douglas, Kenosha, La Crosse, Milwaukee, Outagamie, Ozaukee, Racine, St. Croix, Washington, Waukesha, and Winnebago. However, the Sheriff's Offices of Chippewa, Eau Claire, and Rock Counties were added in 1980, Marathon and Sheboygan County Sheriff's Offices were added in 1986, and the Pierce County Sheriff's Office was added in 1992.

Table 6 shows trends in the number of sworn officers per 1000 residents.

**Table 6: Sworn Officers per 1000 Residents, 1973 - 1992**

<u>Population Group</u>	<u>Sworn Officers per 1000 Residents</u>			
<u>Police Departments</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Over 250,000	3.0	3.2	3.3	3.2
50,000 to 249,999	1.8	1.9	1.9	1.9
25,000 to 49,999	1.6	1.8	1.8	1.7
10,000 to 24,999	1.6	1.7	1.6	1.7
Under 10,000	1.7	2.1	1.9	1.9
<u>Sheriffs' Offices</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Suburban	1.9	2.5	2.5	2.9
Rural	0.9	1.2	1.2	1.5
<b>Total</b>	<b>1.7</b>	<b>2.0</b>	<b>2.0</b>	<b>2.1</b>
<b>Total with Statewide Agencies</b>	<b>1.8</b>	<b>2.1</b>	<b>2.1</b>	<b>2.2</b>

While there have been slight increases in officers per 1000 residents for all categories of Police Departments, there have been large increases in both categories of Sheriff's Offices.

Table 7 shows trends in the number of Index Crimes per law enforcement officer.

**Table 7: Index Crimes per Law Enforcement Officer, 1973 - 1992**

<u>Population Group</u>	<u>Index Crimes per Law Enforcement Officer</u>			
<u>Police Agencies</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Over 250,000	14.5	20.5	24.7	27.8
50,000 to 249,999	28.6	39.1	31.0	31.5
25,000 to 49,999	24.0	36.0	30.5	30.2
10,000 to 24,999	22.5	30.0	24.3	23.4
Under 10,000	15.4	23.1	19.3	21.6
<u>Sheriffs' Offices</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Suburban	11.1	12.8	7.3	7.2
Rural	15.6	19.0	13.7	12.0
<b>Total</b>	<b>18.3</b>	<b>24.5</b>	<b>20.7</b>	<b>21.0</b>
<b>Total with Statewide Agencies</b>	<b>17.2</b>	<b>22.7</b>	<b>19.3</b>	<b>19.7</b>

There were no consistent patterns in the number of Index crimes per officer when analyzing the figures by type of agency.

Tables 8 and 9 show trends in the number of arrests (total and Part I) per officer.

**Table 8: Total Arrests per Law Enforcement Officer, 1973 - 1992**

<u>Population Group</u>	<u>Total Arrests per Law Enforcement Officer</u>			
<u>Police Agencies</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Over 250,000	23.5	23.2	30.7	38.8
50,000 to 249,999	22.0	27.5	32.9	44.0
25,000 to 49,999	33.1	35.5	45.2	50.2
10,000 to 24,999	25.8	31.9	34.6	42.2
Under 10,000	22.3	28.8	33.1	42.9
<u>Sheriffs' Offices</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Suburban	16.7	16.6	16.4	15.9
Rural	18.9	18.7	19.0	24.0
<b>Total</b>	<b>23.3</b>	<b>26.6</b>	<b>30.9</b>	<b>37.3</b>
<b>Total with Statewide Agencies</b>	<b>21.9</b>	<b>24.6</b>	<b>28.9</b>	<b>35.0</b>

**Table 9: Part I Arrests per Law Enforcement Officer, 1973 - 1992**

<u>Population Group</u>	<u>Part I Arrests per Law Enforcement Officer</u>			
<u>Police Agencies</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Over 250,000	4.2	5.3	6.4	7.9
50,000 to 249,999	6.8	8.1	8.8	9.1
25,000 to 49,999	8.2	9.0	11.5	10.9
10,000 to 24,999	7.0	7.4	8.0	8.3
Under 10,000	4.7	5.3	6.0	7.7
<u>Sheriffs' Offices</u>	<u>1973</u>	<u>1980</u>	<u>1986</u>	<u>1992</u>
Suburban	2.2	2.5	2.4	1.9
Rural	3.4	3.4	2.4	3.2
<b>Total</b>	<b>5.0</b>	<b>5.5</b>	<b>6.0</b>	<b>6.5</b>
<b>Total with Statewide Agencies</b>	<b>4.7</b>	<b>5.1</b>	<b>5.6</b>	<b>6.1</b>

The number of total arrests per officer increased for every law enforcement agency categories except that of Suburban Sheriff's Offices.

The number of Part I arrests per officer increased for all categories of Police Departments but decreased for both categories of Sheriffs' Offices.

#### D. Gender of Law Enforcement Employees, State Trends, 1988 - 1992

Table 10 shows the number of male and female law enforcement employees in Wisconsin for each of the past five years. Figures in Table 10 include two Statewide law enforcement agencies - the Wisconsin State Patrol and the Department of Natural Resources.

