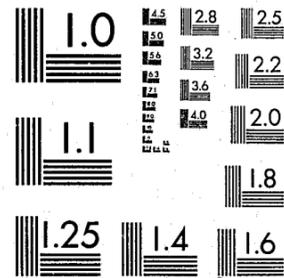


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Manpower Implications of New Legislation
and New Federal Programs

Report No. 2

"Manpower Needs in State and Local Public Safety
Activities: The Impact of Federal Programs"

Morris Cobern

Center for Priority Analysis
National Planning Association

for

Manpower Administration,
U.S. Department of Labor

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Preface

This is the second of a series of four reports dealing with the manpower implications of new legislation and new Federal programs prepared by the National Planning Association's Center for Priority Analysis. This Center is engaged in a continuing effort to identify and determine the dollar and manpower costs of national goals and government programs in pursuit of goals. This report was prepared by Morris Cobern with the assistance of Joseph O. Nzelize and Linda Rustay under the direction of Leonard Lecht, Project Director and Director of the Center.

This report was prepared for the Manpower Administration, U.S. Department of Labor, under research contract 81-09-70-16 authorized by Title I of the Manpower Development and Training Act. Since contractors performing research under Government sponsorship are encouraged to express their own judgment freely, the report does not necessarily represent the Department's official opinion or policy. Moreover, the contractor is solely responsible for the factual accuracy of all material developed in the report.

April 30, 1971

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I.

Summary

Widespread public concern with crime and the maintenance of law and order points to a high priority for law enforcement activities in the next five years. In response to this concern, the Federal Government has become involved in new programs and new legislation to increase the effectiveness of law enforcement and crime prevention activities. A major element in these measures is an emphasis on upgrading and expanding the work of state and local law enforcement and correctional agencies. Meeting the manpower needs implied by the priority attached to greater public safety is expected to create an average of approximately 75,000 job openings a year in the first half of the 1970's in state and local police, correctional institutions and probation and parole agencies.

On an average, population rose by 1.2 per cent a year during the 1960's while employment in local police departments increased by three per cent. Growth in the number of local police agency employees, however, is only part of the answer to crime prevention. Shortages of policemen often go hand-in-hand with the utilization of policemen in clerical and other non-law enforcement activities. The duties of policemen and the makeup of local law enforcement agencies are changing as unrest in the central cities places a premium on police-community relations and on the recruitment of more persons from minority groups. In addition, severe shortages of qualified personnel in

correctional institutions and probation and parole agencies make it difficult to rehabilitate offenders as an alternative to deterring them from crime through police measures.

The Safe Streets Act of 1968 and its amendments (the Omnibus Crime Control Act of 1970) considerably expand the Federal Government's support for state and local crime reduction programs. It is estimated that the Federal support will increase to \$700 million by 1972, and the Omnibus Crime Control Act now provides authorization for support to state and local governments increasing to as much as \$1.5 billion by 1973. The greater Federal assistance can be expected to accelerate tendencies toward change already under way in law enforcement activities. These include everyday use of technological advances such as computerized data-processing in crime prevention and the apprehension of criminals, the substitution of civilians in non-law enforcement activities for the more highly paid and highly trained uniformed policemen, special programs to train policemen, and a larger role for rehabilitation and the prevention of crime.

While the highest incidence of reported crime and of civil disturbance is to be found in the large cities, about five-sixths of the increase in local police department employment in the 1969 to 1975 period is likely to take place outside the large cities, especially in the rapidly growing suburban areas. Offsetting this tendency, maintaining the large central cities as viable communities in the 1970's is projected to lead to a continuation of the recent rapid growth in police-population ratios in cities of 250,000 people and more. Between 1960

and 1969, the ratio of police department employees to population in the larger cities rose from 25 to 31 per 10,000 population.^{1/} By 1975, the ratio is projected to reach 40 per 10,000 population.

Manpower programs make up an essential element in the Federal programs needed to improve state and local crime reduction activities. In 1970, for example, 27 police departments were operating cadet programs in cooperation with the Manpower Administration and other Federal agencies to recruit and train disadvantaged young persons, often from minority groups, to qualify for careers as policemen. Educating and training the uniformed policemen, clerical workers, laboratory and data processing technicians, meter maids, and correctional institution and probation-parole agency personnel required in the next five years will involve expanding existing training programs and introducing new ones leading to employment in these fields. The uniformed policemen aside, clerical occupations related to police work are expected to offer the largest number of job openings and training prospects.

Probably the greatest potential for increased efficiency in police department manpower policies could arise from the freeing of policemen for law enforcement duties by substituting civilians in the many other activities in which the policemen and detectives are now engaged. It is estimated that a greater emphasis on efficiency in local police departments could lead to doubling the proportion of local agency staffs made

^{1/} Hoover, J. E., Crime in the United States, 1960, 1969, U.S. Government Printing Office, Washington, D.C., 1961, 1970.

up of civilians by the mid-1970's, an increase from about an eighth to a fourth of the total. This shift would be especially important for the police departments in large cities.

The projections of manpower requirements in this report take into account the greater readiness of the Federal Government to assist state and local governments which are hard-pressed to enlarge their outlays for law enforcement and crime prevention activities. They also anticipate a growth in receptivity to change by state and local police, correctional institutions and probation-parole agencies, a receptivity influenced by the availability of Federal support. Allowing for these developments, the overall findings of this paper can be summarized as follows:

1. Local police departments are estimated to face a recruitment need of close to 45,000 persons a year in the first half of the 1970's. Recruitment needs in state police departments are expected to average 6,000 a year, and 25,000 in state and local correctional institutions and probation-parole agencies.
2. A greater emphasis on efficiency and rehabilitation in crime reduction programs could generate more job openings for civilians than for policemen and guards in the 1970 to 1975 period. With this emphasis, the projections indicate an annual recruitment need for 40,000 civilians in state and local police departments, correctional institutions and probation-parole agencies, and for 36,000 policemen and guards.
3. A shift toward the greater utilization of civilian personnel by local police departments could generate the need for 12,000 new clerical workers per year in the next few years.
4. Manpower training programs related to crime reduction have concentrated on preparing young persons for careers as policemen. While there is a need to expand these programs, there is also a pressing need to introduce new programs to train the growing number of civilian employees and semi-police personnel, such as meter maids, who will be employed in police and other law enforcement and criminal justice agencies in the mid-1970's.

5. Planning to meet manpower needs in law enforcement, probation and parole agencies and correctional institutions requires considerably more comprehensive, accurate and current information than is now available. Developing this information is an important ingredient in making use of the increases in Federal support for research and planning to increase the effectiveness of state and local crime reduction activities.
6. There is an urgent need to evaluate the resource requirements of the entire criminal justice system -- the police, the courts, the probation-parole activities and the correctional institutions -- for unbalanced growth in one part of the system, such as the police, may tend to exacerbate the problems and increase the workloads of the other functions. Present and future Federal support of such an evaluation, and support of system reform, may hasten the process of change and generate the demand for a wide range of job opportunities, especially in those functions which emphasize rehabilitation rather than punishment and incarceration of criminal offenders.

II.

Manpower in Local Law Enforcement: The 1960's

Requirements for local police agency personnel are the single most critical element in appraising law enforcement manpower needs because local governments and their police departments in the United States have the primary responsibility for the operation of most of the activities concerned with public safety and public order. Employment growth in local law enforcement agencies in the 1960's was influenced by rising crime rates and civil disturbances in the central cities, and by the exodus of the urban population to the suburban areas.^{2/} These forces have led to substantial increases in employment in local police departments and in the ratio of police department employees to population in the larger cities and suburban areas. Employment in local police departments in the 1960's, accordingly, has increased at a considerably more rapid pace than total nonagricultural employment, 34 per cent for police department employment as compared with 23 per cent for civilian nonagricultural employment generally.

State police departments make up another and a considerably smaller element in the nation's law enforcement complex. In most areas the state police departments are mainly concerned with the enforcement of traffic laws and with state highway patrols. As one measure of the

^{2/} Employment in police departments refers here to the "sworn" staff -- the uniformed and other police workers -- and the "civilian" staff -- the non-police support workers. Unless specifically noted in this report, the definition of police department or police employment and police-population ratios encompasses both the sworn and civilian employees.

relative dimensions of the state and local efforts, 53,000 persons were employed in state police departments in 1969 as compared with 364,000 in the local agencies, approximately a one to seven ratio.

Direct public safety activities of the Federal Government involving police work have been largely limited to enforcing Federal criminal statutes such as those dealing with counterfeiting, interstate transportation of stolen property, and violations of tax, narcotics, and firearms laws. Federal criminal law enforcement activities accounted for less than half of the total Federal outlays for the reduction of crime in 1970. The remainder is devoted to Federal correctional institutions, to services for the prevention of crime such as rehabilitation of juvenile delinquents, and to providing support to state and local police departments. The Law Enforcement Assistance Administration, set up in the Department of Justice in 1965, for example, makes available block grants to states preparing comprehensive law enforcement improvement plans. Of the \$1,257 million estimated 1971 Federal outlays for the reduction of crime, \$518 million, or 41 percent, is expected to represent expenditures for programs which assist state and local governments in their crime reduction efforts.^{3/}

The greater national priority assigned to crime reduction which is evident in the growth in Federal outlays and legislation is also apparent in the increase in local police department employment during the 1960's

^{3/} U.S. Office of Management and Budget, Special Analyses, Budget of the United States, Fiscal Year 1971, U.S. Government Printing Office, Washington, D.C., 1970, p. 196.

and in the ratio of police agency employees to population. The growth in police department employment is especially marked after 1966. These developments are summarized in Table A.

Table A

Estimated Employment in Local Police Departments, 1960, 1966 and 1969

A. Number Employed (in 000)^{a/}

Locality	1960	1966	1969	Average Annual Percent Increases		
				1960-66	1966-69	1960-69
Cities with 250,000 and more population	99.5	113.0	131.5	2.1	5.2	3.2
Other cities	95.5	104.5	123.5	1.5	5.7	2.9
Other than cities ^{b/} (suburbs, small towns, rural areas)	77.0	101.5	110.5	4.7	2.6	4.1
Total	272.0	319.0	366.0	2.7	4.7	3.3

B. Police Department Employees per 10,000 Resident Population

Locality	1960	1966	1969
Cities with 250,000 and more population	25	27	31
Other cities	15	15	16
Other than cities	10	12	13
All localities	15	16	18

^{a/} Includes full-time police and civilian personnel as of the end of each year.

^{b/} Estimated by NPA.

Sources: Total 1969 employment--U.S. Bureau of the Census, Public Employment in 1969, U.S. Government Printing Office, Washington, D.C., 1970.

All other data--Hoover, J. E., Crime in the United States, 1960, 1966 and 1969 issues. 1961, 1967 and 1970. U.S. Bureau of the Census, Census of Governments, 1967, Vol. 6: Topical Studies, No. 5: Historical Statistics on Governmental Finances and Employment, U.S. Government Printing Office, Washington, D.C., 1969, Tables 16 and 17.

