

# **A REPORT OF THE HERITAGE CENTER FOR DATA ANALYSIS**

## **THE FACTS ABOUT COPS: A PERFORMANCE OVERVIEW OF THE COMMUNITY ORIENTED POLICING SERVICES PROGRAM**

GARETH DAVIS, DAVID B. MUHLHAUSEN,  
DEXTER INGRAM, AND RALPH RECTOR

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214 Massachusetts Avenue, NE • Washington, DC 20002 • (202) 546-4400 • [www.heritage.org](http://www.heritage.org)

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## EXECUTIVE SUMMARY

One of President Bill Clinton's priorities when taking office was to put 100,000 additional police officers on America's streets. To achieve this goal, on September 13, 1994, he signed the Violent Crime Control and Law Enforcement Act (P.L. 103-322), which authorized the establishment of the Office of Community Oriented Policing Services (COPS) within the U.S. Department of Justice. This program became the federal government's most significant criminal justice initiative throughout the 1990s. Designed to support state and local community policing activities to reduce crime, the program developed into a set of federal grants that cost American taxpayers \$7.5 billion by the end of fiscal year (FY) 2000.<sup>1</sup> If COPS has actually achieved its goal of deploying 100,000 more police, then one in every six state and local police officers today is federally funded.

According to the Justice Department, the COPS program reached an important milestone on May 12, 1999, "funding the 100,000th officer ahead of schedule and under budget."<sup>2</sup> On August 22, 2000, COPS officials stated that, "[t]o date, the COPS program has funded more than 105,000 community policing officers. President Clinton has proposed continuing the COPS program for an additional five years to add up to 50,000 more community policing officers to local communities."<sup>3</sup>

Are these estimates valid? And if it is indeed the case that 100,000 additional police officers are now on the street, is it not also reasonable for policymakers, community leaders, and taxpayers to ask where these officers have been placed? To evaluate the effectiveness of the COPS program in reaching its stated goals, analysts at The Heritage Foundation's Center

1. The \$7.5 billion figure was obtained by summing appropriations designated for the Office of Community Oriented Policing Services and the Office of Justice Programs' funding for community policing grants. See Public Laws 103-121, 103-317, 104-134, 104-208, 105-119, 105-277, and 106-113.
2. See "About COPS: Rebuilding the Bond Between Citizens and the Government," U.S. Department of Justice, Office of Community Oriented Policing Services, at [http://www.usdoj.gov/cops/news\\_info/default.htm](http://www.usdoj.gov/cops/news_info/default.htm) (August 28, 2000).
3. Press release, "COPS Office Announces Grants to Enhance Law Enforcement Infrastructures and Community Policing Efforts in Indian Communities," U.S. Department of Justice, Office of Community Oriented Policing Services, August 22, 2000, at [http://www.usdoj.gov/cops/news\\_info/press\\_releases/default.htm](http://www.usdoj.gov/cops/news_info/press_releases/default.htm) (August 28, 2000).

for Data Analysis examined the Justice Department's own records in the *COPS Management System* database as well as data supplied by the Federal Bureau of Investigation (FBI) in the *Uniform Crime Reports* for 1994, 1995, and 1998.<sup>4</sup>

The results of the Heritage analysis suggest that the COPS program has put far fewer than 100,000 more police officers on America's streets. Moreover, many of the jurisdictions receiving COPS grants have funneled a sizeable portion of that funding into areas that have comparatively less need to hire more police officers.

Specifically, this study found:

- **Far fewer than 100,000 additional officers have been put on the street as a result of COPS.** Between 1993, when federal awards for community policing began,<sup>5</sup> and 1998, the total number of full-time sworn police officers in the United States grew by 87,435—from 553,773 to 641,208.<sup>6</sup> Yet a study of the historic rates of growth in the number of police officers before the COPS program began indicates that the number of officers who would have been hired without COPS funds would have increased between 47,818 and 81,204 from 1993 to 1998. In other words, the number of officers “on the beat” in 1998 is just 6,231 to 39,617 higher than the historic hiring trend suggests would have occurred without COPS funds.
- **The lower number of officers on the street mirrors the conclusions of the Justice Department's own inspector general.** These Heritage findings are compatible with other independent analyses. For example, in a July 1999 report, the Justice Department's inspector general stated, “Clearly, the COPS grants will not result in 100,000 officers on the streets by the end of FY 2000. Based on projections by the COPS Office, only 59,765 of the additional officers will be deployed by the end of FY 2000.”<sup>7</sup> This number (59,765) not only includes the increase in the number of police officers in the United States, but also counts existing officers who are claimed to be redeployed to community policing as a result of the hiring of clerical employees or the purchase of equipment under the COPS program.
- **A recent report funded by the COPS Office finds that the program will result in far fewer than 100,000 additional officers on the street.** A team of researchers working for the U.S. Department of Justice found that the COPS program has resulted in a net increase of between 36,288 and 37,523 police officers in the United States at the end of 1998.<sup>8</sup> Moreover, the Justice Department report notes that the number of additional officers hired because of the COPS program will peak at a maximum of 57,175 in 2001. Even after counting officers who are “redeployed” due to the purchase of equipment or the hiring of administrative staff

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4. The authors gratefully acknowledge the role that Scripps Howard News Service played in initiating this project. Inquiries from Scripps Howard reporters about the relationship between COPS grants and crime rate change prompted analysts from the Center for Data Analysis to construct a database for this study.

5. Although the COPS program was officially created under the 1994 Crime Act, this paper references funding awarded in 1993 since Congress included funding for community police officers in the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies Appropriations Act for Fiscal Year 1994 (PL. 103–121). The funds were awarded in calendar year 1993. The Department of Justice referred to these funds as Police Hiring Supplement (PHS) grants after the Office of Community Oriented Policing Services (COPS) was created in 1994. PHS grants were superseded by a set of similar grants administered by the COPS Office. According to the Justice Department's Office of Inspector General, PHS grants were a “down payment” in the effort to deploy 100,000 additional officers on the street. See Michael R. Bromwich, *Management and Administration of the Community Oriented Policing Services Grant Program*, U.S. Department of Justice, Office of Inspector General, Audit Division, Report No. 99–21, July 1999, at <http://www.usdoj.gov/oig/au9921/9921toc.htm> (August 18, 2000).

6. From a select summary of data published in the FBI's *Uniform Crime Reports*, U.S. Department of Justice, Bureau of Justice Statistics, at <http://www.ojp.usdoj.gov/bjs/dtdata.htm#e&e> (August 24, 2000).

7. *Ibid.*

8. U.S. Department of Justice, Office of Justice Programs, *National Evaluation of the COPS Program*, August 2000, pp. 149–176.

with COPS funds, the Justice Department researchers found that the number of officers added to the street will peak at between 68,991 and 84,630 in 2001.

- **Some police departments have used COPS funds to “supplant”—or substitute for—local funds they would have used to hire new officers.** An audit of grantees suspected of not complying with the grant requirements conducted by the inspector general found strong evidence that the COPS Office’s projection of 59,765 additional police officers still may have overestimated the number of new officers that would be put on the street. According to an analysis of 147 “high risk” grant recipients, up to 41 percent used the money to “supplant local funds.”<sup>9</sup>
- **Estimates of how many additional hours officers spend on the street because of COPS grants are overstated.** The COPS Making Officer Redeployment Effective (MORE) grants were intended to enable agencies to purchase equipment and hire clerical staff so that officers could be reassigned from administrative work to community policing. Yet the inspector general found that almost four in every five “high risk” recipients (78 percent) “could not demonstrate they had or would re-deploy officers from administrative duties to the streets.”<sup>10</sup>
- **Some funded agencies showed small to no growth in the numbers of new officers despite receiving large amounts of COPS funds.** Between 1994 and 1998, the Miami Police Department grew by only 21 new officers, according to data the department reported to the FBI, despite receiving some \$45.9 million (\$34.4 million for hiring new officers) in COPS grants between 1993 and 1997. This means that an average of almost \$2.2 million in federal grants was received for each additional police officer placed on the streets. Meanwhile, although Atlanta was among the top 20 grant recipients with a total of \$15.3 million (\$11 million for hiring new officers) in COPS funding between 1993 and 1997, the city’s police department reported to the FBI a total of 75 fewer officers by 1998.
- **The distribution of COPS funds has been highly concentrated.** Almost half (47.7 percent) of the \$1.58 billion in COPS funding allocated to 315 large agencies serving jurisdictions of over 100,000 persons between 1993 and 1997 went to just 10 police departments. These 10 departments serviced only 21 percent of the combined population of the 315 communities studied, and their officers handled only 24 percent of their reported violent crimes.
- **Some communities with low crime rates received large COPS grants.** The Heritage analysis found that the 1995 violent crime rates for at least five of the 20 largest police agencies receiving the largest grants between 1993 and 1997 were *below* the average for comparable jurisdictions.

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9. U.S. Department of Justice, Office of Inspector General, *Special Report: Police Hiring and Redeployment Grants, Summary of Audit Findings and Recommendations*, Report No. 99–14, April 1999. See also Bromwich, *Management and Administration of the Community Oriented Policing Services Grant Program*.

10. U.S. Department of Justice, Office of Inspector General, *Special Report: Police Hiring and Redeployment Grants, Summary of Audit Findings and Recommendations*. See also Bromwich, *Management and Administration of the Community Oriented Policing Services Grant Program*.

## INTRODUCTION

One of President Bill Clinton's priorities when taking office was to put 100,000 additional police officers on America's streets to help fight crime. On September 13, 1994, the President signed the Violent Crime Control and Law Enforcement Act (P.L. 103–322), authorizing the Attorney General to implement a six-year, \$8.8 billion grant program to enable state and local law enforcement agencies to hire or redeploy 100,000 additional officers for community policing efforts.<sup>11</sup> Attorney General Janet Reno announced the establishment of the Office of Community Oriented Policing Services (COPS) in October 1994 to administer these grants. Since then, the COPS program has developed into a set of different federal grants that had cost American taxpayers \$7.5 billion by the end of fiscal year (FY) 2000.<sup>12</sup>

It is reasonable for policymakers, community leaders, and taxpayers to question how effective the COPS program has been in meeting its objective of placing 100,000 additional police officers on the street.<sup>13</sup> As recently as August 14, 2000, President Clinton reaffirmed this objective and then took credit for having succeeded in placing “more than 100,000 new community police officers” on the streets<sup>14</sup> (though in congressional testimony, the COPS Office sometimes redefines the objective of the program to be the funding of 100,000 officers).<sup>15</sup> This objective has been

closely tied to the overarching goal of reducing crime.<sup>16</sup> To meet this objective, it is reasonable to expect COPS grants to be targeted to the communities most plagued by violent crime.

At a fundamental level, the issue of whether or not the COPS program has indeed achieved its goals can be addressed by analyzing two assertions:

1. **More Police.** Many of the supporters of the COPS initiative assert that its grants are responsible for adding 100,000 police officers to community patrols. To test for the accuracy of this assertion, Heritage analysts estimated the number of new police.
2. **Lower Crime.** Supporters also assert that the COPS program awarded grants to the communities with the greatest need. Heritage analysts tested the accuracy of this assertion by examining awards in terms of per capita population and crime rates.