**Table 10: Gender Breakdown, 1988 - 1992**

<u>Year</u>	<u>Sworn</u>		<u>Civilian</u>		<u>Total</u>	
	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>	<u>Male</u>	<u>Female</u>
1988	9,519	802	800	1,709	10,319	2,511
1989	9,594	817	830	1,855	10,424	2,672
1990	9,579	908	846	1,966	10,425	2,874
1991	9,745	946	958	2,200	10,703	3,146
1992	10,031	1,023	1,037	2,238	11,068	3,261
Percent Change	+5.4	+27.6	+29.6	+31.0	+7.3	+29.9

While the increases in civilian employees were very similar for males and females, patterns were quite different for sworn employees. While the number of male sworn officers increased by 5.4 percent during the five year period, the number of female sworn officers increased by 27.6 percent. As a result, the female proportion of sworn officers increased from 7.8 percent in 1988 to 9.2 percent in 1992.

Table 11 shows the 1992 gender breakdown in sworn officers by type of law enforcement agency.

**Table 11: Gender Breakdown by Population Group, 1992**

<u>Police Departments</u>	<u>Male Officers</u>	<u>Female Officers</u>	<u>Total</u>	<u>Percent Female</u>
Over 250,000	1,810	224	2,034	11.0
50,000 to 249,999	1,460	165	1,625	10.2
25,000 to 49,999	711	39	750	5.2
10,000 to 24,999	1,068	61	1,129	5.4
Under 10,000	1,305	62	1,367	4.5
<b>Police Sub-Total</b>	<b>6,354</b>	<b>551</b>	<b>6,905</b>	<b>8.0</b>
<u>Sheriffs' Offices</u>				
Suburban	1,798	255	2,053	12.4
Rural	1,275	150	1,425	10.5
<b>Sheriffs' Sub-Total</b>	<b>3,073</b>	<b>405</b>	<b>3,478</b>	<b>11.6</b>
State Agencies	604	67	671	10.0
<b>Total All Agencies</b>	<b>10,031</b>	<b>1,023</b>	<b>11,054</b>	<b>9.2</b>

Overall, the female proportion was higher in Sheriffs' Offices than in Police Departments. Within Police Departments, the larger the population group category, the greater the proportion of female officers. Also, the female proportion was somewhat higher in Suburban Sheriffs' Offices than in Rural Sheriffs' Offices.

NUMBER OF FULL-TIME LAW ENFORCEMENT EMPLOYEES  
AS OF OCTOBER 31

*This report is authorized by law Title 28, Section 534, United States Code. While you are not required to respond, your cooperation in using this form to report all law enforcement employees on the payroll of your law enforcement agency as of October 31, will assist the FBI in compiling comprehensive accurate data on a timely basis.*

	Male	Female	Total
1. <b>Full-time law enforcement officers</b> - Include all full-time sworn law enforcement officers who were on your department's payroll as of October 31 and who work your normal full-time workweek. Include the Chief, Sheriff, Commissioner, Superintendent or other sworn department head. <b>Do not</b> count special officers, merchant police or others who are not paid from law enforcement funds.			
2. <b>Full-time civilian employees</b> - Include all full-time civilian employees who were on your department's payroll as of October 31 and who worked your normal full-time workweek. Include clerks, stenographers, mechanics, etc., who do not have police powers. <b>Do not</b> count school crossing guards. <b>Do not</b> count employees not paid from police funds.			
3. <b>Total full-time law enforcement employees</b> - Enter the total number of full-time law enforcement officers and civilians on the payroll of your department as of October 31. This should be the total of line 1 and line 2.			

\_\_\_\_\_  
Date

\_\_\_\_\_  
Prepared by

\_\_\_\_\_  
Title

\_\_\_\_\_  
Sheriff, Chief, or Commanding Officer

Agency \_\_\_\_\_

City \_\_\_\_\_

State \_\_\_\_\_

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## APPENDIX B

### Use of Employee Data by Local Agencies

#### Wisconsin Data

Employee data for each Wisconsin law enforcement agency are presented in Table 9 of the annual Crime and Arrests book (pages 194 to 202 in the 1992 edition). This table shows the resident population, male and female sworn officers, male and female civilian employees, and employee rates per 1000 residents for each reporting agency. However, it should be stressed that this table only includes figures for full-time employees. In addition, employee rates for certain agencies such as the Police Departments of Lake Delton and Wisconsin Dells are somewhat misleading due to the large influx of seasonal residents.

Additional information including arrests, clearance rates, and Index Crimes are shown in various tables throughout the annual report. Also, crime rates by agency population group are shown for each Index Offense (e.g., burglary rates are presented on page 61 of the 1992 report.)

It should be stressed, however, that a great deal of other information can be used to measure the activities of law enforcement. Calls for service, traffic enforcement, vehicle accident investigation, and prisoner transfers are some of the additional means of measuring agency activity.

#### National Data

The annual publication Crime in the United States contains similar information on law enforcement employees. For example, the 1991 edition shows employee rates by region of the country and category of city size (pages 290 to 295). Overall ratios of sworn/civilian and male/female employees are also presented.

#### Local Agency Use of Employee Data

Individual law enforcement agencies can employ a variety of methods in presenting their own employee and activity information. Staffing levels can be presented over time with comparisons to agencies serving similarly sized populations, either in Wisconsin or the United States. Crimes reported per officer also can be traced over time, whether using the entire Crime Index or just focusing on certain crimes such as burglary. Likewise, arrests per officer can be presented in a variety of ways. For example, agencies can focus on adult or juvenile arrests, arrests for violent or property crime, or arrests for various types of drug law violations.