Employment in local police departments increased by a third during the 1960's. The increases in the three years after 1966 averaged close to 15,000 a year, nearly double the 8,000 annual average increase in the 1960 to 1966 period. The ratio of police department employees to population in the larger cities, 31 per 10,000 population in 1969, was substantially higher than in other areas. A number of factors influences the high and rising ratios of police to population in the large cities. They include higher crime rates and the concentration of civil disturbances in the urban centers in the mid-1960's, together with the presence of large numbers of people who work or visit but who do not live in the cities. Similarly, traffic congestion, frequently attributable to commuters and visitors, is more severe in the cities of 250,000 and over than is generally the case in other areas.

The nationwide concern with law and order in the United States in the second half of the 1960's has centered on the problem of crime and civil disturbance in the large cities. This concern is evident in the title of the legislation enacted in 1968, The "Omnibus Crime Control and Safe Streets Act." Its source is also apparent in the statistics of serious crimes against persons and property by type of locality. The reported data are summarized in Table B.

Table B

Reported Crime Rates in 1969 by Type of Crime and Locality

Locality	Known Offenses per 1,000 Resident Population	
	Crimes of Violence ^{a/}	Crimes Against Property ^{b/}
Cities with 250,000 and more population	8.6	39.7
Other cities	2.0	20.1
Other than cities ^{c/}	1.5	13.6
All localities	3.5	23.0

^{a/} Criminal homicide, non-negligent manslaughter, rape, robbery and aggravated assault.

^{b/} Burglary, grand larceny and auto theft.

^{c/} Includes suburban and other areas in towns, villages and rural counties.

Source: Hoover, J. E., Crime in the United States, 1969, Table 9.

While the high reported crime rates in the cities of 250,000 and more population are probably partially due to a more complete reporting of offenses by these cities' police departments, it is unlikely that differences of the magnitudes listed are primarily attributable to more effective reporting systems in the larger urban centers. In addition, in interpreting the figures an allowance must be made for the substantial non-resident population in many large cities, i.e., commuters and visitors, who may be victims of crime but who are not included in the count of the

resident population which provides the basis for the crime rate estimates. Allowing for these factors, it is still significant that there were nearly six times as many crimes of violence reported per 1,000 resident population in cities of 250,000 or more than were reported in the suburbs, towns, villages, and rural counties included under "Other than cities." Serious crimes against property in large cities were reported with three times the frequency of occurrence in non-urban areas and small cities.

Although the reported crime rates and the ratios of police to population are highest in the large cities, all types of localities experienced an increase in police department employment of nearly 30 per cent or more during the 1960's (see Table A). In terms of rates of growth, the most rapid increases in employment levels in local police agencies, an increase of over 40 per cent, took place outside of the cities, primarily in suburban areas and small towns. Similarly, both the large cities and the areas outside the cities underwent an increase in police-population ratios of 20 per cent or more. The problem of meeting manpower needs for local police department personnel is, therefore, a nationwide rather than a large city problem.

The sworn or police and detective staff of police departments is composed of persons recruited and specifically trained for police work. The civilian group is made up of staff and support workers whose functions and qualifications are similar to equivalent positions in other government agencies or in private industry. Nationally, about an eighth

of the local law enforcement agency personnel in 1969 were civilians. The proportion of civilians varies considerably, ranging from no civilians to about 30 percent of the local agency staff.^{4/} The civilian support workers in the large metropolitan police forces are primarily clerical workers. Three-fourths of the nearly 800 civilian staff in the Washington, D.C. Department, for example, are clerical workers. The salaries of policemen and detectives are substantially higher, on the average, than those paid to the civilian staff. In Washington, D.C. the average salary of the policemen and detectives in 1970 was \$9,950 compared with \$6,150 for the civilian workers.^{5/} Table C indicates the distribution of jobs in the Washington, D.C. Police Department in early 1971.

^{4/} Hoover, J. E., op. cit., Tables 56 and 57.

^{5/} Unpublished data, Washington, D.C. Police Department. These figures do not include school crossing guards and police cadets.

Table C
Distribution of Jobs by Occupation in the Washington, D.C.
Police Department, 1971

Occupation	Number	Percent	
		Of Total	Of Civilians
Total	6,409	100.0	--
Policemen and detectives	5,100	79.6	--
Police cadets	300	4.7	--
School crossing guards	225	3.5	--
Civilian workers	784	12.2	100.0
Professional	59	0.9	7.5
Personnel workers	10	0.2	1.3
Computer related	25	0.4	3.2
Management & other analysts	14	0.2	1.8
Others	10	0.2	1.3
Technicians	89	1.4	11.4
Computer related	17	0.3	2.2
Accounting, statistical & coding	49	0.8	6.2
Other	23	0.4	2.9
Clerical workers	611	9.5	77.9
Clerks, typists & secretaries	566	8.8	72.2
Telephone & teletype operators	45	0.7	5.7
Craftsmen & others	25	0.4	3.2
Auto mechanics	15	0.2	1.9
Others	10	0.2	1.3

Source: Unpublished data, Police Department, District of Columbia, 1971. These reflect the number of positions in the Police Department. Not all positions were filled.

Percents may not add to rounding.

About five-sixths of the employees in the Washington, D.C. Police Department in 1971 were policemen, detectives or police cadets. The largest portion of the civilian workers were clerks, typists and secretaries, who represent nearly three of every four non-police or related workers. Statistical, accounting and related technicians and telephone and teletype operators made up other sizeable groups, with computer-related professional and technical workers representing more than 40 positions.

The high priority assigned to public safety in the 1960's has sometimes been translated into a demand for additional policemen with little regard to the functions these policemen would perform. For instance, New York City has about 2,500 workers engaged in police department staff and support functions such as personnel, data processing, record keeping and the licensing of taxicabs. Over half of these workers, close to 55 percent, were policemen or detectives.^{6/} The emphasis given to increasing the ranks of uniformed policemen is also evident in the filling of personnel quotas. In 37 cities surveyed in 1970, only five percent of the authorized positions for policemen and detectives were unfilled. By contrast, 15 percent of the civilian staff positions were unfilled.^{7/}

^{6/} Unpublished data from the New York City Police Department, and the International City Management Association, The Municipal Yearbook, Washington, D.C., 1970.

^{7/} Police Department, Kansas City, Missouri, 1970 Survey of Municipal Police Departments, 1970, Table 1.

The national concern with crime and law and order has occurred in the same decade in which the nation has been involved with far-reaching efforts to achieve civil rights and equality of opportunity for members of minority groups. Responding to these changes, local police departments, far more than in the past, have engaged in active campaigns to recruit more nonwhite staff members. While no separate nationwide data are available for local police departments, in the mid-1960's, to cite the most recent information, nonwhites made up five percent of all employment for policemen, sheriffs, and marshalls.^{8/} This compares with the 10 percent of the male labor force, excluding the armed forces, made up of nonwhite males. A reluctance to hire and upgrade black policemen still appears to characterize some local police agencies. As recently as 1970, for example, the State of Pennsylvania, in a suit in the district courts, charged the Philadelphia Police Department with discrimination against blacks in hiring and promotion. The suit contends that the percentage of accepted black applications had shrunk from 30 percent in 1966 to eight percent in 1970 in a city in which blacks make up 35 percent of the population.^{9/}

The resources available to local governments during the 1960's to increase the staffs of their law enforcement agencies have seldom reflected the greater priority given to local policework. Police expenditures as a proportion of local government revenues from their own

^{8/} Derived from unpublished Current Population Survey data.

^{9/} Washington Post, December 21, 1970.

sources in the 1957 to 1969 period, for example, remained close to seven percent.^{10/} Thus the costs of police activities have been rising as fast as the other rapidly growing costs of operating local governments, and much of this growth has been due to increases in compensation as well as the increasing proportion of police to population. Outlays for law enforcement compete with local government expenditures in other high priority areas such as education, public welfare assistance, recreation, or the provision of more adequate city streets. The new element introduced in the 1960's has been the expansion of Federal support for state and local crime reduction activities. The Federal revenues are made available for specific purposes such as research and planning, the purchase of equipment, improving recruitment and training, increasing the representation of minority and disadvantaged groups, and for improving the efficiency with which police manpower is utilized. As the Federal outlays come to make up a larger fraction of the growth in resources for local police departments, the programs they underwrite can be expected to constitute a strategic force for change in local law enforcement in the 1970's.

^{10/}

U.S. Bureau of the Census, Census of Governments, 1967, Vol. 6: Topical Studies, No. 5: Historical Statistics on Government Finances and Employment, U.S. Government Printing Office, Washington, D.C., 1969, Table 6 and ———, Governmental Finances in 1968-69, U.S. Government Printing Office, Washington, D.C., 1970.

III.

Manpower Requirements in Local Law Enforcement: The 1970's

Overall manpower requirements for local police agencies in the 1970's can be expected to reflect demographic changes together with rising police-population ratios stemming from continued concern with public safety. This anticipation supplies the basis for projecting an annual average recruitment need of about 45,000 persons a year in the first half of the 1970's to allow for growth in staff levels and for replacement of losses due to attrition. The makeup of these larger local police staffs will be substantially affected by the greater use of new technology in police work, and by the growth in job opportunities for civilians, for nonwhites, and for women.

Gross population growth alone is a poor indicator of manpower needs in local law enforcement agencies. For example, even though population change has slowed down or decreased in the large cities, if they are to retain their viability, these areas will continue to require high and probably rising police-population ratios and larger police forces in the next decade. Population shifts from the larger cities to the suburbs can accelerate requirements for police employees as the mushrooming suburbs acquire many of the problems of the cities. In addition, the population group most prone to commit serious offenses are the 15 to 24 year olds. In 1969, about half of the arrests for serious crimes were for persons in this age group, a group which composed three-tenths of

the total population. Between 1969 and 1975, the overall population is projected to grow by a fifth. The comparable figure for the 15 to 24 year age group is three-fifths.^{11/} These changes in the age composition suggest a larger increase in police manpower requirements than would be indicated by gross population growth alone.

The projected changes in the ratio of police department employees to population constitute the basis for the estimates of local police department employment in the mid-1970's. This ratio is expected to increase in a manner similar to the second half of the 1960's taking into account the concentration of population growth outside of the large cities and the larger proportion of 15 to 24 year olds in the population in 1975. The projections are described in Table D (page 20).