Confounding the goal of putting 100,000 additional police officers on the street is the possibility that recipients will supplant the funds—substitute funds from one source for another. In the case of COPS grants, supplanting occurs when state and local governments use program funds to hire officers they would have hired using their own money if the COPS program did not exist.<sup>17</sup> In the 1994

11. Violent Crime Control and Law Enforcement Act of 1994 (Public Law 103–322).

12. The \$7.5 billion figure was obtained by summing appropriations designated for the Office of Community Oriented Policing Services and the Office of Justice Programs' funding for community policing grants. See Public Laws 103–121, 103–317, 104–134, 104–208, 105–119, 105–277, and 106–113.

13. David Peterson, “Democrats Take a GOP-Like Stance on Crime,” *Star Tribune* (Minneapolis, Minn.), September 6, 1992, p. A23.

14. William Clinton, “Remarks by the President to the Democratic National Convention,” Staples Center, Los Angeles, California, at [http://www.whitehouse.gov/library/hot\\_releases/August\\_14\\_2000\\_1.html](http://www.whitehouse.gov/library/hot_releases/August_14_2000_1.html) (August 15, 2000).

15. U.S. Department of Justice, Community Oriented Policing Services, at <http://www.usdoj.gov/cops/> (July 28, 2000).

16. “Part 2: Justification of the Budget Estimates, Department of Justice,” *Hearing before the House of Representatives, Committee on Appropriations, Subcommittee on the Departments of Commerce, Justice, and State, and the Judiciary, and Related Agencies, 106th Congress, 2nd Session* (Washington, D.C.: U.S. Government Printing Office, 2000), p. 3.

17. According to the U.S. Department of Justice Office of Inspector General, examples of supplanting the COPS grants include the following: (1) “A department with vacant positions at the start of the grant period, or at any time thereafter, hires no new officers other than COPS grant-funded hires”; (2) “No timely hiring, other than COPS-grant funded hiring, is done by a department to replace vacancies created by attrition existing at or after the beginning of the grant period”; and (3) “Grant funds are used to replace, or to allow the reallocation of, funds already committed in a local budget for law enforcement purposes.” Cited in Bromwich, *Management and Administration of the Community Oriented Policing Services Grant Program*.

Crime Act, Congress specifically prohibited states and local governments from using federal funds to supplant local funds.<sup>18</sup> Determining whether supplanting has in fact occurred is necessary for the effectiveness of the program to be evaluated accurately.

How well the Justice Department has allocated the COPS funding can be discerned by analyzing crime rates and population sizes for communities that received the grants, as well as by observing the concentration of grants among law enforcement agencies. Thus, determining whether the COPS grants went primarily to communities that have high violent crime rates, rather than to safer communities, is important to the analysis.

To answer these questions, Heritage analysts first combined U.S. Department of Justice data on the COPS grants that have been awarded to police agencies across the country with data from the Federal Bureau of Investigation's *Uniform Crime Reports* on violent crime, officer employment, and population. This merged microdatabase makes possible an analysis of crime rates and COPS grants on an agency-by-agency basis.

### THE COPS PROGRAM: GRANTS AND GOALS

To meet the goal of placing 100,000 additional police officers on the street, the COPS Office developed both hiring and redeployment grant programs for state and local law enforcement agencies. (See box on "Major COPS Programs.")

Hiring grants, such as those awarded under the COPS Universal Hiring Program (UHP) and the Accelerated Hiring, Education, and Deployment (AHEAD) program, are intended to fund the employment of new police officers. These grants usually last for three years.<sup>19</sup>

Redeployment grants under the Making Officer Redeployment Effective (MORE) program usually last for one year. They fund the costs of equipment, technology, and support services (including civilian positions) so that current officers can be freed from administrative duties and deployed to the streets to accrue additional hours of community-related policing.<sup>20</sup> After the grant period, agencies are expected to use their own monies to continue funding the positions that were created under COPS and to keep track of the extra community policing hours that result from the equipment or technology purchased.<sup>21</sup>

### EFFECT ON TOTAL NUMBER OF OFFICERS

According to FBI data in the *Uniform Crime Reports*, there were 87,435 more officers in the United States in October 1998 than there were in October 1993, an increase from 553,773 to 641,208 officers.<sup>22</sup> Much of this growth undoubtedly is due to long-term trends that predate the establishment of the COPS program, such as rapid population growth during the 1980s and economic growth. Given the rapid growth in the number of officers during various periods before 1993, it is likely that a large portion of the observed growth in officer strength after 1993

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18. Title I, Section 1704(a) of the Violent Crime Control and Law Enforcement Act of 1994 (P.L. 103-322) requires that "[f]unds made available under this part to States or units of local government shall not be used to supplant State or local funds, or, in the case of Indian tribal governments, funds supplied by the Bureau of Indian Affairs, but shall be used to increase the amount of funds that would, in the absence of Federal funds received under this part, be made available from State or local sources, or in the case of Indian tribal governments, from funds supplied by the Bureau of Indian Affairs."

19. Prepared statement of Robert L. Ashbaugh, Acting Inspector General, U.S. Department of Justice, on the Community Oriented Policing Services Program for the Subcommittee on Crime, Committee on the Judiciary, U.S. House of Representatives, 106th Cong., 1st Sess., October 28, 1999, p. 42.

20. See U.S. Department of Justice, Office of Community Oriented Policing Services, at [http://www.usdoj.gov/cops/gpa/grant\\_prog/more98/default.htm](http://www.usdoj.gov/cops/gpa/grant_prog/more98/default.htm) (August 23, 2000).

21. Ashbaugh, prepared statement, p. 42.

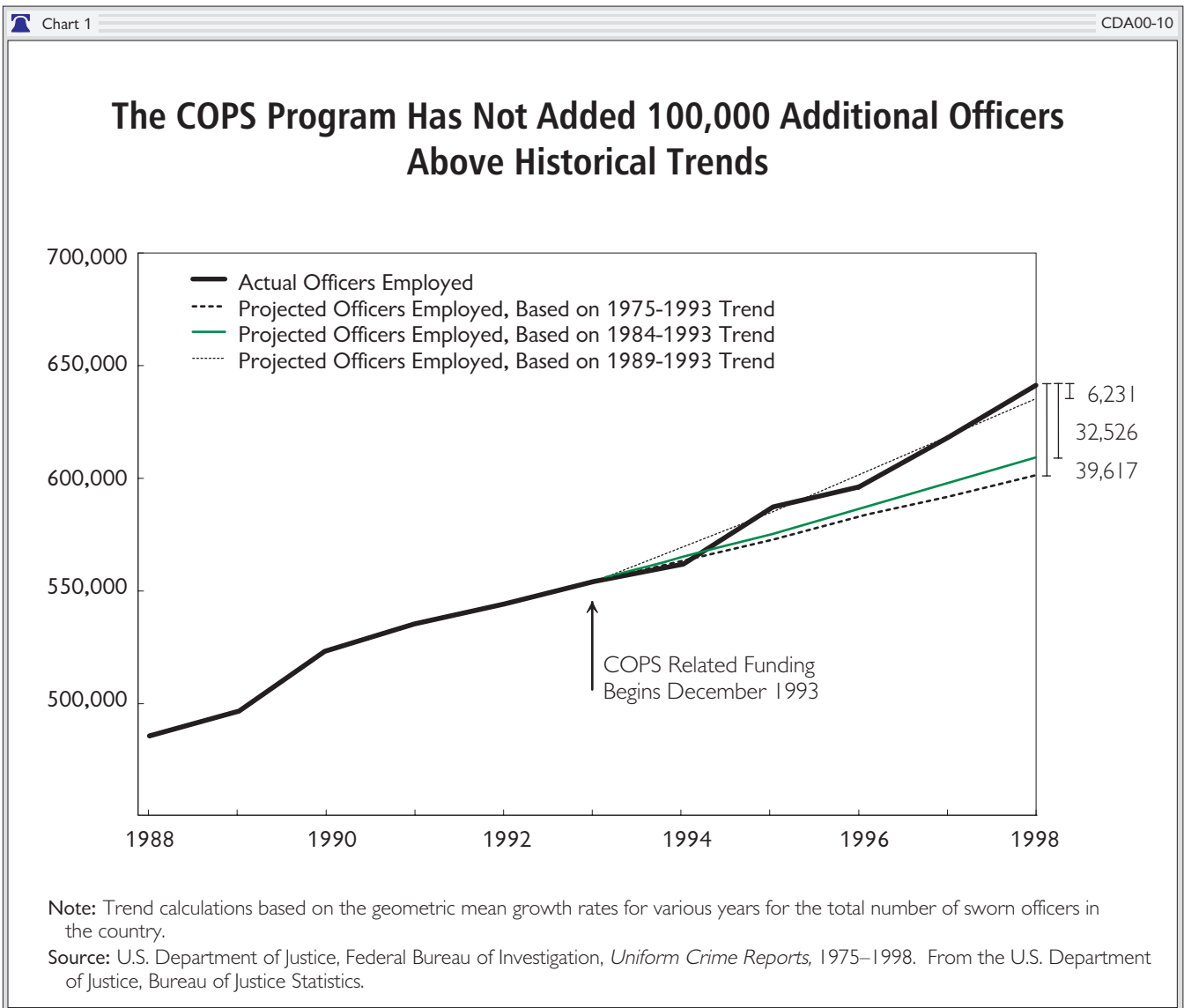
22. U.S. Department of Justice, Federal Bureau of Investigation, *Uniform Crime Reports*, 1975 to 1998. From U.S. Department of Justice, Bureau of Justice Statistics, at <http://www.ojp.usdoj.gov/bjs/dtdata.htm#e&e> (August 24, 2000).

## MAJOR COPS PROGRAMS

The major hiring and redeployment initiatives administered by the Community Oriented Policing Services (COPS) program account for almost \$5.9 billion (90 percent) of the more than \$6.5 billion granted from December 1993 to May 2000.<sup>1</sup>

- **Police Hiring Supplement (PHS).** Although the COPS program became official with the enactment of the Violent Crime Control and Law Enforcement Act in September 1994, Congress appropriated funding for community police officers in the fiscal year (FY) 1994 appropriation bill for the Departments of Commerce, Justice, and State (P.L. 103–121). *Total amount awarded in December 1993: \$148,000,000.*
- **Phase 1.** In October 1994, the COPS Office awarded Phase 1 grants to applicants not funded under the PHS program. Recipients included 392 state, municipal, county, and tribal law enforcement agencies. According to COPS, these grants made it possible for agencies to hire about 2,600 additional officers and deputies. Phase I grants are no longer awarded under this program. *Total amount awarded in 1994: \$186,000,000.*
- **Accelerated Hiring, Education, and Deployment (AHEAD).** Developed in 1994, these grants provide community policing funds to law enforcement agencies that serve populations of 50,000 or more. According to COPS information, about 4,000 additional community police officers were hired as a result of these grants. AHEAD grants are no longer awarded. *Total amount awarded in 1995: \$283,000,000.*
- **Funding Accelerated for Smaller Towns (FAST).** This program was developed in 1994 to simplify the application process for jurisdictions serving populations of less than 50,000. According to COPS, FAST grants have resulted in the hiring of more than 6,000 officers and deputies. FAST grants are no longer awarded. *Total amount awarded in 1995: \$390,000,000.*
- **Universal Hiring Program (UHP).** These grants are open to all law enforcement agencies, regardless of population served. Since FY 1995, most COPS hiring grants have been awarded under this program. According to COPS, as of February 1999, more than 42,000 officers and deputies had been hired with UHP grants. *Total amount awarded in 1995–2000: \$3,450,000,000.*
- **Making Officer Redeployment Effective (MORE).** MORE grants are designed to expand the time available for community policing by current law enforcement officers rather than to fund the hiring of additional officers. The program is open to all law enforcement agencies regardless of population served. Grants can be used to fund up to 75 percent of the cost of equipment and technology, support resources (including civilian personnel), or overtime. For each \$25,000 in federal funds received, agencies must redeploy the equivalent of one full-time sworn officer to community policing. The first grants were awarded in FY 1995. According to COPS, as of February 1999, the program had funded the redeployment of 35,852 officer full-time equivalents. Grants continue to be awarded under this program. *Total amount awarded 1995–2000: \$1,147,000,000.*
- **Cops in Schools (CIS).** The CIS program, initiated in 1999, provides federal funds to law enforcement agencies for the hiring of community police officers for schools. *Total amount awarded 1999–2000: \$259,000,000.*
- **Other Grants.** Approximately 10 percent of COPS funding is awarded in grants for other purposes, such as research and demonstration grants related to community policing, funding to combat methamphetamine use and gang violence, and grants that encourage the hiring of military veterans. *Total amount awarded 1994–2000: \$683,050,831.*

1. The descriptions of the programs are from prepared statement of Robert L. Ashbaugh, Acting Inspector General, U.S. Department of Justice, on the Community Oriented Policing Services Program for the Subcommittee on Crime, Committee on the Judiciary, U.S. House of Representatives, 106th Cong., 1st Sess., October 28, 1999, pp. 43–44. Totals for the grants are based on data in the COPS Management System for awards between December 1993 and May 2000. These totals do not include grants awarded between May 2000 and September 30, 2000. They also do not include other expenses such as administrative costs. When all expenditures are considered, the total cost of the program by the end of FY 2000 is \$7.5 billion. Description for the CIS program from U.S. Department of Justice, Community Oriented Policing Services Web site at [http://www.usdoj.gov/cops/gpa/grant\\_prog/cis/default.htm](http://www.usdoj.gov/cops/gpa/grant_prog/cis/default.htm) (August 17, 2000); description for other grants from [http://www.usdoj.gov/cops/gpa/grant\\_prog/default.htm](http://www.usdoj.gov/cops/gpa/grant_prog/default.htm) (August 24, 2000).



would have occurred even without the COPS program.

It is difficult to estimate the total net change in officer strength that can be attributed directly to COPS program grants, but the Heritage analysis identified a set of scenarios in which the number of officers grew between 1993 and 1998 at rates similar to those seen in previous periods (see Chart 1). For example:

- Had the number of police officers grown between 1993 and 1998 at the rate experienced between 1975 and 1993, there would have been 601,591 officers in 1998. Using the 19-year trend, the increase in officers would be 39,617.

- During the 10 years prior to 1993, the number of officers grew at an annual rate of 1.91 percent. If growth during the 1993–1998 period had matched this rate, 608,682 police officers would have been reported in the United States in 1998. Using the 10-year trend, the increase in officers would be 32,526.
- Duplicating the 1989–1993 trend in officers employed would result in 634,977 officers in 1998. Using the five-year trend, the increase in officers would be 6,231.

These projections, based on an extrapolation of previous growth patterns in officer employment, suggest that the number of officers at the end of 1998 was 6,231 to 39,617 higher than the historic

trends would predict (depending on the period examined).<sup>23</sup>

The findings of this Heritage analysis are compatible with results of investigations conducted by independent analysts within the federal government. For instance, the Justice Department's Office of Inspector General reported in 1999 that, at most, only 59,765 additional officers would be added to the street by the end of FY 2000.<sup>24</sup> A report from the U.S. General Accounting Office (GAO) found that, in its first four years, COPS had put only 30,155 additional officers on the street.<sup>25</sup>

However, the findings of the inspector general's report suggest that even these official reports are likely to overestimate the number of additional officers hired under the COPS program and put on the streets. An audit of 147 "high risk" grantee cases selected by the COPS Office and supplied to the inspector general found evidence that 41 percent of these agencies used their COPS grants to supplant (or substitute for spending) their own local funds.<sup>26</sup> As a result, these COPS-funded officers and projects simply had displaced officers and projects that would have been funded with state and local revenues and without a net increase in officer strength.

Many of the grants made under the COPS program do not actually go toward the hiring of new officers. Rather, they are used to purchase equipment and to hire clerical employees so that sworn police officers can be redeployed from administrative tasks to community policing activities.<sup>27</sup>

These reassigned officers (or more accurately, the full-time equivalent of the person-hours freed by MORE funds) have been included in the definition of "additional officers on the street" used by the COPS Office and the White House. In fact, over one-third of the additional "officers" that the COPS Office claims it placed on the streets as of February 1999 represent grants issued for equipment and administrative staff under the MORE program alone.<sup>28</sup>

In many cases, these reassignments of officers from desk work to community policing are notional, not real. The Justice Department Inspector General's audit of a selection of "high risk" grantees found that almost four in every five (78 percent) agencies that received grants for equipment or clerical staff "either could not demonstrate that they redeployed officers or could not demonstrate that they had a system in place to track the redeployment of officers into community policing."<sup>29</sup>

In addition, these Heritage estimates are broadly consistent with data in the *National Evaluation of the COPS Program* report funded by the COPS Office and published by the United States Department of Justice.<sup>30</sup> According to this report, at the end of 1998, the COPS program had increased the number of additional officers in the United States by a net total of between 36,288 and 37,523. Moreover, under their most optimistic scenario, the authors of this report found that the number of additional police officers employed due to the

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23. By using an Autoregressive Integrated Moving Average (ARIMA) model to analyze these numbers, it was found that these extrapolation-based calculations likely represent the upper limit of the degree to which the number of officers in 1998 exceeded the trend. See Appendix A, *infra*.

24. Bromwich, *Management and Administration of the Community Oriented Policing Services Grant Program*.

25. Norman Rabkin, *Report to the Chairman, Committee on the Budget, and the Chairman, Subcommittee on Crime, Committee on the Judiciary House of Representatives: Community Policing, Issues Related to the Design, Operation, and Management of the Grant Program*, GAO/GGD-97-167, September 1997, p. 4.

26. U.S. Department of Justice, Office of Inspector General, *Special Report: Police Hiring and Redeployment Grants, Summary of Audit Findings and Recommendations*.

27. For more details of these programs, see p. 6.

28. U.S. Department of Justice, Office of Inspector General, *Special Report: Police Hiring and Redeployment Grants, Summary of Audit Findings and Recommendations*. See also Bromwich, *Management and Administration of the Community Oriented Policing Services Grant Program*.

29. U.S. Department of Justice, Office of Inspector General, *Special Report: Police Hiring and Redeployment Grants, Summary of Audit Findings and Recommendations*.

30. U.S. Department of Justice, Office of Justice Programs, *National Evaluation of the COPS Program*, pp. 149-176.

COPS program would peak at only 57,175 by the year 2001.

To arrive at a figure closer to “100,000 new officers on the street,” Justice Department analysts include not just additional officers who are hired because of the COPS program, but also officers who have been “redeployed” to community policing activities as a result of the purchase of equipment and the hiring of civilian administrative staff.

However, even after including these “redeployed” officers, the COPS program is not projected to reach its goal of 100,000 additional officers by 2003. According to the COPS-funded report, by 1998, the program had been responsible for either the hiring or redeployment of a total of between 45,376 and 48,428 officers. Based on the same assumptions, the Justice Department researchers found that the number of officers hired or redeployed under the COPS program would peak at between 68,991 and 84,630 in 2001.

A common conclusion noted in the research of The Heritage Foundation and the Justice Department’s own inspector general has been reiterated in this COPS-funded report by the team of Justice Department researchers, who note that “(w)hether the [COPS] program will ever increase the number of officers and equivalents on the street at a single point in time to 100,000 is not clear.”<sup>31</sup>

### EFFECT ON OFFICER STRENGTH IN LARGE AGENCIES

The size of the COPS program at the national level says little about how grants have been distributed to specific communities. Studying the experience of individual police forces by examining the data for a cross-section of agencies, rather than national-level statistics, permits researchers to answer more detailed questions. For example,

were COPS funds distributed to the communities of greatest need or to areas with little crime relative to the rest of the nation?

To help answer this question, Heritage analysts studied 315 of the nation’s largest police forces (see Table B–1 in Appendix B, *infra*). By concentrating on agencies that covered more than 100,000 persons in 1998 and that reported valid crime and officer employment data for the years 1994, 1995, and 1998, Heritage analysts were able to focus on the effects of the COPS program in a variety of cities with very different crime problems.

In 1998, these 315 police departments served a combined total of 94 million persons, or 34.8 percent of the U.S. population.<sup>32</sup> In the same year, these agencies handled 50.2 percent of all violent crimes reported to agencies that comply with the FBI’s *Uniform Crime Reports* program.<sup>33</sup> Between December 1993 and the end of 1997, these 315 police forces received a total of \$1.58 billion in COPS grants—or 45.0 percent of the estimated \$3.5 billion the COPS program had awarded by the end of 1997 to all existing police departments listed by the FBI as law enforcement agencies.<sup>34</sup>

**Agencies That Reduced Their Forces.** A surprising result of the analysis for the large police agencies was the number that had received sizeable COPS funding but had actually *reduced* the number of officers they employed.

- The Atlanta Police Department received \$15.3 million (\$11 million for hiring new officers) from 1993 to 1997, but the total number of officers reported to the FBI declined by 4.9 percent (75 officers) from 1994 to 1998.
- The Seattle Police Department received \$4.4 million (\$1.8 million for hiring new officers) from 1993 to 1997, but according to data the department reported to the FBI, the agency

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31. *Ibid.*, p. 18.

32. The 94 million population figure was obtained by summing the populations served by the 315 law enforcement agencies in the study.

33. For purposes of this study, violent crimes are defined as offenses of murder and non-negligent manslaughter, forcible rape, robbery, and assault. See Kathleen Maguire and Ann L. Pastore, eds., *Sourcebook of Criminal Justice Statistics 1998* (Washington, D.C.: U.S. Government Printing Office, 1999), p. 261.

34. For purposes of this study, police agencies are defined as agencies listed in the 1998 *Uniform Crime Reports*. See Appendix A, *infra*.