The ratio of police department employees to resident population in the cities with 250,000 or more is projected to increase from 31 per 10,000 population in 1969 to 40 by 1975. By contrast, only moderate growth is expected in police agency employment in these cities in this period, a rise from 132,000 to 158,000, or 20 per cent. The more rapid increase in police-population ratios stems from the decline anticipated in the resident population of the large cities, and the expectation that the urban centers will expand their efforts to protect the public safety as a measure necessary to retain their importance as commercial, cultural, and recreational centers. The net effect of these two sets of forces shows up in a considerably larger increase in the ratio

^{11/} Statistical Abstract of the United States-U.S. Government Printing Office, Washington, D.C., 1970, Table 7; U.S. Bureau of the Census, "Projections of the Population of the United States by Age and Sex," and Current Population Reports, Series P-25, No. 448, 1970, Table 2. These estimates are based on the Series C projections. For further detail on the growth of the 15 to 24 age group in the population see Appendix Table 10. For crimes, Hoover J.E., Crime in the United States, 1969, U.S. Government Printing Office, Washington, D.C., 1970, Table 27.

Table D

Estimated Employment in Local Police Departments,
1969 and Projected 1975

A. Number Employed (in 000)

Locality	1969	1975	Average Annual Percent Increase, 1969 to 1975
Cities with 250,000 and more population	131.5	158.0	3.1
Other cities, suburbs, towns, and rural areas	234.0	316.0	5.1
Total	366.0	474.0	4.4

B. Police Department Employees per 10,000 Resident Population

Locality	1969	1975
Cities with 250,000 and more population	31	40
Other localities	15	18
All localities	18	22

Sources: For sources of 1969 data, see Table A.

of police employees to population than in the size of the large city police department workforce.

The largest percentage growth and the bulk of the increase in police department employment is projected to take place outside of the large cities, in the suburbs and, to a lesser extent, in the small towns and rural areas. The suburban areas, in particular, will require more police protection as their population increases and as the problems

created by juvenile delinquency, drug use, organized crime and traffic congestion come to loom larger in everyday suburban life. Many suburbs, rural areas and small towns will seek more police employees as they convert to full-time modern police forces.

It is reasonable to assume that a continued high priority for local police protection in the 1970's would do more than merely generate a demand for more police department employees performing the same functions as they did in the mid-1960's. Local law enforcement is a highly labor intensive activity, and 85 percent of the expenditures of the municipal police agencies represents spending for salaries and benefits.^{12/} Accordingly, efforts to promote efficiency and economy in police operations can be expected to center on more effective utilization of technology and of police department personnel. Pressures by police organizations for higher salaries and larger benefits will add to the concern with police manpower utilization. Between 1958 and 1967, for example, the annual compensation per employee of state and local police departments rose by over half, by 55 percent. By 1969, the median entrance salary for the sworn staff reported in a survey of 37 cities had reached nearly \$8,000.^{13/} If salaries in local police agencies continue rising at approximately the 1958 to 1967 rate for state and local police departments, about 5.6 percent a year, the average salary of the sworn

^{12/} 1970 Survey of Municipal Police Departments, *op. cit.* Estimate based on 37 police departments in cities ranging from 300,000 to 1,000,000 population. Employee compensation and benefits as a proportion of the total budget varied from 65 to 96 per cent, with a large majority - 28 - in the 80 to 96 per cent range.

^{13/} *Ibid.*, p. 2.

staff would increase to nearly \$11,200 by 1975, and the civilian salary level to about \$8,000.^{14/} Extrapolating the 1958 to 1967 experience, a period before the advent of the recent inflationary price increases, probably underestimates the increases in police salary levels in the next few years. The policemen's organization in New York City, to cite a current instance, has been campaigning for a \$16,000 salary to be achieved by patrolmen after five years of service.

The introduction of new technology in police work often creates opportunities for changes in the utilization of police manpower which can increase requirements for civilians. Computer-based data processing, information storage, and communications technology, and the application of laboratory techniques in apprehending and identifying criminals are technological advances which offer considerable potentials for more widespread use in law enforcement agencies. In the past, when police departments required communications or laboratory technicians and similar specialists they typically recruited workers among the policemen and detectives and provided them with additional specialized training. In the electronic data processing division of the New York City Police Department, for example, 70 percent of a staff of over 100 were personnel who were recruited and trained as policemen and detectives, and then trained again for computer-oriented occupations.^{15/} The costs of training and retraining policemen, the salary levels for police and civilians in these positions, the greater efficiency from using more highly specialized personnel and the need for more policemen in law enforcement

^{14/} See Appendix Table 4.

^{15/} Unpublished data, New York City Police Department.

duties will favor the recruitment of a far higher proportion of civilians in technical occupations in the 1970's.

Aside from the opportunities created by new technology, there are many other opportunities for freeing policemen from non-law enforcement activities to concentrate on preventing crimes and apprehending criminals. Greater use of meter maids and street crossing guards could free many policemen from routine traffic control duties. Although it is difficult to substantiate with detailed quantitative information, it is likely that sizeable increases in efficiency could be realized in many police departments by substituting more civilians for policemen and detectives in routine clerical duties. These opportunities are generally greatest in the large cities which have the more elaborate support and specialized staffs.

On the basis of experience in selected large cities and the reports of official bodies it can reasonably be anticipated that the proportion of civilians on the staffs of local police departments could come close to doubling between 1969 and 1975. Accordingly, civilians would increase from about an eighth to nearly a fourth of the total staff, and their employment would grow by 150 percent. Table E indicates both the estimated employment and the annual recruitment needs for employment growth and replacement consistent with two different assumptions. One is that the trends in police manpower utilization of the 1960's, and the policies they reflect, will also characterize the first half of the 1970's. The alternative projection illustrates the potentials implied by a near-doubling of the proportion of civilians in local police agency staffs.

Table E

Estimated Occupational Composition of Employment and in Recruitment Needs of
Local Police Departments, 1969 and Projected 1975
(in thousands)

Occupational Category	Number Employed			Average Annual Recruitment Need, 1969 to 1975 ^{a/}	
	1969	Projected 1975		Trend Projection	Shift in Utilization Projection
		Trend Projection	Shift in Utilization Projection		
Policemen and detectives	320	403	360	32	24
Total civilian personnel	46	71	115	11	21
Meter maids, etc.	10	15	23	3	6
Professional and technical	7	11	18	2	3
Clerical	28	43	72	6	12
Other ^{b/}	1	2	2	--	--
Total, all personnel	366	474	475	43	45

^{a/} Average annual attrition rates are estimated as follows: sworn personnel - 5 percent; meter maids and crossing guards - 20 percent; all others - 10 per cent. Recruitment needs reflect growth and replacement requirements. For further detail, see Appendix Table 9.

^{b/} Includes craftsmen, laborers, and service workers.

Note: Detail may not add to totals due to rounding.

The major difference in the two projections is the requirement for some 45,000 additional civilians in the alternative stressing greater efficiency in manpower utilization. The bulk of the increase in both projections is for clerical workers. Annual recruitment needs for civilians in the projection emphasizing shifts in manpower utilization would be nearly twice the comparable requirement in the estimate assuming a continuation of past trends and policies. In keeping with this change, requirements for the more costly and elaborately trained police and detective staff would diminish by a fourth. Since attrition rates for the civilian occupations are considerably greater than for the policemen and detectives, the projection stressing the employment of civilians yields a slightly greater annual recruitment need than its alternative.

Substituting more civilians for the policemen and detectives would provide modest savings for local governments, savings estimated at \$250 million a year for the projection with the greater concentration of civilian employees.^{16/} It would also create more job opportunities for women and for nonwhites. If 80 percent of the meter maids and crossing guards, 60 percent of the clerical workers, one percent of the policemen and detectives and 20 percent of the other civilian employees were women, the shifts considered would provide employment in 1975 for as many as 80,000 women in police department work. Similarly, if nonwhites made up the same proportion of local police department employment as they are expected to make up of the total labor force in 1975, 11.7 percent,^{17/} 55,000 nonwhites would be employed in the local police agencies.

^{16/} NPA estimate.

^{17/} Manpower Report of the President, 1970, Table E-5.

What do the projections represent? The totals assume that the events of the first half of the 1970's will resemble those of the second half of the 1960's. A significant decline in crime rates and a continued falling off in the frequency of civil disturbances would outmode the projections by diminishing the need for increased police department resources. A slowing down in the growth of suburban areas would have a similar effect by reducing the scope of the problems of the central cities which will be exported to the suburbs. An increase in crime rates and civil disturbances would probably enlarge manpower requirements beyond the levels anticipated in the projections. Similarly, the degree to which Federal initiatives and other influences for greater efficiency in local police work will become translated into more far-reaching programs for utilizing civilians is at present unknown. The two projections, therefore, constitute alternative configurations of police manpower utilization which differ in the extent to which they reflect the forces making for change in police work. In this sense, they indicate limits within which the actual distributions of employment by occupation is likely to fall.

IV.

Manpower Needs in State Police Agencies, in
State and Local Correctional Institutions and in Probation-Parole Agencies

While local police departments make up the major law enforcement institutions in terms of employment, they constitute only one aspect of the nation's crime reduction effort. The 49 state police agencies and highway patrols represent another important group of law enforcement agencies.^{18/} State and local correctional institutions and probation-parole agencies illustrate the manpower problems and needs in agencies which attempt to rehabilitate offenders as a means of preventing crime. Recruitment needs in state police agencies, correctional institutions and probation - parole agencies are expected to exceed 30,000 a year in the next five years.

State police departments generally differ from local law enforcement agencies in their concentration on highway traffic control, and also in their greater use of civilian employees. In the late 1960's,^{19/} about 30 percent of the employees of the state agencies were civilians. This compares with 12 percent in local police departments. The state agencies have frequently figured as innovators in the use of new technology in police work, for example, in the introduction of helicopters in traffic control work. Manpower needs in state police departments are likely to increase slowly in the 1970's, with the growth reflecting such factors as population increase, expansion of the highway and expressway systems and the larger number of motor vehicles in use on the highways

^{18/} Hawaii has no state police or highway patrol.

^{19/} International Association of Chiefs of Police, Comparative Data Report, 1969, Washington, D.C., 1970.

and expressways. Total employment is projected to increase from 53,000 in 1969 to 66,000 by 1975, a growth of a fourth as compared to almost a third for local law enforcement agencies.

State and local correctional institutions and probation-parole agencies are typically short both in numbers of staff and in the kinds of personnel who are needed for effective rehabilitation programs. In 1969 these organizations employed 132,000 workers, a five percent average annual increase from 97,000 employed in 1962.^{20/} Most correctional institutions are primarily staffed to provide custodial rather than rehabilitation services. In 1969, for example, over half the employees were guards. To maintain the levels of service in correctional institutions extant in the mid-1960's would require about 100 additional social workers per year for growth and replacement needs in the 1965-75 period.^{21/} Social workers comprise less than a tenth of the employment in these institutions. Thus it is likely that more than 1,000 new workers per year will be needed merely to maintain what is generally recognized as an inadequate amount and a poor quality of service. To achieve the staffing standards for social workers recommended by the social work profession by 1975, according to the Joint Commission on Correctional Manpower, would involve the recruitment of 1,200 additional social workers for growth and replacement annually in correctional institutions.^{22/} This would mean employing about 6,000 social workers in the

^{20/} The 1969 figure is an NPA estimate derived from 1962 to 1967 data. See U.S. Bureau of the Census, Census of Governments, 1967, Vol. 3, No. 2, Compendium of Public Employment, 1969, Table 5.