**Total COPS Funding for the 20 Police Departments with the Largest COPS Grants**

Law Enforcement Agency	State	Total COPS Funding 1993-1997	Total COPS Funding for Hiring Officers 1993 - 1997**	COPS Funding Per Additional Officer Based on Total COPS Funding 1993-1997	COPS Funding Per Additional Officer Based on Hiring COPS Funding 1993 -1997
New York, P.D.*†	New York	\$284,150,130	\$144,418,505	\$31,523	\$15,975
Los Angeles, P.D.*	California	150,826,131	105,475,000	81,352	56,634
Philadelphia, P.D.	Pennsylvania	58,592,648	56,475,000	72,247	69,667
Chicago, P.D.	Illinois	47,225,735	43,075,000	94,831	86,546
Miami, P.D.*	Florida	45,912,397	34,448,140	2,186,305	1,638,095
Sacramento, Sheriff*	California	44,012,045	41,584,949	191,357	180,870
Houston, P.D.	Texas	42,877,890	25,200,000	82,776	48,649
Sacramento, P.D.	California	32,451,607	19,238,586	341,596	202,105
Newark, P.D.	New Jersey	24,261,175	20,675,000	101,088	86,250
Phoenix, P.D.	Arizona	24,241,206	21,000,000	59,855	51,852
Detroit, P.D.*	Michigan	23,616,640	17,700,000	184,505	138,281
Los Angeles County, Sheriff	California	22,070,905	6,675,000	70,740	21,394
Baltimore City, P.D.	Maryland	20,428,663	14,450,000	619,050	439,394
Atlanta, P.D.*	Georgia	15,283,731	11,037,385	N/A	N/A
San Diego, P.D.*	California	15,247,123	4,875,000	311,166	14,767
Charlotte-Mecklenburg P.D.	North Carolina	14,316,319	4,799,478	265,117	88,879
San Francisco, P.D.	California	13,030,297	7,100,000	35,896	19,559
Nashville, P.D.*	Tennessee	11,774,786	10,200,000	93,451	80,952
Portland, P.D.	Oregon	11,319,192	8,066,280	N/A	N/A
Boston, P.D.	Massachusetts	11,130,757	8,400,000	68,708	51,852

**Note:** \*Law enforcement agencies where sworn officer employment data was checked by The Heritage Foundation through contacts with these agencies. The remaining agencies were contacted by The Heritage Foundation, but did not confirm the employment data they reported to the FBI. The maximum percent difference in growth rates between the number of officers supplied by the agencies and the number of officers in the FBI data was in the Nashville Police Department at 6%. Other differences in percentages are New York 1%, Los Angeles 1%, San Diego 3%, Atlanta 4%, and all others have less than 1% difference.

\*\*Funding for hiring officers between 1993 and 1997 includes the following grants: Accelerated Hiring, Education and Deployment (AHEAD), Funding Accelerated for Smaller Towns (FAST), Phase I, Police Hiring Supplement (PHS), and Universal Hiring Problem (UHP).

†On April 2, 1995, the NYPD absorbed 4,263 officers of the New York City Transit Authority Police Department. On April 30, 1995, the NYPD absorbed 2,779 officers from the New York City Housing Authority Police Department. This information is based on communication with the New York City Mayor's Washington, D.C., office.

Source: Heritage Foundation Center for Data Analysis calculations based on data from the Federal Bureau of Investigation's *Uniform Crime Reporting Program Data [United States]: Offenses Known and Clearances by Arrest*, various years, and from the U.S. Justice Department's Office of Community Oriented Policing Service's *COPS Management System* database.

downsized by 3.2 percent (41 officers) from 1994 to 1998.

**EFFECT ON OFFICER STRENGTH AMONG THE LARGEST 20 AGENCIES**

Table 1 shows data for 20 agencies that received the largest amount of funding under the COPS program between 1993 and 1997. With few exceptions, the agencies with the largest awards are located primarily in central city zones of major metropolitan areas. The four largest recipients are the police departments in New York City, Los Angeles, Philadelphia, and Chicago. This distribution of funding should not be surprising considering the size of the populations these agencies serve and the high crime rates they report to the FBI.

The FBI data for the 20 agencies receiving the largest volume of COPS grants strongly support the finding that federal COPS funding has had relatively little impact on growth in the numbers of officers that agencies put on the street. Given the size of their grants—from \$11.1 million to \$284.2 million—it is reasonable to expect that all 20 agencies had increased their officer strength substantially and that the increases in the number of sworn officers occurred largely in proportion to the amount of funding received.

However, the data these agencies provided fail to support these expectations. In fact, in the case of two of the 20 largest recipients of COPS funding, the number of officers employed actually fell. Other agencies saw only slight increases in officer strength, while police forces that received a frac-

**Total COPS Funding Compared with Violent Crime in the 20 Police Departments with the Largest COPS Grants**

Law Enforcement Agency	State	Total COPS Funding 1993-1997	COPS Funding Per Violent Crime*	Violent Crimes Per 100,000 Covered Persons		Cops Funding Per Capita**
				in 1995	1995 Population	
New York, P.D.	New York	\$284,150,130	\$1,389	2,794	7,319,546	\$39
Los Angeles, P.D.	California	150,826,131	1,465	2,970	3,466,211	43
Philadelphia, P.D.	Pennsylvania	58,592,648	1,847	2,073	1,529,848	39
Chicago, P.D.	Illinois	47,225,735	674	2,550	2,749,811	17
Miami, P.D.	Florida	45,912,397	2,300	5,271	378,720	122
Sacramento, Sheriff	California	44,012,045	4,387	1,488	674,243	64
Houston, P.D.	Texas	42,877,890	770	3,212	1,734,335	24
Sacramento, P.D.	California	32,451,607	3,825	2,258	375,845	85
Newark, P.D.	New Jersey	24,261,175	1,591	5,860	260,232	92
Phoenix, P.D.	Arizona	24,241,206	774	2,884	1,085,706	21
Detroit, P.D.	Michigan	23,616,640	780	3,035	997,297	24
Los Angeles County, Sheriff	California	22,070,905	1,047	2,172	970,545	23
Baltimore City, P.D.	Maryland	20,428,663	498	5,764	712,209	30
Atlanta, P.D.	Georgia	15,283,731	585	6,461	404,337	37
San Diego, P.D.	California	15,247,123	688	1,914	1,157,771	13
Charlotte-Mecklenburg P.D.	North Carolina	14,316,319	621	4,237	544,146	25
San Francisco, P.D.	California	13,030,297	728	2,425	738,371	18
Nashville, P.D.	Tennessee	11,774,786	430	5,231	523,681	22
Portland, P.D.	Oregon	11,319,192	756	3,265	458,623	24
Boston, P.D.	Massachusetts	11,130,757	577	3,505	550,715	20

Note: \*Calculated by dividing an agency's 1993-1997 COPS grants by the total number of violent crimes in 1995. \*\*Calculated by dividing an agency's total 1993-1997 COPS grants by its 1995 population.

Source: Heritage Foundation Center for Data Analysis calculations based on data from the Federal Bureau of Investigation's *Uniform Crime Reporting Program Data [United States]: Offenses Known and Clearances by Arrest*, various years, and from the U.S. Justice Department's Office of Community Oriented Policing Service's *COPS Management System* database.

tion of their funding saw much larger increases in the number of officers. For example:

- Among the 20 largest recipients of funding between 1993 and 1997, the Atlanta Police Department reported data to the FBI indicating that that between 1994 and 1998, their force was reduced by 75 officers despite receiving a total of \$15.3 million (\$11 million for hiring new officers) in COPS grants.
- Although the Miami Police Department received \$45.9 million (\$34.4 million for hiring new officers) in COPS funding from 1993 to 1997, its force strength reported to the FBI increased by only 21 officers from 1994 to 1998. By contrast, the number of officers reported to the FBI in San Francisco grew by 363, though the city received only \$13 million (\$7.1 million for hiring new officers) in COPS funding. In other words, although Miami received 3.5 times as much COPS funding as

had San Francisco, the increase in Miami's officer strength was less than 6 percent of that achieved by San Francisco.

**RELATIONSHIP BETWEEN GRANTS AWARDED AND NEED**

To evaluate the degree to which COPS funding has been allocated to areas that have the most pressing community policing requirements, Heritage analysts calculated "need" by examining violent crime rates and population.

**COPS Grants and Violent Crime**

The first measure Heritage analysts employed is the amount of money awarded to an agency for every violent crime reported in 1995. The basic premise of this calculation is that areas with large numbers of violent crimes have the greatest need for strengthened community policing and thus should receive higher levels of COPS funding.

Table 3

**Total COPS Funding and Violent Crime in the 20 Police Departments with the Largest Per Capita COPS Grants**

Law Enforcement Agency	State	Cops Funding Per Capita*	COPS Funding Per Violent Crime**	Total COPS Funding 1993-1997	1995 Population	Violent Crimes Per 100,000 in 1995
Miami, P.D.	Florida	\$122	\$2,300	\$45,912,397	378,720	5,271
Newark, P.D.	New Jersey	92	1,591	24,261,175	260,232	5,860
Sacramento, P.D.	California	85	3,825	32,451,607	375,845	2,258
Sacramento, Sheriff	California	64	4,387	44,012,045	674,243	1,488
Lowell, P.D.	Massachusetts	48	1,215	4,751,883	96,578	4,049
Los Angeles, P.D.	California	43	1,465	150,826,131	3,466,211	2,970
Philadelphia, P.D.	Pennsylvania	39	1,847	58,592,648	1,529,848	2,073
New Haven, P.D.	Connecticut	39	734	4,774,421	119,604	5,437
New York, P.D.	New York	39	1,389	284,150,130	7,319,546	2,794
Knoxville, P.D.	Tennessee	38	1,551	6,542,492	171,960	2,453
Atlanta, P.D.	Georgia	37	585	15,283,731	404,337	6,461
Spokane, P.D.	Washington	37	1,201	7,064,296	195,956	3,001
Bridgeport, P.D.	Connecticut	33	735	4,499,052	133,057	4,598
Wichita, P.D.	Kansas	33	872	10,423,372	311,675	3,837
Broward, Sheriff	Florida	32	891	5,007,142	163,525	3,438
Newport News, P.D.	Virginia	32	890	5,720,335	180,930	3,553
Richmond, P.D.	Virginia	32	1,083	6,277,459	203,133	2,853
San Bernardino, P.D.	California	31	745	5,761,339	182,632	4,235
Salt Lake City, P.D.	Utah	30	777	5,368,736	175,765	3,931
Worcester, P.D.	Massachusetts	30	1,284	5,074,064	166,290	2,376

Note: \*Calculated by dividing 1993–1997 COPS funding by the average population between 1994 and 1997. \*\*Calculated by dividing an agency's total 1993-1997 COPS grants by the number of violent crimes in 1995.

Source: Heritage Foundation Center for Data Analysis calculations based on data from the Federal Bureau of Investigation's *Uniform Crime Reporting Program Data [United States]: Offenses Known and Clearances by Arrest*, various years, and from the U.S. Justice Department's Office of Community Oriented Policing Service's *COPS Management System* database.

The results of this analysis (see Table 2) suggest that there are wide disparities in the allocation of funding relative to the number of violent crimes reported, even among the nation's largest recipients of grants. In fact, funding per violent crime was found to vary enormously among the 20 largest recipient agencies. For example:

- The Sacramento Sheriff's Department, which dealt with 1,488 violent crimes per 100,000 residents in 1995, received almost \$4,400 per violent crime committed, while Nashville's Metropolitan Police Department received less than 10 percent of this amount despite a rate of 5,321 violent crimes per 100,000 residents.
- Of the 20 large police agencies receiving the greatest awards, at least five had violent crime rates in 1995 that were below the average for the 315 agencies serving more than 100,000

residents (2,472). These include the Sacramento Sheriff's Department, the Sacramento Police Department, the Los Angeles County Sheriff's Department, the San Diego Police Department, and the San Francisco Police Department.

**COPS Grants and Population Served**

Heritage Foundation analysts also computed need based on per capita COPS funding for the top 20 recipient agencies for total grants received between 1993 and 1997, based on average population between 1994 and 1997 (see Table 3). The reason for using a per capita measure is that in many areas, violent crime is rare and the major function of police agencies is to tackle other serious, if less threatening, problems such as traffic enforcement, minor property crimes, and general quality of life issues.

## COPS Grants Are Heavily Concentrated Among A Few Agencies

Summary Data For 10 Agencies With Largest Amounts of COPS Funding

	Including New York City Police Department		Excluding New York City Police Department		Total For 315 Large Agencies
	Amount	Percent of Total	Amount	Percent of Total	
1995 Population	19,574,497	21.3%	12,254,951	13.4%	91,729,315
1995 Violent Crimes	550,056	24.3%	345,528	15.2%	2,267,212
COPS Funding 1993-1997	\$754,550,964	47.7%	\$470,400,834	29.7%	\$1,581,489,662

Note: The top ten agencies include: New York City Police Department, Los Angeles Police Department, Philadelphia Police Department, Chicago Police Department, Miami Police Department, Sacramento Sheriff, Houston Police Department, Sacramento Police Department, Newark Police Department, and the Phoenix Police Department.  
 Source: Heritage Foundation Center for Data Analysis calculations based on data from Federal Bureau of Investigation's *Uniform Crime Reporting Program Data [United States]: Offenses Known and Clearances by Arrest*, various years, and from the U.S. Justice Department's Office of Community Oriented Policing Service's *COPS Management System* database.

While the bulk of these agencies can be found in jurisdictions that have high violent crime rates, a surprisingly high number are located in areas with low violent crime rates.

- For agencies shown in Table 3, the COPS awards ranged from over \$120 per person in Miami to slightly more than \$30 per person in Worcester, Massachusetts.
- There is nearly a tenfold disparity in the level of funding per capita between the Miami Police Department, which received \$122 for each of the nearly 379,000 citizens it serves, and the San Diego Police Department, which received only \$13 per person despite serving nearly 1.16 million residents.

In 1995, 315 police agencies served jurisdictions having over 100,000 persons and reported crime data for all 12 months of the year. The average violent crime rate for these agencies was 2,472 offenses per 100,000 inhabitants. At least four of the 20 agencies that received the largest amount of per capita funding that year had violent crime rates below this average (Sacramento Police Department, Sacramento Sheriff's Office, Knoxville Police Department, and Worcester Police Department).

Two of the agencies with the highest per capita funding were found in the Sacramento area of California. Despite having violent crime rates well

below the national average for communities of their size, the Sacramento Sheriff's Department received per capita funding that was 3.8 times the average for agencies serving more than 100,000 residents, while the Sacramento Police Department received funding per person that was over 5 times this average. Among agencies covering more than 100,000 residents, the two Sacramento police forces accounted for 1.15 percent of the population and 0.82 percent of violent crimes. However, these two agencies received 4.8 percent of all COPS funding awarded in the 1993 to 1997 period to this group.

### CONCENTRATION OF COPS FUNDING

Determining the concentration of COPS grants can shed light on which, if any, local agencies received a disproportionate share of the federal COPS subsidies for hiring new police officers. This is a particularly important factor in analyzing whether agencies that have relatively low crime rates have received disproportionately large federal subsidies—funds that could go to more pressing needs.

Although most major police agencies receive some COPS funding, by far the largest portion of grant dollars has been distributed to comparatively few police departments. While 276 of the 315 largest agencies received at least some funding under the program, the top 10 largest recipients

received almost half (47.7 percent) of the monies allocated under the program between 1993 and 1997 (see Table 4). The 10 largest recipients of COPS grants serve areas that represent 21.3 percent of the population and 24.3 percent of the crime reported by these 315 agencies.

Almost half of the COPS funds awarded to the nation's 315 largest agencies over the 1993 to 1997 period was allocated to 10 agencies. However, the concentration of awards is heavily affected by the 18 percent of the total funding

## CONCLUSION

At a cost of almost \$7.5 billion at the end of FY 2000, the COPS program represents the federal government's most significant criminal justice initiative of the last decade. Had the goal of hiring 100,000 additional officers been realized, the effect of the COPS program would have been to federalize the funding of nearly one in every six local and state police officers, with enormous implications for the future relationship between Washington and local and state governments.

However, the COPS program has not fulfilled its goal: Far fewer officers have actually been placed on the streets than the more than 100,000 the President claims. Part of the explanation for this failure is that COPS funding has been used to sup-

received by the New York City Police Department. Nine other agencies receiving the largest COPS awards were allocated approximately 30 percent of the funding distributed to the nation's 315 largest police forces between 1993 and 1997 (see Table 4). They received close to one in every three dollars awarded in COPS program funds. However, these nine agencies represent only 13.4 percent of the population and 15.2 percent of violent crimes reported in those jurisdictions.

plant money that state and local authorities would have spent otherwise to hire additional officers.

Moreover, some large agencies receiving COPS funding actually have cut their officer strength since the program began. Regrettably, much of the funding has flowed to communities that have a relatively low need for additional community policing while areas with more pressing needs have received little or no assistance.

—Gareth Davis is a Policy Analyst in the Center for Data Analysis, David B. Muhlhausen is a Research Associate in Domestic Policy, Dexter Ingram is a Database Editor in the Center for Media and Public Policy, and Ralph Rector is a Research Fellow in the Center for Data Analysis at The Heritage Foundation.

## APPENDIX A

### METHODOLOGY

**Test of the Trend Analysis.** Heritage Foundation analysts calculated the geometric mean over several time periods to determine the trend in the total number of officers employed in the absence of the COPS program. To test the robustness of geometric mean-based estimates for the number of officers employed, we estimated a set of five Autoregressive Integrated Moving Average (ARIMA) models<sup>35</sup> using FBI data for the growth in the number of officers between 1975 and 1993. Depending on how they were specified, these models forecast a national sworn officer strength in 1998 that ranged between 599,571 and 618,614. The actual reported officer strength in October 1998 was 641,208.

Based on these ARIMA projections, if the number of officers grew at the 1975–1993 rate between 1993 and 1998, there would have been between 22,594 and 41,637 fewer officers. By contrast, a trend analysis based on the annual percentage growth rate of officer strength between 1975 and 1993 projects 39,617 fewer officers in 1998 than were actually employed. Based on this analysis, the

difference between actual officer strength in 1998 and the numbers projected by a set of trend forecasts (see Table A-1) likely represents the upper limit of such forecasts.

**Selection of Large Agencies.** Using crime statistics supplied by the Federal Bureau of Investigation and funding data from the U.S. Department of Justice’s Office of Community Oriented Policing Services (COPS), researchers in Heritage’s Center for Data Analysis examined the experience of com-

Actual Number of Police Officers in 1998 Compared with Number of Officers Projected on the Basis of Various 1975-1993 ARIMA Models	
Total Number of Officers in 1998	641,208
Projections of Officers in 1998	
ARIMA (1,2,0)	599,571
ARIMA (2,2,0)	601,759
ARIMA (3,2,0)	614,275
ARIMA (4,2,0)	618,614
ARIMA (5,2,0)	617,533

**Note:** ARIMA functional form is represented by the notation ARIMA (p,d,q) where p represents the autoregressive order, d represents the order of differencing, and q represents the moving average order. For a further description of ARIMA methods see Robert S. Pindyck and Daniel Rubinfeld, *Econometric Models and Economic Forecasts*, Second Edition, New York: McGraw-Hill, 1991.

**Source:** Heritage Foundation Center for Data Analysis calculations based on data from Federal Bureau of Investigation, *Uniform Crime Reports*, various years.

munities served by the nation’s largest police agencies during the period between 1994 and 1998. The data used in this study are for the large police agencies that served populations of 100,000 or more in 1998. Of these 374 agencies, 59 had reported incomplete data on the number of violent crimes or the number of officers employed. These 59 agencies were excluded from this study.

### DATABASES

**FBI Uniform Crime Reports Database.** Data on crime rates and population were taken from the

35. Robert Pindyck and Daniel Rubinfeld, *Econometric Models and Economic Forecasts* (New York: McGraw–Hill, 1983).

FBI *Uniform Crime Reports* for 1995 and 1998. These data were obtained from the National Archive of Criminal Justice Data (NACJD) at the University of Michigan's Inter-University Consortium for Political and Social Research (ICPSR) Internet site.<sup>36</sup>

For the purposes of this analysis, "violent crime" includes all homicides, rapes, robberies, and assaults reported by the relevant agency. The definition of violent crime used in this report includes both aggravated assaults and simple or non-aggravated assaults. Including all forms of assaults offers a more comprehensive picture of the level of violent crime in a community than would the more typical measure including only aggravated assaults. The broader definition of violent crime also reduces measurement differentials between jurisdictions caused by differences in the legal definition of aggravated assault.

The level of violent crime within an area is reported for 1995, the middle year in the 1993–1997 period during which the grants considered in this analysis had been allocated.

Statistics on the number of law enforcement officers employed by the agencies are taken from the 1994 and 1998 editions of the FBI's *Uniform Crime Reporting Program Data Police Employee Data*.<sup>37</sup> These computer files were copied from the NACJD Web site.<sup>38</sup> Data contained in these files are taken from the *Law Enforcement Employees Report* questionnaire, which the FBI sends annually to law enforcement entities. The FBI requests that agencies report their number of employees as of October 31 of that year. Data used in this analysis include only full-time sworn officers with the full power of arrest.

Due to the amount of time required to recruit and train a new officer, there is a significant time

lag between the date on which a COPS-funded project begins and the date on which the newly funded officers become part of an agency's full-time sworn officer strength. In addition, although the COPS program began officially in 1994, grants for community policing operations were authorized by Congress in FY 1994<sup>39</sup> and had a starting date of December 1993. To account for these factors, this Heritage analysis is based on changes in an agency's officer strength between 1994 and 1998, and the amount of COPS funding received by an agency between December 1993 and the end of 1997. This time lag of one year allows an agency the many months that it typically takes to recruit and train an additional officer.

**COPS Database.** The amount and type of funding received by agencies under the federal COPS program was derived from the U.S. Department of Justice Office of Community Oriented Policing Services *Management System* database. The list of grants in this database has been linked to the crime and officer employment data described above by means of a unique identification number, known as the ORI, for each law enforcement agency.<sup>40</sup>

Approximately 3,900 (26 percent) of the entities listed in the COPS Office database did not have ORI numbers that matched the ORI numbers in the FBI's comprehensive list of U.S. police agencies in its 1998 *Uniform Crime Report* system. Heritage researchers analyzed data on each record that could not be matched. Almost 1,000 of the previously unmatched records were subsequently identified in the FBI's list of U.S. law enforcement agencies and included in the analysis (see Table A–2).

Although great care was taken to avoid inaccurate matches, it is possible that in a small number

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36. See the National Archive of Criminal Justice Data (NACJD) at the University of Michigan's Inter-University Consortium for Political and Social Research (ICPSR) at <http://www.icpsr.umich.edu/NACJD/archive.html>.