^{21/} Joint Commission on Correctional Manpower and Training, Perspectives on Correctional Manpower and Training, The Commission, Washington, D.C., 1970, Table 3, p. 35.

^{22/} Ibid.

mid-1970's compared with the 1,300 employed in the mid-1960's.^{23/} Large increases are also required for psychiatrists and psychologists, vocational and rehabilitation counselors and for the nonprofessional aides and assistants who work with them.

State and local probation and parole agencies are also expected to rapidly increase their demands for staff to improve services and fill vacant positions. In 1965, for example, eight percent of their budgeted positions for professional and administrative jobs were unfilled.^{24/}

Probation and parole activities are likely to become an increasingly important part of the law enforcement-criminal justice system as more persons are arrested for crime, as new methods of dealing with offenders outside the traditional route of prison sentencing are developed and as emphasis is placed on rehabilitating people who are responsible for a disproportionate share of the serious crimes committed. It also seems likely that the manpower needs of the probation-parole agencies, as well as of the correctional institutions, will come closer to being met in the future than they have in the past, partly in response to the recognition of these needs and partly in response to additional Federal grants under the provisions of the 1970 amendments to the Omnibus Crime Control and Safe Streets Act of 1968 (The Omnibus Crime Control Act of 1970, Public Law 91-644), which stipulates that 20 percent of the appropriations for this Act be directed toward support of state and local correctional facilities and systems.

^{23/} Ibid.

^{24/} Piven, Herman and Alcabes, Abraham, The Crisis of Qualified Manpower for Criminal Justice: An Analytical Assessment with Guidelines for New Policy, Volume 1, Probation/Parole, U.S. Department of Health, Education, and Welfare, Social and Rehabilitation Service, Office of Juvenile Delinquency and Youth Development, Washington, D.C., pp. 8-9.

The anticipated requirements for state police personnel, for guards and other workers in correctional institutions and for workers in probation and parole agencies are listed in Table F.

Probation and parole agencies have been severely overloaded with cases as most prisoners are being released on parole rather than serving their entire sentence and many young, first offenders are placed on probation by the courts rather than imprisoned in institutions that provide inadequate rehabilitation services. In the mid-1960's most probation and parole officers were responsible for many more cases than was generally recognized as the maximum for effective service. A National Corrections Survey has reported that probation officers with more than 71 cases were responsible for more than half the juvenile cases and about 90 percent of adults on probation. About 70 percent of the adult probation cases were handled by officers with more than 100 cases.^{25/}

Between 1965 and 1975 the number of people on probation was expected to nearly double--from 684,000 in 1965 to 1.1 million in 1975.^{26/} Parolees have remained a stable percent of persons released from prisons. About two thirds of persons released from state prisons were released on parole in 1964, and the prison capacity was expected to increase by a fourth between 1965 and 1975.^{27/} Probationers and parolees were expected to grow by two-thirds in the

^{25/} Task Force on Corrections, the President's Commission on Law Enforcement and Administration of Justice, Task Force Report: Corrections, U.S. Government Printing Office, Washington, D.C., 1967, pp. 98-99.

^{26/} Ibid., p. 27.

^{27/} Ibid., p. 61.

Table F

Estimated Employment in State Police Departments, and in State and Local Correctional Institutions and Probation-Parole Agencies, 1969 and Projected 1975

(in Thousands)

Occupational Category	Number Employed		Average Annual Recruitment Need 1969 to 1975 ^{a/}
	1969	1975	
State police - total	53	66	6
Policemen and detectives	39	48	4
Civilian personnel	14	18	2
Correctional institutions - total	111	136	17
Guards	70	73	8
Teachers & social workers	13	23	3
Health workers	4	7	1
Service workers	13	20	3
Others	11	13	2
Probation-parole agencies - total	26	52	8
Total, state police and state and local corrections and probation-parole	190	254	31

^{a/} Average annual attrition rates are estimated as: Policemen and detectives-- 5 percent; all others--10 percent. Recruitment needs reflect growth and replacement requirements. For further detail see Appendix Table 9.

Sources of 1969 estimates: State police--J.E. Hoover, Crime in the United States, 1969.
Correctional institutions--Derived from U.S. Bureau of the Census, Public Employment in 1969, GE 69-1, U.S. Government Printing Office, Washington, D.C., 1970.
Probation and parole agencies--Derived from Public Employment in 1969 and U.S. Law Enforcement Assistance Administration & U.S. Bureau of the Census, Expenditures and Employment for the Criminal Justice System: 1968-69, U.S. Government Printing Office, Washington, D.C., 1970.

1965-75 period, rising from approximately 900,000 to 1.5 million. ^{28/}

This increase, accompanied by the demands for a decreasing caseload per probation and parole officer, may serve to double the expected number of workers in these agencies. Even such an increase would not completely satisfy standards for care set forth by the social work and corrections professions. This rapid increase in employment may provide opportunities for paraprofessional workers, including the use of former probationers and parolees for liaison work and other activities to relieve the workload of officers and caseworkers.

About a third--12,000--of the estimated 31,000 average annual job openings in state police, state and local correctional institutions and probation-parole agencies represents requirements in the protective service occupations, for policemen and prison guards. Only minor increases in employment are projected for the guards. Upgrading the status and, often, the qualifications of the guards is likely to prove more effective as a crime reduction measure than adding substantially to their numbers. Manpower needs in correctional institutions for teachers, social and health workers, and for other civilian employees would probably increase beyond the levels listed if innovations in rehabilitation now largely in an experimental stage were to be widely adopted. Half-way houses in which offenders hold jobs in the civilian economy and return to a sheltered residence environment outside the prison walls for counseling and training are an instance. The extent to which these developments emerge from the pilot phase into regular use will be significantly affected by the Federal support in the 1970's for research and innovation in enlarging the role of rehabilitation in correctional institutions.

^{28/} Ibid., p. 8.

V.

Federal Manpower Policies and State and Local Law Enforcement Agencies

Assistance to state and local governments for the training of law enforcement personnel has been one of the most rapidly growing elements in the Federal crime reduction program. Federal outlays for these training programs are estimated to increase from \$17 million in 1969 to \$94 million in 1971, an increase of between five and six times.^{28/} As these outlays continue to grow in the 1970's, the programs they support can speed up the pace of change in state and local police departments, correctional institutions and probation-parole agencies. They can also create many job openings for disadvantaged persons, or for veterans released from the armed forces, who would otherwise lack the skills or the motivation to seek work in this field.

Present federally supported training programs related to law enforcement have focused upon preparing persons to become policemen and other protective service workers. The Transition Program of the Department of Defense, in cooperation with the Manpower Administration and the International Association of Chiefs of Police, provides training and job placement services to prepare persons about to leave military service to become policemen. The Manpower Administration, together with the Law Enforcement Assistance Administration, has supported the establishment of cadet programs designed to recruit and train disadvantaged young workers, often from minority groups, to qualify for careers in police

^{28/} U.S. Office of Management and Budget, op. cit. p. 197.

agencies. In late 1970, other Federal training efforts enrolled some 13,000 persons in programs leading to employment in protective service work including work in local police departments.

Other federal assistance to state and local law enforcement agencies in the past has focused upon identifying the problems underlying the growth of crime and the attempts to treat its causes and effects. Much has been done to point out the lack of data, the inadequate manpower resources and the ineffectiveness of the institutions dealing with crime and attempting to rehabilitate criminals. Growing out of these efforts were the Law Enforcement Assistance Act of 1965 and its successor, the Omnibus Crime Control and Safe Streets Act of 1968. These two Acts provided assistance, primarily to local police departments, to upgrade the quality of uniformed policemen and research into and development of new methods of preventing and responding to crime. Some of the effort and funds have been directed to the states to plan and coordinate police and other criminal justice activities within states and regions of states. Assistance for local police departments has provided training, helped to establish programs to improve community relations and financed the purchase of items such as police cars and communications equipment.

In the 1970 amendments to the 1968 Act (the Omnibus Crime Control Act of 1970) the Congress has recognized that the states and localities were not devoting enough of their resources to the processes of correction, probation and parole and has stipulated that twenty percent of the Federal assistance under the Act be channeled to these programs.

These amendments, however, do not change the limitation that no more than a third of the Federal assistance can be spent on salaries of state and local personnel. Thus, rather than financing the employment of additional workers or increasing the salaries of those already employed, the incremental activities supported by the Federal funds are likely to generate training activities and the construction of new facilities, although these funds may free state and locally raised money for additional manpower and salaries. The course of new programs and the possible implications for the kinds of workers needed to implement these programs are not now discernible. With an increase in activity and interest in the corrections, probation and parole processes, change is likely to result and this change will bear watching to evaluate future manpower implications.

The past Federal support of state and local law enforcement programs, having concentrated on police activities, may have created an imbalance in the overall law enforcement-criminal justice system, increasing the ability to apprehend criminals, but not providing resources to follow up the arrest. Thus, the courts have become increasingly crowded and correctional institutions and probation-parole agencies have not increased their ability to deal with offenders, and perhaps thereby reduce the recidivism that is responsible for a disproportionate share of serious crime.

Table G below compares the changes in resources devoted to state and local police with those for correctional, probation and parole activities between 1962 and 1969.

Table G
Comparison of Changes in Employment and Expenditures in State and Local Police Departments and Correctional Agencies, 1962-1969

	Levels			Average Annual Change		
	1962	1967	1969	1962-67	1967-69	1962-69
Employment (thousands)*				(percent)		
Total police departments	318	381	431	3.7	5.5	4.4
Corrections	95	120	133	4.8	5.3	5.0
Expenditures (millions of current dollars)						
Total police departments	2,130	3,049	3,938	7.5	13.7	9.2
Corrections	790	1,139	1,391	7.6	10.5	8.4

* All police department employees.

** Includes probation and parole activities.

Sources: Employment, 1962 and 1967--U.S. Bureau of the Census, Compendium of Public Employment, 1962 and 1967, U.S. Government Printing Office, Washington, D.C., 1963 and 1969.
Expenditures, 1962--U.S. Bureau of the Census, Census of Governments, 1967, Vol. 6: Topical Studies, No. 5: Historical Statistics on Governmental Finances and Employment, U.S. Government Printing Office, Washington, D.C., 1969.
Expenditures, 1969--U.S. Law Enforcement Assistance Administration and U.S. Bureau of the Census, Expenditure and Employment for the Criminal Justice System: 1968-69, U.S. Government Printing Office, Washington, D.C., 1970.