37. The original data are from U.S. Department of Justice, *Federal Bureau of Investigation Uniform Crime Reporting Program Data [United States]: Police Employee Data 1994 and 1999*. The 2000 version of the computer files is produced and distributed by the Inter-University Consortium for Political and Social Research (ICPSR) in Ann Arbor, Michigan.

38. See <http://www.icpsr.umich.edu/NACJD/archive.html>.

39. Although the COPS program was officially created under the 1994 Crime Act, this paper references funding awarded in 1993 since Congress included funding for community police officers in the Departments of Commerce, Justice, and State, the Judiciary, and Related Agencies Appropriations Act for Fiscal Year 1994 (PL. 103–121).

40. An originating number (ORI) is assigned by the FBI to law enforcement agencies to track agency information.

**Example of a Correction to COPS ORI Code Made by Heritage Analysts**

	COPS Database	FBI Uniform Crime Reports Database	Database Modification
Agency Name	Jacksonville Sheriff's Department	Jacksonville	
Address	501 East Bay Street Jacksonville, Florida, FL 32202	Sherriff, CONS. City of Jacksonville P.D., 501 East Bay Street - Room 301, Jacksonville, FL 32202	
ORI Code	FL002ZZ	FL01602	The ORI code in the COPS database was changed to FL01602

**Note:** An originating number (ORI) is assigned by the FBI to law enforcement agencies to track agency information.

**Source:** Heritage Foundation Center for Data Analysis calculations based on data from Federal Bureau of Investigation's *Uniform Crime Reporting Program Data [United States]: Offenses Known and Clearances by Arrest*, various years, and from the U.S. Justice Department's Office of Community Oriented Policing Service's, COPS Management System database.

of individual cases, the UCR data may have been mismatched to information from the COPS database.<sup>41</sup> Mismatches between the databases can occur as a result of differences in the way agency titles and addresses are reported on the various forms they submit.

Many of the 2,949 entities listed in the COPS database that could not be matched to a police force in the FBI's list of agencies were found to be non-law enforcement institutions that received grants for purposes such as research, training programs, fellowships, and other activities designed to support community policing. These non-law enforcement institutions do not typically employ police officers or collect crime reports.

It is also possible that the unmatched records may represent grant awards to police agencies that did not exist in 1998 and so would not appear in the FBI's 1998 *Uniform Crime Reports*. These agen-

cies would have been abolished in the period before 1998 or established after 1998.

Data for all the agencies in this study apply only to individual police agencies and not to geographic entities such as counties, cities, or towns. For example, statistics for "New York " contain only data reported by the New York City Police Department (NYPD). The analysis in this study does not include funding, crimes reported, or officers employed by other police agencies that operate within the NYPD's jurisdiction, such as the New York/New Jersey Port Authority. In addition, estimates of COPS grants include only those funds that are paid directly to the NYPD as identified by its ORI code. Grants paid to other entities within New York City are not included, even in cases where this money is allocated to groups that provide services or funding in support of the NYPD's activities.

41. Previous researchers have found errors and discrepancies in both *Uniform Crime Reports* data and the COPS management system. For example, see John R. Lott, *More Guns, Less Crime: Understanding Crime and Gun-Control Laws* (Chicago: University of Chicago Press, 1998). See also "Did the 'COPS' Program Add 100,000 Officers to America's Streets?" at <http://www.chicagotribune.com/news/nationworld/ws/0,1246,28611,00.html> (August 24, 2000) and U.S. Department of Justice, Office of Justice Programs, *National Evaluation of the COPS Program*, pp. 278–280.

For purposes of this report, grants are dated according to the year of the starting date for the project funded. Alternative dates include the date that the application for funding was submitted and the date that the award of a COPS grant was

announced. The project starting date was chosen because it represents the best indicator of when the COPS-funded project or officers actually begin the process of “hitting the street.”

## APPENDIX B

Table B-1 lists the 315 law enforcement agencies that serve populations of more than 100,000 and that reported valid crime and officer employment data for the years 1994, 1995, and 1998 to the FBI. Fifty-nine law enforcement agencies that

covered populations of at least 100,000 were excluded from the analysis due to incomplete reporting to the FBI of crime and officer employment data for the years 1994, 1995, and 1998 (see Table B-2).

Table B-1 CDA00-10

### List of 315 Agencies Included in Study

Rank By 1998 Population	ORI Code	Law Enforcement Agency	State	1998 Population	Total COPS Awards 1993-1997
1	NY03030	New York, P.D.	NY	7,357,745	\$284,150,130
2	CA01942	Los Angeles, P.D.	CA	3,621,680	150,826,131
3	ILCPD00	Chicago, P.D.	IL	2,750,917	47,225,735
4	TXHPD00	Houston, P.D.	TX	1,797,157	42,877,890
5	PAPEP00	Philadelphia, P.D.	PA	1,449,419	58,592,648
6	AZ00723	Phoenix, P.D.	AZ	1,225,692	24,241,206
7	CA03711	San Diego, P.D.	CA	1,205,728	15,247,123
8	TXSPD00	San Antonio, P.D.	TX	1,100,791	7,224,963
9	TXDPD00	Dallas, P.D.	TX	1,087,178	5,986,307
10	FL01300	Dade, P.D.	FL	1,070,656	9,654,707
11	MI82349	Detroit, P.D.	MI	999,976	23,616,640
12	TX10100	Harris, P.D.	TX	983,970	1,316,260
13	CA01900	Los Angeles County, Sheriff	CA	948,423	22,070,905
14	NV00201	Las Vegas Metro, P.D.	NV	908,596	2,390,639
15	VA02901	Fairfax County, P.D.	VA	887,432	6,011,784
16	HI00200	Honolulu, P.D.	HI	874,736	3,200,000
17	CA04313	San Jose, P.D.	CA	860,211	7,378,800
18	MD01604	Montgomery, P.D.	MD	812,755	10,146,720
19	CA03801	San Francisco, P.D.	CA	741,362	13,030,297
20	MD00301	Baltimore County, P.D.	MD	726,462	11,011,601
21	FL01602	Jacksonville, Sheriff	FL	703,251	7,723,108
22	CA03400	Sacramento, Sheriff	CA	696,323	44,012,045
23	MDBPD00	Baltimore City, P.D.	MD	662,253	20,428,663
24	OH COP00	Columbus, P.D.	OH	661,227	4,448,030
25	MD01721	Prince George's, P.D.	MD	655,302	6,982,495
26	TX07102	El Paso, P.D.	TX	624,510	8,430,980
27	TNMPD00	Memphis, P.D.	TN	604,242	7,817,634
28	NC06001	Charlotte-Mecklenburg, P.D.	NC	593,078	14,316,319
29	WIMPD00	Milwaukee, P.D.	WI	588,339	6,353,914
30	FL02900	Hillsborough, Sheriff	FL	585,456	5,223,619
31	TX22701	Austin, P.D.	TX	559,758	10,444,535
32	MA01301	Boston, P.D.	MA	559,631	11,130,757
33	WASPD00	Seattle, P.D.	WA	538,105	4,411,681
34	TN01901	Nashville, P.D.	TN	524,124	11,774,786
35	DCMPD00	Washington, P.D.	DC	523,000	6,686,518
36	GA04402	Dekalb County, P.D.	GA	509,571	2,936,130
37	CO DCPD00	Denver, P.D.	CO	509,343	4,405,982
38	FL05000	Palm Beach, Sheriff	FL	505,637	1,646,732
39	TX22012	Fort Worth, P.D.	TX	497,830	2,019,192
40	OHCLP00	Cleveland, P.D.	OH	495,516	8,663,705
41	OR02602	Portland, P.D.	OR	488,813	11,319,192
42	LANPD00	New Orleans, P.D.	LA	471,157	8,866,045
43	AZ01003	Tucson, P.D.	AZ	467,677	5,287,248
44	WA01700	King, Sheriff	WA	464,917	5,041,984
45	OK05506	Oklahoma City, P.D.	OK	463,637	0
46	CA03700	San Diego, Sheriff	CA	453,414	7,262,086
47	MO KCPD00	Kansas City, P.D.	MO	447,730	8,123,451
48	MO09500	Saint Louis County, P.D.	MO	440,402	2,568,213
49	MD00202	Anne Arundel, P.D.	MD	439,965	5,055,765
50	VA12800	Virginia Beach, P.D.	VA	436,205	7,942,835
51	CA01941	Long Beach, P.D.	CA	430,018	3,739,232
52	CA03300	Riverside, Sheriff	CA	423,534	9,161,262
53	NM00101	Albuquerque, P.D.	NM	422,417	3,239,463
54	GA06702	Gwinnett Co, P.D.	GA	419,404	0
55	GAAPD00	Atlanta, P.D.	GA	414,262	15,283,731
56	CA01005	Fresno, P.D.	CA	404,297	10,457,143
57	OK07205	Tulsa, P.D.	OK	386,251	1,993,503
58	CA03404	Sacramento, P.D.	CA	384,703	32,451,607
59	FL01306	Miami, P.D.	FL	372,949	45,912,397
60	NE02802	Omaha, P.D.	NE	368,258	5,591,415
61	AZ00717	Mesa, P.D.	AZ	364,588	2,913,790
62	MN02711	Minneapolis, P.D.	MN	362,124	6,754,097
63	CO02101	Colorado Springs, P.D.	CO	357,741	2,471,309
64	PAPPD00	Pittsburgh, P.D.	PA	354,228	4,655,371
65	MOSPD00	Saint Louis, P.D.	MO	344,153	9,356,369
66	LA02600	Jefferson Parish, Sheriff	LA	341,269	6,363,690
67	KS08703	Wichita, P.D.	KS	329,179	10,423,372
68	UT01800	Salt Lake County, Sheriff	UT	322,815	4,718,899
69	OH04807	Toledo, P.D.	OH	317,823	4,507,548
70	WA03100	Snohomish, Sheriff	WA	314,919	3,622,905

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List of 315 Agencies Included in Study (continued)