Expenditures and job growth in both of these activities have been roughly similar. Therefore, the growth of resources for corrections, probation and parole has not increased relative to that for police activities. Future trends may focus to a greater degree than in the past upon the corrections and rehabilitation aspects of the law enforcement-criminal justice system and thus generate employment opportunities in the correctional institutions and probation-parole agencies.

Training programs related to crime reduction, to date, have concentrated on preparation for employment as policemen. Yet, with the anticipated shifts toward greater utilization of civilians, career openings outside the protective service occupations in state and local police forces, correctional institutions and probation-parole agencies are likely to exceed those for policemen and guards in the 1970's. The overall requirements in the various civilian occupations are projected at between 30,000 to 40,000 a year in the 1970 to 1975 period. This compares with a recruitment need of between 36,000 and 44,000 policemen and guards. The high projection for the civilian job openings is, in part, attributable to attrition rates among the civilian workers estimated at double those for the policemen and detectives.

Through such efforts as the Federal Public Service Careers Program, manpower training programs could provide a natural vehicle for creating the civilian workforce likely to be needed by state and local police departments, correctional institutions and probation-parole agencies in the coming decade. Clerical workers, data processors, laboratory

technicians and social work aides are typically trained for employment in a variety of job settings. Specialized training related to the needs of the crime reduction agencies would increase the receptivity of prospective employers to adding more of these employees and, consequently, it would enhance the prospects of training leading to employment. In the aide positions required in rehabilitation programs in both correctional institutions and in community based efforts, the establishment of career ladders leading to better paid and more responsible job opportunities could provide an important inducement in encouraging more interested young people to seek employment in this field.

The Commission on Law Enforcement pointed out that "it is being realized, more and more, that mere numbers of personnel are not the answer to problems of police efficiency and effectiveness."^{29/} Continuation of present policies would primarily add to numbers by increasing requirements for uniformed policemen. The alternative options in manpower programs related to law enforcement in the 1970's will grow out of the country's priorities in crime reduction. A higher priority for police-community relations in the larger cities and in the Spanish-speaking southwestern areas would underscore the importance of recruiting and upgrading more police workers from black and other minority groups. Greater stress on rehabilitation of offenders and efficiency in local police departments would generate job openings for many civilian workers in clerical, technical and human service occupations.

^{29/} The President's Commission on Law Enforcement and the Administration of Justice, Task Force Report - The Police, U.S. Government Printing Office, Washington, D.C., 1967, p. 75.

To a considerably greater extent than in the past, the emerging choice of priorities will be influenced by Federal legislation and Federal outlays in support of the activities of state and local police and correctional and rehabilitation activities.

APPENDIX

Federal Initiatives to Assist State and Local Law Enforcement Activities

1. Law Enforcement Assistance Act of 1965, Public Law 89-197:

- * Provided grants to and contracts with public and private agencies to establish and improve training programs for state and local law enforcement, correctional and crime prevention personnel.
- * Supported state and local efforts to improve performance of law enforcement, correction and crime control efforts.
- * Authorized the U.S. Department of Justice to collect, evaluate and disseminate information on law enforcement and similar subjects, and to assist state and local agencies in crime prevention and law enforcement.

The Act was administered by the Law Enforcement Assistance Administration (formerly called Office of Law Enforcement Assistance) in the Department of Justice. From its inception in late 1965 to April 1968, 330 separate projects were supported with \$19 million. The nature of the projects was divided into three categories: training, which received 55 percent of the awards and 41 percent of the funding; operations improvement, which received 32 percent of the awards and 48 percent of the funding; and planning and crime prevention, which received 13 percent of the awards and 11 percent of the funding. Many of the training projects were aimed at establishing courses of studies

in colleges for the education of police officers and for courses in police-community relations. Operations improvement contracts focused upon the installation and use of communications and the use of data for crime prevention activities.

2. The Omnibus Crime Control and Safe Streets Act of 1968, Public Law 90-351.

Title I of this Act:

- * Abolished and superceded the Law Enforcement Assistance Act of 1965.
- * Established the Law Enforcement Assistance Administration in the Department of Justice.
- * Encourages states and local governments to institute planning to cope with law enforcement problems.
- * Authorizes grants to states and local governments to implement and strengthen law enforcement planning and operation.
- * Supports research and development activities aimed at improving methods of crime prevention and reduction and the detection and apprehension of criminals.
- * Subsidizes the training of law enforcement personnel in subjects related to their work.

A state, to obtain the full benefits it is entitled to by virtue of its population, must submit an acceptable plan indicating how it will use the grants, setting forth both short- and long-term plans.

For fiscal year 1971, \$268 million were appropriated for Title I of this Act, to finance grants, contracts, loans and Department of Justice salaries and other expenses to administer the program -- Public Law 91-153.

On January 2, 1971, amendments to the 1968 Act were signed into law -- The Omnibus Crime Control Act of 1970, Public Law 91-644. Major provisions of Title I of this Act allow the Federal government to more liberally subsidize state and local personnel performing research, development and demonstration projects. It also allows a broader interpretation of the kinds of education it will support for law enforcement personnel. The Act adds the authorization of grants to improve the correctional facilities and systems of states and stipulates that 20 percent of the appropriations for this Act be directed toward this purpose.

This Act authorized appropriations up to \$1,150 million for the 1972 fiscal year and \$1,750 million for the 1973 fiscal year. The Administration has requested that \$698 million be appropriated for the 1972 fiscal year.

3. Federal Bureau of Investigation, National Academy.

The FBI's National Academy, in addition to training FBI agents, provides training for state and local police officers without charge.

It has trained about 200 officers per year in recent years (some of whom are from foreign countries).

4. The President's Commission on Law Enforcement and the Administration of Justice; The National Advisory Commission on Civil Disorders; President's Commission on Crime in the District of Columbia.

These Commissions investigated the criminal justice system, police operations and the causes of crime and civil disorders by holding their own hearings and contracting for reports on various aspects of crime and its prevention. Some of the recommendations they have made have formed the basis for current efforts in judicial, police and corrections reform.

5. District of Columbia Court Reform and Criminal Procedure Act of 1970, Public Law 91-358.

This act initiates reforms to make courts more responsive to local needs and to increase their efficiency. It also provides for a Public Defender service for indigent defendants, for preventive detention of multiple offenders and legal protection of police charged with false arrest by citizens. While this Act affects only the District of Columbia, it has generally been regarded to be a precedent setter for state judiciary reform and criminal procedures.

6. Organized Crime Control Act of 1970, Public Law 91-452.

This Act gives the Federal Government original jurisdiction over certain types of crime such as gambling, the interstate transportation of explosives and the use of explosives on public and private buildings. It makes it illegal to use profits from organized crime to establish legitimate business enterprises. The overall effect of this law cannot

be ascertained, but it will involve the FBI more directly in assisting local police agencies in dealing with what formerly were local problems only.

7. A number of Supreme Court decisions in recent years have served to change procedures for gathering evidence because of the inadmissibility of proof of crimes gathered in a manner to violate individual rights. The Court decisions also mandated that legal representation be available for all persons accused of crimes. While these decisions have no impact on personnel requirements, they do tend to make state and local police and judicial activities technically more difficult than they were prior to the decisions. Thus, especially for the police, a greater amount of training and ability is required for effective law enforcement while respecting individual rights.

8. Overall Federal expenditures and aid to state and local governments for law enforcement and crime reduction programs.

Between fiscal years 1969 and 1971 the Federal government was expected to increase its expenditures for crime reduction and prevention programs by 90 percent, from \$658 million to \$1,257 million.^{1/} Most of these expenditures went and were expected to be devoted to the operation of direct Federal programs of law enforcement, the administration of justice and treatment for and research in addiction to narcotics and alcohol. Federal aid to state and local governments, however, has increased more rapidly than other expenditures, rising from \$104 million in 1969 to an estimated \$544 million of the expected 1971 expenditures,

^{1/} U.S. Bureau of the Budget, Budget of the United States, Fiscal Year 1971, Special Analysis, U.S. Government Printing Office, Washington, D.C., 1970, Table M-3.

and growing from 15 percent to 42 percent of the total in the three-year period.^{2/}

Appendix Table 1 attempts to estimate the areas in which the Federal government supported state and local activities in crime prevention and law enforcement programs. Aside from the law enforcement assistance provided by the Department of Justice under the Omnibus Crime Control and Safe Streets Act, the Department of Health, Education, and Welfare supports programs to combat juvenile delinquency, to provide education and training for inmates of state prisons and to provide treatment for narcotics addicts; the Department of Labor for vocational training of inmates of correctional institutions; the Model Cities program of the Department of Housing and Urban Development for planning law enforcement activities; and the Office of Economic Opportunity for assistance to inmates and released prisoners.

^{2/} Ibid.

Appendix Table 1
Federal Expenditures for Crime Reduction and Prevention Programs,
Fiscal Years 1969 and Estimated 1971

(million dollars)

Program and Agency	1969		1971	
	Total	Aid to State and Local Governments	Total	Aid to State and Local Governments
Total	658.4	102.8**	1,257.3	543.9
Department of Justice All programs	543.8	80.9	1,127.1	484.6
Other agencies				
Research & statistics*	7.0	--	9.3	--
Crime prevention services	43.0	10.1	100.3	44.6
Office of Eco. Opp.	5.4	8.4	8.4	8.4***
Health, Educ. & Wel.	32.3	1.4***	59.9	12.9
Housing & Urban Dev.	0.3	0.3	23.3	23.3
Other*	5.0	--	8.7	--
Federal criminal law enforcement*	147.6	--	207.9	--
Law enforcement support	10.4	1.9	36.4	2.2
Office of Eco. Opp.	0.6	0.6	0.1	0.1
Health, Educ. & Wel.	1.3	1.3	2.1	2.1
Other*	8.5	--	34.2	--
Administration of justice*	37.7	--	45.7	--
Rehabilitation of offenders	21.9	9.6	26.7	12.2
Office of Eco. Opp.	1.5	1.5	2.8	2.8
Health, Educ. & Wel.	5.3	5.3	6.4	6.4
Labor	2.8	2.8	3.0	3.0
Other*	12.3	--	14.5	--
Reform of criminal laws*	0.2	--	0.2	--
Planning & coordination of crime-reduction program*	0.3	0.3	0.3	0.3
Housing & Urban Dev.	0.3	0.3	0.3	0.3

Notes to Appendix Table 1

* Excludes the Department of Justice expenditures.

** Actual estimate is \$103.7 million.

Source: U.S. Bureau of the Budget, Budget of the United States, Fiscal Year 1971, Special Analysis, U.S. Government Printing Office, Washington, D.C., 1970.

Justice Department: Table R-8
Others: Table M-3.

*** Source: Budget of the United States Government, Fiscal Year 1971, U.S. Government Printing Office, Washington, D.C., 1970, p. 325.