Rank By 1998 Population	ORI Code	Law Enforcement Agency	State	1998 Population	Total COPS Awards 1993-1997
71	CA03019	Santa Ana, P.D.	CA	312,556	\$5,287,980
72	CA01500	Kern, Sheriff	CA	309,018	0
73	TX22001	Arlington, P.D.	TX	305,948	3,894,343
74	WA02700	Pierce, P.D.	WA	303,218	1,296,444
75	AZ01000	Pima, Sheriff	AZ	299,448	6,814,232
76	CA03001	Anaheim, P.D.	CA	298,630	680,000
77	FL02902	Tampa, P.D.	FL	295,027	6,185,621
78	FL05100	Pasco, Sheriff	FL	292,362	69,886
79	FL05200	Pinellas, Sheriff	FL	290,294	797,107
80	TX17802	Corpus Christi, P.D.	TX	287,360	2,721,500
81	CA03600	San Bernardino, Sheriff	CA	279,907	543,363
82	NJNPD00	Newark, P.D.	NJ	269,205	24,261,175
83	CA03313	Riverside, P.D.	CA	264,267	1,305,160
84	MN06209	Saint Paul, P.D.	MN	262,492	4,425,162
85	KY05602	Louisville, P.D.	KY	262,393	1,344,164
86	AL00102	Birmingham, P.D.	AL	259,453	1,988,119
87	MI63163	Oakland, Sheriff	MI	256,562	1,050,000
88	NC09201	Raleigh, P.D.	NC	256,084	3,163,217
89	SC02300	Greenville, Sheriff	SC	255,854	0
90	AK00101	Anchorage, P.D.	AK	254,250	2,229,864
91	VA07503	Prince William County, P.D.	VA	250,614	842,167
92	FL03600	Lee, Sheriff	FL	249,661	3,600,000
93	VA04301	Henrico County, P.D.	VA	245,905	2,952,958
94	AL00201	Mobile, P.D.	AL	245,233	5,591,887
95	VA02101	Chesterfield County, P.D.	VA	245,044	4,780,937
96	KY03402	Lexington, P.D.	KY	241,593	2,309,967
97	FL05214	Saint Petersburg, P.D.	FL	241,140	4,336,622
98	CA03905	Stockton, P.D.	CA	239,734	4,875,639
99	WA00600	Clark, Sheriff	WA	234,272	1,207,152
100	AZ00700	Maricopa, Sheriff	AZ	232,184	1,060,326
101	VA11700	Norfolk, P.D.	VA	231,328	5,851,213
102	NJ00906	Jersey City, P.D.	NJ	231,073	6,760,015
103	MD01401	Howard, P.D.	MD	230,639	720,558
104	FL01700	Escambia, Sheriff	FL	226,355	2,334,102
105	OH03100	Hamilton, P.D.	OH	219,498	0
106	TX17000	Montgomery, P.D.	TX	218,291	419,728
107	FL05800	Sarasota, Sheriff	FL	216,872	1,980,122
108	NB05501	Lincoln, P.D.	NE	211,984	3,355,271
109	CA01502	Bakersfield, P.D.	CA	210,354	900,000
110	TX04306	Plano, P.D.	TX	210,109	750,000
111	FL01304	Hialeah, P.D.	FL	209,069	2,430,649
112	WA03200	Spokane, Sheriff	WA	205,562	1,744,829
113	GA06013	Fulton, P.D.	GA	205,404	1,317,033
114	WI01301	Madison, P.D.	WI	201,225	1,709,527
115	NC04102	Greensboro, P.D.	NC	200,439	839,505
116	AL00301	Montgomery, P.D.	AL	197,807	0
117	VA10300	Chesapeake, P.D.	VA	197,272	3,262,827
118	CA03010	Huntington Beach, P.D.	CA	197,145	873,532
119	TX15202	Lubbock, P.D.	TX	196,143	787,147
120	TX05711	Garland, P.D.	TX	195,995	525,000
121	IA07703	Des Moines, P.D.	IA	194,298	1,892,920
122	VA12200	Richmond, P.D.	VA	194,024	6,277,459
123	GA12100	Richmond, Sheriff	GA	193,441	4,438,341
124	MS02501	Jackson, P.D.	MS	193,401	4,313,671
125	AKASP00	Alaska State Police	AK	193,333	199,810
126	AZ00713	Glendale, P.D.	AZ	192,696	2,293,116
127	CA00105	Fremont, P.D.	CA	192,477	625,000
128	LA00901	Shreveport, P.D.	LA	191,440	3,051,806
129	MI41436	Grand Rapids, P.D.	MI	190,340	1,275,000
130	NC02600	Cumberland, Sheriff	NC	190,330	1,517,788
131	OR00300	Clackamas, Sheriff	OR	190,061	0
132	FL04200	Marion, Sheriff	FL	189,708	249,541
133	WA03204	Spokane, P.D.	WA	189,649	7,064,296
134	AZ00725	Scottsdale, P.D.	AZ	189,305	3,083,820
135	CA01000	Fresno, Sheriff	CA	189,275	1,672,296
136	CA03610	San Bernardino, P.D.	CA	188,216	5,761,339
137	CA01925	Glendale, P.D.	CA	187,866	825,000
138	IN00201	Fort Wayne, P.D.	IN	187,096	2,798,108
139	GA10601	Columbus, P.D.	GA	185,999	600,358
140	SC04000	Richland, Sheriff	SC	185,781	1,836,897

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### List of 315 Agencies Included in Study (continued)

Rank By 1998 Population	ORI Code	Law Enforcement Agency	State	1998 Population	Total COPS Awards 1993-1997
141	OR03400	Washington, Sheriff	OR	184,710	\$671,384
142	WA02703	Tacoma, P.D.	WA	184,343	2,552,483
143	CA05002	Modesto, P.D.	CA	183,305	3,702,300
144	TX05715	Irving, P.D.	TX	182,525	0
145	FL04804	Orlando, P.D.	FL	181,527	3,825,000
146	MD01300	Harford, Sheriff	MD	180,813	1,408,922
147	MI41141	Kent, Sheriff	MI	180,125	640,743
148	CA03000	Orange, Sheriff	CA	178,839	1,358,898
149	WA01800	Kitsap, Sheriff	WA	178,742	1,009,873
150	UT01803	Salt Lake City, P.D.	UT	178,579	5,368,736
151	FL01100	Collier, Sheriff	FL	178,363	2,441,450
152	SC04200	Spartanburg, Sheriff	SC	178,297	3,966,131
153	VA11600	Newport News, P.D.	VA	177,327	5,720,335
154	FL05900	Seminole, Sheriff	FL	176,793	1,475,000
155	AR06002	Little Rock, P.D.	AR	176,377	2,713,731
156	VA00701	Arlington County, P.D.	VA	174,041	2,225,475
157	TX18801	Amarillo, P.D.	TX	173,838	427,936
158	TX24001	Laredo, P.D.	TX	173,484	1,948,398
159	AL04701	Huntsville, P.D.	AL	173,145	1,622,388
160	TX10800	Hidalgo, Sheriff	TX	172,919	0
161	FL04100	Manatee, Sheriff	FL	172,812	2,343,093
162	CO03000	Jefferson, Sheriff	CO	172,488	0
163	AZ00729	Tempe, P.D.	AZ	172,056	3,691,081
164	OH05702	Dayton, P.D.	OH	172,023	765,925
165	TN04701	Knoxville, P.D.	TN	170,399	6,542,492
166	CA00700	Contra Costa, Sheriff	CA	168,714	4,749,435
167	MA01460	Worcester, P.D.	MA	168,695	5,074,064
168	NC09200	Wake, Sheriff	NC	166,984	0
169	CA04200	Santa Barbara, Sheriff	CA	166,821	2,111,983
170	NV01601	Reno, P.D.	NV	165,855	1,611,441
171	CA04900	Sonoma, Sheriff	CA	165,590	1,359,543
172	ID00101	Boise, P.D.	ID	159,050	975,000
173	FL00603	Fort Lauderdale, P.D.	FL	157,760	2,449,017
174	NC03402	Winston-Salem, P.D.	NC	157,133	1,082,182
175	TX07900	Fort Bend, Sheriff	TX	157,090	0
176	CA03702	Chula Vista, P.D.	CA	156,454	2,175,598
177	LA01700	East Baton Rouge, Sheriff	LA	156,125	640,407
178	CA05604	Oxnard, P.D.	CA	155,288	3,034,284
179	NY03301	Syracuse, P.D.	NY	154,911	4,133,904
180	NC03201	Durham, P.D.	NC	154,436	0
181	CA03009	Garden Grove, P.D.	CA	154,209	1,095,505
182	TX01500	Bexar, Sheriff	TX	153,809	1,151,692
183	CA00100	Alameda, Sheriff	CA	153,432	1,001,015
184	NJ01608	Paterson, P.D.	NJ	152,377	3,310,945
185	MO05000	Jefferson, Sheriff	MO	151,717	1,159,175
186	RI00409	Providence, P.D.	RI	151,367	2,986,671
187	AZ00705	Chandler, P.D.	AZ	151,136	2,142,700
188	CA03710	Oceanside, P.D.	CA	150,254	304,373
189	CA03607	Ontario, P.D.	CA	148,598	1,216,058
190	MI70170	Ottawa, Sheriff	MI	148,122	140,150
191	FL00600	Broward, Sheriff	FL	147,182	5,007,142
192	IL10104	Rockford, P.D.	IL	145,993	580,469
193	CA03900	San Joaquin, Sheriff	CA	145,769	0
194	CO00300	Arapahoe, Sheriff	CO	145,326	568,476
195	CA05400	Tulare, Sheriff	CA	145,313	0
196	MO03903	Springfield, P.D.	MO	145,251	1,393,459
197	SC03200	Lexington, Sheriff	SC	144,104	329,230
198	HI00100	Hawaii County, P.D.	HI	142,173	1,871,698
199	FL03703	Tallahassee, P.D.	FL	139,754	900,000
200	VA11100	Hampton, P.D.	VA	139,728	2,173,940
201	MI50806	Warren, P.D.	MI	139,532	595,983
202	GA02503	Savannah, P.D.	GA	139,251	397,301
203	CA01972	Torrance, P.D.	CA	138,802	0
204	CT00015	Bridgeport, P.D.	CT	138,698	4,499,052
205	CA01955	Pomona, P.D.	CA	137,297	0
206	TX03101	Brownsville, P.D.	TX	137,252	1,277,526
207	CA04400	Santa Cruz, Sheriff	CA	137,214	460,150
208	CA01953	Pasadena, P.D.	CA	136,695	450,000
209	TX10115	Pasadena, P.D.	TX	135,653	3,443,211
210	MI25398	Flint, P.D.	MI	135,438	2,843,913