State Aid for Local Government Police Activities

In fiscal year 1967, state governments provided about \$22 million in financial assistance to local governments in grants-in-aid and payments earmarked for police department activities. Two-thirds of this was composed of payments for police pension funds (some of which was also applied to fire departments). About 10 percent of the payments were to compensate for services local police provided to the states, primarily for transportation of fugitives and prisoners. One state -- California -- assisted local police in paying for state-approved training programs for police recruits, and one state -- Virginia -- assisted local governments in paying salaries of sheriffs and selected other police.^{3/}

State police and highway patrol agencies also provide assistance to local police in the form of services. The amount and nature of these services vary from state to state. In 1968, for example, state police or highway patrols in 17 states provided some training of local police. In 25 states the state police dealt with overall crime. In 16 states, the highway patrols dealt with traffic safety and related crimes. In the remaining eight states, the highway patrols were limited to enforcing traffic safety laws.^{4/}

^{3/} U.S. Bureau of the Census, Census of Governments, 1967, Vol. 6, No. 4, State Payments to Local Governments, U.S. Government Printing Office, Washington, D.C., 1968, Table 7.

^{4/} International Association of Chiefs of Police, Division of State and Provincial Police, Comparative Data Report, 1968, IACP, Washington, D.C., 1969.

Local Police Department Costs and Employment: Past and Projected Costs:

The Past

In the past decade the costs of local police departments have remained a stable share of all local expenditures and of general revenues from local sources. Appendix Table 2 indicates the 1957-67 trends in local government finances and expenditures and their relation to police expenditures. General revenues and expenditures exclude the income and costs of operating locally owned public utilities such as electric, water supply, transit and other governmental enterprises which are essentially businesses. Therefore, the general revenues reflect only income from taxes, assessments, and other charges not directly related to providing a specific service, and the expenditures are for those programs, such as police protection, which do not require payments to receive their benefits.

Appendix Table 2

Trends in Local Government Revenues and Expenditures,
1957-1967

Category	Fiscal Year Ending in				Average Annual Change, 1963-67 (percent)
	1957	1963 (million dollars)	1965	1967	
Total general revenues	25,531	40,558	47,528	58,235	9.5
General revenues from own sources	17,866	27,967	32,362	38,045	8.0
Total general expenditures	26,729	41,486	48,405	59,101	9.3
Current account expenditures	20,653	33,294	38,999	47,639	9.4
Police expenditures	1,290	1,934	2,201	2,609	7.8
(percent)					
Police expenditures as a share of:					
Total general revenues	5.1	4.8	4.6	4.5	--
General revenues from own sources	7.2	6.9	6.8	6.9	--
Current account expenditures	6.2	5.8	5.6	5.5	--
(dollars)					
Per capita:					
Total general revenues	149.85	215.14	245.22	294.32	8.2
General revenues from own sources	104.86	148.24	166.97	192.28	6.7
Current account expenditures	121.22	176.48	201.22	240.77	8.1
Police expenditures	7.57	10.25	11.36	13.19	6.5

Appendix Table 2 (Continued)

Category	Fiscal Year Ending in				Average Annual Change, 1963-67 (percent)
	1957	1963 (thousands)	1965	1967	
Resident population	170,375	188,658	193,815	197,863	1.2
	(billions)				
Gross National Product	441.1	575.4	658.7	771.7	7.6

Sources (all data except GNP): U.S. Bureau of the Census, Census of Governments, 1967, Vol. 6, Topical Studies, No. 5, Historical Statistics on Government Finances and Employment, U.S. Government Printing Office, Washington, D.C., 1969, Table 6.

(GNP): Economic Report of the President, February 1970, U.S. Government Printing Office, Washington, D.C., 1970, Table C-1.

Appendix Table 2 indicates that during the 1963-67 period police expenditures and general local government revenues from their own sources rose by eight percent annually while total general revenues and current account expenditures rose slightly faster. (The 1963-67 period is used, rather than the longer 1957-67 period, to attempt to portray a trend in years not reflected by slow economic growth as in the late 1950's and early 1960's.)

Costs: Projected

The amount of money that will be spent for police activities is essentially determined by what local governments will be able to afford in the coming years from the revenues they can raise for themselves unless Federal and state grants-in-aid policies change. Federal payments are now limited to providing for training, purchasing of improved equipment and research and development activities, much of which has not been channeled to police departments. The money the governments raise for themselves and that is not earmarked for specific functions (i.e., operation of a public transit or utility system which depend on their own revenues for operating expenses and debt service) is not influenced by intergovernmental relations or factors affecting other levels of government or expenditures for other government programs. Police services are one of the largest local government programs in terms of costs that is not funded to a large extent by Federal and state grants-in-aid. Other programs that are more costly than police -- education, public welfare, hospitals and highways -- receive large amounts of grants-in-aid.

Thus, to project police expenditures we have used local government general revenues from their own sources as a determinant of financial resources available for the police. We have raised the proportion of these funds devoted to police activities as these activities take higher priority and as all local programs receive greater degrees of support from Federal and state grants.

General revenues from local governments' own sources are projected in relation to Gross National Product. During the 1963-67 period these revenues and GNP have both risen steadily, the former increasing annually by eight percent and the latter by 7.6 percent. In the 1967-75 period GNP is expected to increase by 7.2 percent^{5/} and local general revenues from own sources by 7.6 percent per year. Thus by 1975 these revenues are expected to amount to \$68,329 million. If police expenditures were to represent 7.5 percent of these -- a somewhat larger percent than they accounted for in the 1960's -- \$5,125 million would be available to operate local police departments in 1975 (see Appendix Table 3 for data).

The problem local governments will face in 1975 if no more than this \$5,125 million is available for the operation of police departments is how to maximize these financial resources. If present patterns of police department employment continue, with a slowly increasing proportion of civilian workers (rising to 15 percent civilians by 1975), and a demand for 473,000 police department employees in 1975, the cost of operating would amount to \$5,643 million, \$518 million more than is expected to be available.

^{5/} National Planning Association, Center for Economic Projections, National Economic Projections to 1980, Report 70-N-1, Washington, D.C., 1970.

Appendix Table 3
Local Revenues and Expenditures for Police,
1957-69 and Projections to 1975

Category	1957	1963*	1965*	1967*	1969*	1975
	(million dollars)					
General revenues from own sources**	17,866	27,967	32,362	38,045	45,861	68,329
Police expenditures	1,290	1,932	2,201	2,609	3,316	5,125
Police expenditures as a share of general revenues from own sources	7.2	6.9	6.8	6.9	7.2	7.5

* Fiscal years ending in 1963, 1965, 1967 and 1969.

** Includes all taxes, special assessments, interest on earnings, license fees and sales of property.

Sources: U.S. Bureau of the Census, Census of Governments, 1967, Vol. 6: Topical Studies, No. 5: Historical Statistics on Government Finances and Employment, U.S. Government Printing Office, Washington, D.C., 1969, Table 6.

1969--U.S. Bureau of the Census, Governmental Finances in 1968-69, Series GF69-No. 5, U.S. Government Printing Office, Washington, D.C., 1970.

Projections for 1975 by NPA.

The reason for this cost is primarily determined by the salaries of policemen and detectives which are estimated to be a third higher than those of civilians (not counting the costs of training, uniforms, pension plans and health and life insurance which local police departments provide for in full or in part to policemen and detectives).^{6/}

Appendix Table 4 indicates that the average annual salaries of all workers in state and local police departments have increased from \$4,641 in 1958 to \$7,176 in 1967, while total state and local government employees earned an average of \$4,171 in 1958 and \$6,324 in 1967.

^{6/} Average annual salaries of Police Department employees in the District of Columbia, 1970:^{*}

Policemen and detectives	\$9,954
Civilian staff	6,164

^{*} Based on pay as of October 1970.
Source: Washington, D.C., Police Department.

Appendix Table 4
Trends in State and Local Police Department and Total Government Personnel Costs, 1958-1967

Category	Unit	1958	1963	1965	1967
Police departments					
Payroll*	\$ million	1,332	1,889	2,206	2,734
Employment	thousands	287	327	349	381
Pay per employee*	dollars	4,641	5,777	6,321	7,176
Index of pay per employee*	1958 = 100.0	100.0	124.5	136.2	154.6
Total state and local government					
Payroll*	\$ million	21,363	32,134	38,463	47,415
Employment	thousands	5,122	6,203	6,849	7,498
Pay per employee*	dollars	4,171	5,180	5,616	6,324
Index of pay per employee*	1958 = 100.0	100.0	124.2	134.6	151.6

Addenda:	Average Annual Percent Rates of Change		
	1958-63	1963-67	1958-67
Police			
Payroll*	7.2	9.7	8.3
Employment	2.6	3.9	3.2
Pay per employee*	4.5	5.6	5.0
Total			
Payroll*	8.5	10.2	9.1
Employment	3.9	4.9	4.3
Pay per employee*	4.4	5.1	4.7

Sources: Police departments - U.S. Bureau of the Census, Census of Governments, 1967, Vol. 6: Topical Studies, No. 5: Historical Statistics on Governmental Finances and Employment, U.S. Government Printing Office, Washington, D.C., 1969, Table 17.
Total state and local government - U.S. Office of Business Economics, Survey of Current Business, National Income Issues, July 1968 and 1970, Tables 6.2 and 6.6.
_____; The National Income and Product Accounts of the United States, 1929-1965, Tables 6.2 and 6.6.

* Includes fringe benefits.

Police Department Salary Projections

Police department salary projections have been divided into the two components of police department employment -- sworn (policemen and detectives) and civilian personnel. Both have been keyed to projections of the productivity per worker in the private economy for the 1967-75 period. These projections indicate that real productivity (in constant prices) is expected to increase by 2.6 percent annually and prices are expected to increase an average of 3.1 percent per year in the period.^{7/}

Average salaries of police department workers are projected as shown in Appendix Table 5 below. The components of future change are divided into productivity and price factors with additional increases stemming from a change of mix as a result of hiring greater proportions of workers with higher educational attainment levels than is now the case.

^{7/} National Planning Association, Economic Projections to 1980: Growth Patterns for the Coming Decade, National Economic Projections Series, Report No. 70-N-1, Washington, D.C., 1970, Table I-9.

Appendix Table 5

Projections of Local Police Department Average Personnel Costs, 1967-1975

Staff Category	Model	1967-75 Changes											
		1967		1975		Total		Price		Productivity		Employment Mix	
		(\$ current)		Total	Annual	Total	Annual	Total	Annual	Total	Annual		
Policemen and detectives	Trend	6,870	11,198	\$4,328	\$541	\$1,900	\$237	\$1,998	\$250	\$430	\$54		
	Shift	6,870	10,768	3,898	487								
Civilian	Trend	5,089	7,978	2,889	361	1,408	176	1,481	185	156	20		
	Shift	5,089	8,134	3,045	381								

Models refer to those shown in Table D of text.

Price change based upon a 3.1 percent annual increase.

Productivity change based upon a 2.6 percent annual increase.

Mix changes result in a 0.6 percent annual increase in sworn staff salaries and a 0.3 percent increase in civilian staff salaries.

1967 estimates based upon U.S. Bureau of the Census, Census of Governments, 1967, Vol. 6: Topical Studies, No. 5: Historical Statistics on Government Finances and Employment, U.S. Government Printing Office, Washington, D.C., 1969, Table 6, and NPA estimates derived from relationship of civilian to sworn staff salaries.

Appendix Table 5 indicates that the salaries of policemen and detectives in local police departments are projected to increase by a basic annual average of \$472 in the 1967-75 period. The 3.1 percent price factor accounts for \$230 of the \$427 annual increase and the productivity change of 2.6 percent annually accounts for \$242. (Productivity accounts for more than price, although it is a smaller percentage increase, because it is based upon the inflated value of salaries -- \$8,503 of 1967 dollars in 1975.) In addition, the annual increase in salaries of \$52 results from the employment of new workers who have levels of educational attainment higher than presently employed police, and to whom higher salaries will have to be paid to compete with other employers.^{8/}

The salaries of the civilian staff of police departments are expected to exhibit similar trends to those of policemen and detectives -- a 3.1 percent annual price increase resulting in an average salary increase of \$176 per year, and \$185 per year for the 2.6 percent productivity factor (based on the inflated salary level), and a \$20 annual increase for a quality improvement over the 1967-75 period. It should be noted that

^{8/} It may be that we have underestimated the salary level and probable growth rates of the policemen and detectives. The U.S. Bureau of Labor Statistics (in its press release No. 11-561 of November 30, 1970) has reported a 1969 average annual maximum salary of \$10,040 for patrolmen in 130 cities with populations of 100,000 or more, a nine percent increase over the previous year. These cities, however, pay higher salaries than smaller governmental units. The recent pressures upon local governments to bring salaries of their employees more in line with comparable wages in the private sector as well as pressure to provide better law enforcement may have created a rapid rise in police salaries over the last few years higher than what could be expected over a longer period. A more rapid increase in police salaries than we have projected would create a larger gap than what we have projected between the costs of operating local police departments under present personnel practices and the funds that are likely to be available to do so.

the employment mix or quality improvement factor in the salary change for both policemen and detectives and the civilian staff applies only in models which emphasize the employment of the respective group of workers.

Local Police Department Expenditure Projections

The primary factors influencing the future level of spending of local police departments are the salaries of their employees and the distribution of employment between the policemen and detectives and the civilians. The following projections (Appendix Table 6) indicate potential levels of spending based upon the average salaries shown in Appendix Table 5 above and the alternative configurations of employment in Table D. The shift toward the employment of civilians could be expected to save local governments about a quarter billion dollars by 1975, allowing for an increase of \$20 million for equipment and facilities.

Appendix Table 6

Local Police Department Employment and Associated Costs, 1969 and 1975

Category	1969	1975	
		Current Trends of Employment Policy	Shift Toward Civilian Employment
(thousands)			
Employment			
Total	366	474	475
Policemen and detectives	320	403	360
Civilian personnel	46	71	115
(millions of current dollars)			
Expenditures			
Total	3,316	5,643	5,395
Employee compensation	3,040	5,079	4,811
Other	276	564	584

Source: 1969--U.S. Law Enforcement Assistance Administration and U.S. Bureau of the Census, Expenditures and Employment for the Criminal Justice System, 1968-69, U.S. Government Printing Office, Washington, D.C., 1970. Employment represents full-time workers as of October 1969 and expenditures are for the fiscal year ending June 30, 1969.

1975--NPA estimates.

Employee compensation includes salaries, pensions and costs of other fringe benefits.

Projections of Population and Police Employment Requirements

The size and nature of the areas in which people live have determined, to a large extent, how many police are required to attempt to provide public safety. Thus population projections of cities and metropolitan areas are a key factor in determining the needs for police.

In the past decade population in suburban areas and in medium-sized metropolitan areas has grown considerably faster than in large metropolitan areas and in central cities. In some instances suburban growth has been at the expense of growth in the central cities and all metropolitan area growth has been at the expense of growth in rural areas and small towns. These patterns of growth and migration are expected to continue during the next decade. In 1975 metropolitan areas are projected to contain 71 percent of the national population, four percent more than in 1966.^{2/}

Appendix Table 7 provides an estimate of the population of central cities expected to contain 250,000 or more people in 1975, along with their metropolitan areas' population. Other cities and rural areas (as shown in Table A) have not been shown separately in this table since the difference in the police employment per capita of these two areas is relatively minor when compared with the police per capita of large central cities, and over time towns in rural areas are taking on some of the characteristics of small cities.

^{2/} National Planning Association, Economic and Demographic Projections for States and Metropolitan Areas, Report No. 68-R-1, NPA, Washington, D.C., 1969.

Appendix Table 7

Population and Local Police Department Employment in the U.S., 1960, 1969 and 1975

Area	Population (millions)			Police Employment (thousands)			Police per Thousand Population		
	1960	1969	1975	1960	1969	1975	1960	1969	1975
Total	180.7	203.2	217.6	272.0	366.0	473.0	1.5	1.8	2.2
Cities with 250,000 or more population*	39.9	43.2	39.5	99.8	131.7	150.0	2.5	3.1	4.0
Other cities, towns and rural areas	140.8	160.0	178.1	172.2	234.3	323.0	1.2	1.5	1.8

* The cities with 250,000 or more population are: Akron, Ohio; Albuquerque, N.Mex.; Atlanta, Ga.; Austin, Tex.; Baltimore, Md.; Birmingham, Ala.; Boston, Mass.; Buffalo, N.Y.; Charlotte, N.C.; Chicago, Ill.; Cincinnati, Ohio; Cleveland, Ohio; Columbus, Ohio; Dallas, Tex.; Dayton, Ohio; Denver, Colo.; Detroit, Mich.; El Paso, Tex.; Fort Worth, Tex.; Honolulu, Hawaii; Houston, Tex.; Indianapolis, Ind.; Jacksonville, Fla.; Jersey City, N.J.; Kansas City, Mo.; Long Beach, Calif.; Los Angeles, Calif.; Louisville, Ky.; Memphis, Tenn.; Miami, Fla.; Milwaukee, Wis.; Minneapolis, Minn.; Nashville, Tenn.; Newark, N.J.; New Orleans, La.; New York, N.Y.; Norfolk, Va.; Oakland, Calif.; Oklahoma City, Okla.; Omaha, Nebr.; Philadelphia, Pa.; Phoenix, Ariz.; Pittsburgh, Pa.; Portland, Oreg.; Rochester, N.Y.; Sacramento, Calif.; St. Louis, Mo.; St. Paul, Minn.; San Antonio, Tex.; San Diego, Calif.; San Francisco, Calif.; San Jose, Calif.; Seattle, Wash.; Tampa, Fla.; Toledo, Ohio; Tulsa, Okla.; Washington, D.C.; Wichita, Kans.

Sources: Total Population -- U.S. Bureau of the Census, Current Population Reports, Series P-25, No. 448, "Projections of the Population of the United States, by Age and Sex (Interim Revisions): 1970 to 2020," U.S. Government Printing Office, Washington, D.C., 1970. Series C projections were used, the second highest projection series. The range of projected population for 1975 between the highest and lowest projection series is from 219.1 to 214.7 million, and would result in police employment needs ranging from 476 to 468 thousand.

The population of the large central cities is projected to decline both in absolute terms and as a share of the metropolitan areas' population. Police department employment in the large central cities, however, is expected to continue increasing in both per capita and absolute terms, for the impetus creating the demand for police in these areas is not overall population, but crime rates and the daytime population, which is generally larger than resident population.

The growth of police departments in large cities seems also to be related to public reaction against increasing crime, causing police activity to become a high priority government program. For example, in the 10 largest cities the growth rate rank of police department employment during the late 1960's is roughly coincident to the growth rate rank of the increase of serious crimes. Appendix Table 8 (see page 66) ranks police department employment, central city population and crime growth in the 10 largest cities during the 1960's.

Notes to Appendix Table 7 (Continued)

City Population and Police Employment: Past -- Hoover, J. E., Crime in the United States, 1969, U.S. Government Printing Office, Washington, D.C., 1970 and U.S. Law Enforcement Assistance Administration and U.S. Bureau of the Census, Expenditure and Employment for the Criminal Justice System: 1968-69, U.S. Government Printing Office, Washington, D.C., 1970, Table 2.

City Population Projected -- Derived from National Planning Association, Economic and Demographic Projections for States and Metropolitan Areas, Report No. 68-R-1, NPA, Washington, D.C., 1969. The central city is expected to decline as a share of metropolitan area population from 51.2% in 1960 and 45.3% in 1969 to 38.0% by 1975.

Appendix Table 8

Population, Police Department Employment and Crime Change in the Ten Largest Cities

City	Rank of Growth			Annual Rates of Change		
	Population	Police Empl.	Crimes*	Population	Police Empl.	Crimes
	1960-70	1966-69		1960-70	1966-69	1966-69
Washington, D.C.	5	1	2	0.0	13.7	28.7
Los Angeles	4	2	8	1.2	7.3	8.8
Dallas	3	3	1	2.1	6.5	35.2
Houston**	2	4	3	2.6	6.4	19.5
Chicago	9	5	10	-1.3	6.3	5.8
Baltimore	8	6	4	-1.0	6.1	19.2
Indianapolis**	1	7	7	4.5	5.7	11.9
Detroit	10	8	5	-2.3	4.8	17.4
New York	6	9	6	-0.1	4.8	12.1
Philadelphia	7	10	9	-0.8	1.6	6.1

* Crimes reflect the number of index crimes reported, but do not account for changes in reporting methods.

** Indianapolis and Houston have annexed suburbs, which accounts for much of their population growth.

Sources: Population - New York Times, September 2, 1970, p. 27.
 Police employment and crime rates - Hoover, J.E., Crime in the United States (1966 and 1969 editions), U.S. Government Printing Office, Washington, D.C., 1967 and 1970. Tables 53 and 55 in 1966 edition, Tables 56 and 58 in 1969 edition.

The rankings in Appendix Table 8 indicate that the rates of increase in police employment in the 10 largest cities are more closely related to the rise in the incidence of crime than to population growth, although neither exhibits a very good correlation. This seems to emphasize the inability to make reliable projections of police employment based upon population alone, but the need to take into consideration priorities of local governments and populations. These priorities may depend, in part, upon the seriousness of the crime problem in the respective areas.