**THE HERITAGE CENTER FOR DATA ANALYSIS**

Table B-1		CDA00-10			
<b>List of 315 Agencies Included in Study (continued)</b>					
Rank By 1998 Population	ORI Code	Law Enforcement Agency	State	1998 Population	Total COPS Awards 1993-1997
211	NY04500	Saratoga, Sheriff	NY	134,961	\$150,000
212	NV00203	Henderson, P.D.	NV	134,698	0
213	MI50150	Macomb, Sheriff	MI	134,435	787,500
214	FL00605	Hollywood, P.D.	FL	132,911	1,254,197
215	CT00064	Hartford, P.D.	CT	132,681	2,547,255
216	CA03026	Irvine, P.D.	CA	132,159	1,046,338
217	CA04316	Sunnyvale, P.D.	CA	128,359	0
218	MD01100	Frederick, Sheriff	MD	127,525	300,000
219	OR02402	Salem, P.D.	OR	126,365	0
220	MI33519	Lansing, P.D.	MI	125,968	354,573
221	CA04905	Santa Rosa, P.D.	CA	125,520	1,932,382
222	CT00093	New Haven, P.D.	CT	124,783	4,774,421
223	CA00106	Hayward, P.D.	CA	124,660	618,866
224	CA03008	Fullerton, P.D.	CA	124,217	150,000
225	IN08201	Evansville, P.D.	IN	123,960	1,415,523
226	CA03015	Orange, P.D.	CA	123,909	753,410
227	CA00900	El Dorado, Sheriff	CA	123,701	1,510,370
228	FL00800	Charlotte, Sheriff	FL	123,063	2,043,807
229	TX22700	Travis, Sheriff	TX	121,755	750,000
230	FL01000	Clay, Sheriff	FL	121,734	540,866
231	KS08901	Topeka, P.D.	KS	121,352	2,250,000
232	IL04501	Aurora, P.D.	IL	121,237	1,090,220
233	MI50765	Sterling Heights, P.D.	MI	119,948	0
234	CA03706	Escondido, P.D.	CA	119,617	372,465
235	HI00500	Maui County, P.D.	HI	119,383	1,030,996
236	FL02700	Hernando, Sheriff	FL	119,363	1,575,000
237	MI81181	Washtenaw, Sheriff	MI	119,173	647,403
238	CA00704	Concord, P.D.	CA	118,584	1,929,583
239	OH07600	Stark, Sheriff	OH	117,971	0
240	VA09900	Alexandria, P.D.	VA	117,390	1,278,720
241	WA03400	Thurston, Sheriff	WA	117,307	196,077
242	CA02708	Salinas, P.D.	CA	116,982	2,506,848
243	IN00200	Allen, Sheriff	IN	116,583	0
244	FL04600	Okaloosa, Sheriff	FL	116,421	0
245	GA01101	Macon, P.D.	GA	116,307	0
246	SC02604	Horry, P.D.	SC	116,255	0
247	TX05718	Mesquite, P.D.	TX	115,446	525,000
248	SC04001	Columbia, P.D.	SC	115,344	503,774
249	FL03500	Lake, Sheriff	FL	115,144	225,000
250	NY01400	Erie, Sheriff	NY	115,101	939,302
251	SC00400	Anderson, Sheriff	SC	114,957	0
252	NC01100	Buncombe, Sheriff	NC	114,772	0
253	IL08402	Springfield, P.D.	IL	114,333	1,343,405
254	SC01000	Charleston, Sheriff	SC	113,314	375,000
255	CA01933	Inglewood, P.D.	CA	113,176	2,387,201
256	SD04902	Sioux Falls, P.D.	SD	113,026	300,000
257	TX12301	Beaumont, P.D.	TX	112,723	1,050,000
258	TX05712	Grand Prairie, P.D.	TX	112,695	0
259	CA04807	Vallejo, P.D.	CA	112,198	1,090,730
260	CA01922	El Monte, P.D.	CA	112,142	694,149
261	MO04806	Independence, P.D.	MO	111,505	795,925
262	NJ02004	Elizabeth, P.D.	NJ	111,192	953,925
263	IN07100	Saint Joseph, Sheriff	IN	111,160	150,000
264	TX15512	Waco, P.D.	TX	111,017	1,521,770
265	MI81218	Ann Arbor, P.D.	MI	110,635	1,159,381
266	CT00135	Stamford, P.D.	CT	110,506	273,072
267	MO09200	Saint Charles, Sheriff	MO	110,500	0
268	CO02100	El Paso, Sheriff	CO	110,396	970,650
269	TX22101	Abilene, P.D.	TX	110,306	338,992
270	CA05609	Simi Valley, P.D.	CA	110,005	375,000
271	IL02214	Naperville, P.D.	IL	109,653	1,818,849
272	FL00628	Coral Springs, P.D.	FL	109,405	1,792,803
273	MD00900	Charles, Sheriff	MD	109,325	1,425,000
274	OR02000	Lane, Sheriff	OR	109,041	0
275	NC04100	Guilford, Sheriff	NC	108,606	305,000
276	CO03503	Fort Collins, P.D.	CO	108,476	409,410
277	TX10808	Mcallen, P.D.	TX	108,462	750,000
278	CA03100	Placer, Sheriff	CA	108,223	1,317,018
279	MI58158	Monroe, Sheriff	MI	108,130	150,000
280	LA02803	Lafayette, P.D.	LA	106,832	709,063

# THE HERITAGE CENTER FOR DATA ANALYSIS

Table B-1						CDA00-10
<b>List of 315 Agencies Included in Study (continued)</b>						
Rank By 1998 Population	ORI Code	Law Enforcement Agency	State	1998 Population	Total COPS Awards 1993-1997	
281	CA03604	Fontana, P.D.	CA	106,815	\$1,131,412	
282	CT00151	Waterbury, P.D.	CT	106,513	2,053,500	
283	NY01451	Amherst Town, P.D.	NY	106,493	300,000	
284	CA05000	Stanislaus, Sheriff	CA	106,280	1,275,603	
285	CA02700	Monterey, Sheriff	CA	106,199	710,292	
286	CA00103	Berkeley, P.D.	CA	105,814	762,634	
287	NC02900	Davidson, Sheriff	NC	105,338	0	
288	CA00400	Butte, Sheriff	CA	105,118	375,000	
289	MI82538	Livonia, P.D.	MI	105,057	0	
290	PA02502	Erie, P.D.	PA	104,869	116,998	
291	FL00608	Pembroke Pines, P.D.	FL	104,611	1,479,220	
292	CA03004	Costa Mesa, P.D.	CA	104,321	0	
293	UT02506	Provo, P.D.	UT	104,096	1,338,678	
294	WI00502	Green Bay, P.D.	WI	104,017	846,781	
295	CA03315	Corona, P.D.	CA	103,822	333,800	
296	NH00634	Manchester, P.D.	NH	103,675	733,479	
297	CA01975	West Covina, P.D.	CA	103,479	0	
298	CA04000	San Luis Obispo, Sheriff	CA	103,347	232,500	
299	NY00101	Albany, P.D.	NY	103,166	2,881,779	
300	FL00900	Citrus, Sheriff	FL	103,073	0	
301	WA03900	Yakima, Sheriff	WA	103,018	571,735	
302	IN07102	South Bend, P.D.	IN	102,996	2,049,750	
303	CO05101	Pueblo, P.D.	CO	102,876	1,736,967	
304	FL04300	Martin, Sheriff	FL	102,734	502,215	
305	FL05203	Clearwater, P.D.	FL	102,318	976,411	
306	PA03901	Allentown, P.D.	PA	102,297	333,501	
307	FL05700	Santa Rosa, Sheriff	FL	102,113	1,326,331	
308	MA00926	Lowell, P.D.	MA	101,843	4,751,883	
309	CA05608	Ventura, P.D.	CA	101,652	618,658	
310	TX24305	Wichita Falls, P.D.	TX	101,378	0	
311	TX05704	Carrrollton, P.D.	TX	101,256	0	
312	CA04314	Santa Clara, P.D.	CA	101,253	0	
313	TX16501	Midland, P.D.	TX	101,191	900,000	
314	VA12000	Portsmouth, P.D.	VA	100,345	411,833	
315	CA04106	Daly City, P.D.	CA	100,176	70,148	

Source: Heritage Foundation Center for Data Analysis calculations based on data from the Federal Bureau of Investigation's *Uniform Crime Reporting Program Data [United States]: Offenses Known and Clearances by Arrest, 1998* and from the U.S. Justice Department's Office of Community Oriented Policing Service's *COPS Management System* database.

**List of Agencies Covering Population of 100,000 or Greater  
Excluded From Study Due To Incomplete Data**

Rank By 1998 Population	ORI Code	Law Enforcement Agency	State	1998 Population	Total COPS Awards 1993-1997
1	NY05101	Suffolk, P.D.	NY	1,218,627	\$11,695,000
2	NY02900	Nassau, Sheriff	NY	1,031,258	19,868,295
3	INIPD00	Indianapolis, P.D.	IN	759,689	4,130,240
4	FL04800	Orange, Sheriff	FL	526,110	6,497,893
5	GA03302	Cobb, P.D.	GA	436,433	5,265,122
6	NY05106	Brookhaven, P.D.	NY	422,757	0
7	CA00109	Oakland, P.D.	CA	376,375	4,060,879
8	DE00203	New Castle, P.D.	DE	364,664	4,600,484
9	OHCIPO0	Cincinnati, P.D.	OH	344,828	4,350,000
10	KY05601	Jefferson, P.D.	KY	337,495	3,639,602
11	NY05108	Islip, P.D.	NY	309,580	0
12	NY01401	Buffalo, P.D.	NY	308,648	4,698,051
13	FL05300	Polk, Sheriff	FL	283,742	2,015,000
14	CO00101	Aurora, P.D.	CO	262,465	3,128,331
15	NY02701	Rochester, P.D.	NY	221,473	1,350,000
16	OH07701	Akron, P.D.	OH	218,044	2,719,054
17	LA01702	Baton Rouge, P.D.	LA	216,216	1,362,540
18	NY02700	Monroe, Sheriff	NY	212,628	0
19	NY05102	Babylon Town, P.D.	NY	208,121	0
20	TN04700	Knox, Sheriff	TN	199,518	1,492,778
21	NY05107	Huntington, P.D.	NY	197,717	0
22	FL00500	Brevard, Sheriff	FL	193,105	1,125,000
23	NY05907	Yonkers, P.D.	NY	191,315	1,500,000
24	FL06400	Volusia, Sheriff	FL	187,640	749,709
25	GA03101	Clayton, P.D.	GA	165,605	0
26	TN07900	Shelby, Sheriff	TN	159,950	900,000
27	IL09900	Will, Sheriff	IL	158,057	702,812
28	TN03301	Chattanooga, P.D.	TN	152,461	3,224,308
29	PA065SP	Westmoreland State Police	PA	151,880	0
30	MA00718	Springfield, P.D.	MA	150,509	11,872,652
31	CA03332	Moreno Valley, P.D.	CA	146,014	1,076,216
32	KS10502	Kansas City, P.D.	KS	142,227	1,724,028
33	CO03004	Lakewood, P.D.	CT	139,469	119,626
34	PA015SP	Chester State Police	PA	139,112	0
35	LA05200	St. Tammany, Sheriff	LA	137,183	1,478,193
36	AL00100	Jefferson, Sheriff	AL	136,777	0
37	KS04606	Overland Park, P.D.	KS	135,931	620,000
38	IL04900	Lake, Sheriff	IL	131,979	0
39	CA0191R	Santa Clarita, P.D.	CA	127,560	0
40	OR02002	Eugene, P.D.	OR	127,177	721,597
41	IL01600	Cook, Sheriff	IL	123,131	12,488,202
42	NC03400	Forsyth, Sheriff	NC	119,657	73,039
43	IL02200	Du Page, Sheriff	IL	119,651	334,818
44	CA03616	Rancho Cucamonga, Sheriff	CA	119,627	454,532
45	MD306SP	Carroll State Police	MD	118,961	0
46	CA01996	Lancaster, P.D.	CA	117,900	0
47	CA05607	Thousand Oaks, P.D.	CA	116,580	375,000
48	IA05701	Cedar Rapids, P.D.	IA	114,996	987,703
49	IL07207	Peoria, P.D.	IL	113,418	2,330,504
50	IN04505	Gary, P.D.	IN	111,713	4,980,186
51	GA02800	Cherokee, Sheriff	GA	110,229	0
52	VA05300	Loudoun, Sheriff	VA	108,821	605,257
53	CA01950	Palmdale, P.D.	CA	108,589	437,825
54	NM00100	Bernalillo, Sheriff	NM	106,048	957,476
55	CT006SP	New London, P.D.	CT	104,588	0
56	UT01825	West Valley, P.D.	UT	102,672	1,774,753
57	CA01949	Norwalk, P.D.	CA	102,136	0
58	DE303SP	Sussex State Police	DE	101,111	0
59	NY01300	Dutchess, Sheriff	NY	100,867	0

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