Occupational Composition of Projected State and Local Police
and Correctional Manpower Requirements

Manpower requirements stem from replacement and growth factors. Replacement needs have been estimated by establishing turnover rates for employees by broad group based on past experiences. Growth represents the difference between the employment levels projected for the terminal year compared with those in the initial year. Turnover rates are estimated as follows:

- * For policemen and detectives in local and state police departments -- 5 percent per year based on estimates in the Task Force Report - The Police of the President's Commission on Law Enforcement and the Administration of Justice.
- * For meter maids and school crossing guards -- 20 percent per year, estimated by NPA on the basis of a high proportion of women engaged in these occupations.
- * For other personnel -- 10 percent annually, derived from job tenure data for men between the ages of 30 and 65. The average job tenure of these men in 1968 was reported to be 9.5 years, resulting in an annual turnover rate of about 10 percent.^{10/}

Appendix Table 9 divides the annual recruitment needs for the 1969 to 1975 period shown in Tables D and E into the growth and recruitment needs attendant to each of the occupational groups in state and local police and correctional agencies.

^{10/} O'Boyle, Edward J., Job Tenure of Workers, Special Labor Force Report 112, U.S. Bureau of Labor Statistics, 1969, Table A.

Appendix Table 9

Occupational Requirements in State and Local Police Departments and Correctional Institutions, 1969-1975

(Thousands)

Agency and Occupation Group	Requirements for:			Average Annual Requirements 1969-75	Employment Level	
	Growth	Replacement	Total		1969	1975
A. Local Police Departments - Trend Projection						
Total	108	150	258	43.0	366	474
Policemen and detectives	83	108	191	31.8	320	403
Civilian personnel	25	42	67	11.2	46	71
Meter maids, etc.	5	15	20	3.3	10	15
Professional, technical and managerial	4	5	9	1.5	7	11
Clerical	15	21	36	6.0	28	43
Other*	1	1	2	0.3	1	2
- Shift in Utilization Projection						
Total	109	161	270	45.0	366	475
Policemen and detectives	40	102	142	23.7	320	360
Civilian personnel	69	59	128	21.3	46	115
Meter maids, etc.	13	20	33	5.5	10	23
Professional, technical and managerial	11	8	19	3.2	7	18
Clerical	44	30	74	12.3	28	72
Other*	1	1	2	0.3	1	2
B. State Police Departments						
Total	13	23	36	6.0	53	66
Policemen and detectives	9	13	22	3.7	39	48
Civilian personnel	4	10	14	2.3	14	18
C. Correctional Institutions**						
Total	25	74	99	16.5	111	136
Guards	3	43	46	7.7	70	73
Teachers & social workers	10	11	21	3.5	13	23
Health workers	3	3	6	1.0	4	7
Service workers	7	10	17	2.8	13	20
Others***	2	7	9	1.5	11	13
D. Probation and Parole Agencies						
Total	26	23	49	8.2	26	52

Appendix Table 9 (Continued)

Agency and Occupation Group	Requirements for:			Average Annual Requirements 1969-75	Employment Level	
	Growth	Replacement	Total		1969	1975
E. Total Requirements****						
Total	172	270	442	73.7	556	728
Policemen, detectives & guards	95	164	259	43.2	429	524
Civilian personnel	77	106	183	30.5	127	204

* Includes craftsmen, laborers and service workers.

** The occupational division of correctional institutions is based upon the occupational patterns of the Federal and State prison systems in 1967 (source: Joint Commission on Correctional Manpower and Training, Manpower and Training in Correctional Institutions, Washington, D.C., 1969, Table 7). (It is likely that local correctional institutions employ a larger proportion of guards than represented in this table as they generally keep prisoners for shorter periods of time than do Federal and State institutions.)

*** Includes administrative workers and staffs of prison industries.

**** Reflects local police department trend projections.

Projections of the Population With a High Propensity for Crime

In addition to migration trends and more complete reporting, the occurrence of crime in the 1960's has risen in conjunction with an increase in the size of the population group most apt to commit serious crimes -- the 15 to 24 year olds. For example, in 1969, of the 1.1 million arrests for serious crimes, 607,000, or 55 percent, were persons between 15 and 25 years old, and a fifth between the ages of 15 and 18.^{11/}

Appendix Table 10 below indicates the share of total population and the growth rates of the 15-19 and 20-24 year age groups between 1960 and 1969 and projections to 1975 compared to total population. This table shows the growth of population in the 15 to 19 and 20 to 24 age groups to have far exceeded that of total population in the 1960's, thus increasing their share of population. Projections to 1975 indicate a moderation in the growth of these age groups although they are expected to continue to rise more rapidly than total population. From 13.7 percent of the total population in 1960 the 15 to 24 year olds increased their share of population to 17.2 percent by 1969 and may represent 18.6 percent by 1975. Thus it can be expected that the growth in serious crime attributable to population growth patterns is likely to be only slightly moderated in the next five years. This creates the likelihood, given a continuation of other factors precipitating crime, that the incidence of crime and crime rates will not diminish in the near future.

^{11/} Hoover, J. E., Crime in the United States, 1969, U.S. Government Printing Office, Washington, D.C., 1970, Table 28.

Appendix Table 10

Growth and Shares of the High Crime Prone Population,
1960 to 1969 and Projections to 1975

(Percent)

Age Group	Share			Average Annual Growth	
	1960	1969	1975	1960-69	1969-75
Total population	100.0	100.0	100.0	1.2	1.1
15-19	7.5	9.1	9.7	3.3	2.0
20-24	6.2	8.1	8.9	4.0	2.6
15-24	13.7	17.2	18.6	3.7	2.3

Source: 1960 and 1969 -- U.S. Bureau of the Census, Statistical Abstract of the United States, 1970 (91st Edition), U.S. Government Printing Office, Washington, D.C., 1970, Table 7.

1975 -- _____, Current Population Reports, Series P-25, No. 448, "Projections of the Population of the United States, by Age and Sex (Interim Revisions): 1970 to 2020," U.S. Government Printing Office, Washington, D.C., 1970, Table 2, Series D.

Comparison With Other Projections of Local Police Department Expenditures and Employment

The Task Force on Assessment of the President's Commission on Law Enforcement and the Administration of Justice report on Crime and its Impact - An Assessment projected local government expenditures for police protection to be \$4.2 billion in 1975. The Task Force based its projections on the growth rate of expenditures from 1955 to 1964. In the table below the Task Force's projections are compared with actual expenditures and NPA projections, which have the advantage of having data for more years than the Task Force.

Comparison of Task Force and NPA Local Police Department Expenditure Projections to 1975

	<u>Actual*</u>	<u>Task Force**</u> (million dollars)	<u>NPA***</u>
1960	\$1,612	--	--
1965	2,296	\$2,179	--
1966-67	2,609	--	--
1968-69	3,316	--	--
1970	--	3,020	--
1975	--	4,200	\$5,395 - 5,643

* Source: U.S. Bureau of the Census, Census of Governments, 1967, Vol. 6: Topical Studies, No. 5: Historical Statistics on Government Finances and Employment, U.S. Government Printing Office, Washington, D.C., 1969, Table 6. 1968-69--Governmental Finances in 1968-69, U.S. Government Printing Office, Washington, D.C., 1970.

** Source: The President's Commission on Law Enforcement and the Administration of Justice, Task Force on Assessment, Task Force Report, Crime and its Impact - An Assessment, U.S. Government Printing Office, Washington, D.C., 1967, Table 13, p. 57.

*** Represents this report's shift in utilization projection and trend projections of occupational composition in Table E.

The Task Force's projections of expenditures imply a reduction in the annual rate of growth from the 1960-65 period to the 1965-75 decade. The former period witnessed a 7.3 percent annual growth; the Task Force projected a growth to 1975 of 6.7 percent annually. NPA's projections of expenditure growth from 1969 to 1975 are as follows:

Trend in employment practices model: 9.3 percent annually
Shift toward civilian employment model: 8.4 percent annually

The U.S. Bureau of Labor Statistics (BLS), for its Occupational Outlook program, has projected a total employment of 324,000 policemen and detectives in local police departments in 1975, compared with the NPA range of 360,000 to 403,000 (depending on the number of civilians). The average annual need for policemen and detectives in the 1968-80 period is projected by BLS to be 15,000 -- 6,500 for growth and 8,500 for replacement -- assuming a 3.1 percent attrition rate.

The five percent attrition rate we have used for policemen and detectives is borne out in two examples. First, the Task Force on Police of the President's Commission on Law Enforcement and the Administration of Justice Report, The Police, cites a 5.4 percent rate.^{12/} Second, as shown in the following summary of a history of New York City Police Department employment, a four percent average attrition rate was experienced for its policemen and detectives, 2.6 percent of which was accounted for by retirements. In its projections to 1975, this Department anticipates a 5.6 percent annual attrition rate.

^{12/} Police Training and Performance Study, Project Report submitted to the New York City Police Department and the Law Enforcement Assistance Administration, U.S. Department of Justice, December 1969, p. 9.

New York City Police Department Sworn Staff

	<u>1959-68</u>	<u>1968-75</u>
Average annual force	25,967	33,029
Attrition		
Total	1,047	1,845
Retirements	671	n.a.
Attrition annual rate (percent)	4.0	5.6

Source: Police Training and Performance Study, Project Report submitted to the New York City Police Department and the Law Enforcement Assistance Administration, U.S. Department of Justice, December 1969, pp. 7, 11 and 13.

Reports of Interviews

Interviews with staff members of the New York City and Washington, D.C. Police Departments, the International Association of Chiefs of Police (IACP) and the RAND Corporation's New York City Institute all pointed toward the need for local police departments to become further involved in attempts to increase their productivity and fully utilize their manpower. Both Police Departments indicated that they had no shortage of policemen and detectives -- they both had their quotas filled -- but both had shortages of civilian staff, and policemen and detectives were assigned to fill jobs which were intended for civilian workers. Police cadets and trainees were used extensively by both Departments in clerical duties. The New York Police Department seemed to be reluctant to use civilian workers in staff and support jobs that were being filled by policemen and detectives, rationalizing that they had little control over the conduct or the productivity of civilians whose jobs were protected by civil service, while policemen and detectives could be controlled through the regular police disciplinary machinery. Civilians in the New York Police who had supervisory responsibilities were in record keeping functions. Even in the electronic data processing division, 70 percent of the staff of 129 was comprised of policemen and detectives who were recruited and trained as patrolmen, and then trained for computer oriented occupations.

The Washington, D.C. Police were somewhat further advanced in the use of civilians, and a few had responsible positions in the Department,

including the Director of Personnel and his assistant. This Department had difficulty filling its civilian job openings, primarily because of budget difficulties, but had been able to fill its policeman and detective quota, which recently had been increased by the Congress. (It may be that filling its civilian staff quota would have cost less money and would have provided the desired results of putting more police on street patrol, instead of hiring police to fill clerical jobs.)

The lack of planning and of the full use of resources that these two Departments seemed to exhibit was confirmed in the discussions with RAND and the IACP. The former indicated (as did the New York Police Department) that there was friction between the police and researchers attempting to apply scientific management methods to police operations. The IACP's lack of knowledge of police manpower needs for the future while attempting to promote recruitment programs to attract police recruits from the military services may be indicative of the lack of a rational approach toward the creation of an effective police program for the future.

END