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# Police Departments in Large Cities, 1987

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Municipal police departments in cities of 250,000 or more employed 120,000 full-time sworn officers and served 43.4 million residents during 1987. On the average, these departments employed 2.3 sworn officers per 1,000 residents in 1987, compared to 2.4 in 1977. The number of sworn officers employed per square mile of land area served averaged 15 in 1987, down from 16 a decade earlier. During the same time period, the average rate of serious violent and property crimes reported to these departments, as measured by the Uniform Crime Reports (UCR) Index, increased 22%. The average rate of UCR violent crimes alone increased 43%.

This report presents these and other findings based primarily on the 1987 Law Enforcement Management and Administrative Statistics (LEMAS) survey. The focus of the report is on the 59 general purpose municipal police departments in U.S. cities with a 1987 population of 250,000 or more.

Other findings based on these 59 city police departments include:

- The departments operated an average of 693 land vehicles, including 315 marked cars and 251 unmarked cars.
- A fifth of the departments were operating at least one fixed-wing aircraft, half

City police departments are a key element of law enforcement in the United States. These departments confront some of the country's most severe social problems.

The first Law Enforcement Management and Administrative Statistics (LEMAS) survey permits a detailed examination of the 59 municipal police departments in cities with 250,000 or more residents, including the resources in equipment and personnel that these departments

use. When the survey is repeated in 1990, we will be able to measure some of the trends in how law enforcement agencies are meeting their challenges.

The Bureau of Justice Statistics warmly thanks the officials of the departments whose survey data are reported here. Their extra effort and cooperation provide information that citizens and public servants need for informed decisions.

Joseph M. Bessette  
Acting Director

were operating at least one helicopter, and half were operating at least one boat.

- Over 93% of all regularly scheduled patrol hours were allocated to motorized units, and 70% of the patrol hours were assigned to one-officer motorized units.
- About 44% of the departments operated at least one lockup facility separate from a jail and had a median total capacity of 58.
- All departments reported extensive use of computers, and at least 75% of the departments maintained computer files on arrests, calls for service, stolen property, warrants, criminal histories, payroll or personnel, and UCR.

◦ All departments were operating special units for community crime prevention, and more than three-fourths of them had special units for child abuse, drug education in schools, and missing children.

◦ Full-time sworn officers worked an average of 78 hours of overtime during 1987, resulting in an average cost of \$4 million in overtime pay for each department.

◦ The departments required an average of nearly 1,100 hours of training for each new officer, with 62% of these hours in the classroom and 38% in the field.

◦ An average of 9% of the full-time sworn officers were female, 14% were black, and 8% were Hispanic.

## Large city police departments

The New York City Police Department, the largest municipal police department in the United States, employed 27,478 full-time sworn officers during 1987 (table 1). This was more than twice the number employed by the second largest, the Chicago Police Department. The New York City Police Department ranked first in the number of police officers relative to land area served with 91.1 full-time sworn officers per square mile. However, the largest department relative to the size of population served was the Metropolitan Police Depart-

ment of Washington, D.C., with 6.2 sworn officers per 1,000 residents. Consistent with its large number of officers, the New York City Police Department had the largest operating expenditures — just under \$2 billion. Among the 25 largest departments, per capita operating expenditures ranged from \$308.42 in Chicago to \$62.91 in San Antonio.

Overall, municipal police departments serving a population of 250,000 or more had an average of 2.3 sworn officers per 1,000 residents during 1987, ranging from a high of 6.2 to a low of 1.3 (table 2).

These departments employed an average of 15 sworn officers per square mile, ranging from 91.1 to 1.1. Per capita expenditures for these departments ranged from \$308.42 to \$47.47 with an average of \$122.33.

Per capita expenditures and ratios of officers to population and land area served should not be used to compare the quality of police services between cities. These measures ignore the diversity among cities in terms of socioeconomic factors, the nature of their crime problems, and their use of police services. Also, police responsibil-

**Table 1. The 25 largest municipal police departments in the United States, 1987**

City	Full-time sworn officers	Population served		Land area served		Sworn officers per 100 UCR crimes		Per capita operating expenditures
		Total	Sworn officers per 1,000	Total	Sworn officers per sq. mi.	Index	Violent	
New York City	27,478	7,284,000	3.8	301.5 sq. mi.	91.1	4.2	18.5	\$268.01
Chicago	12,478	3,018,000	4.1	228.1	54.7	4.5*	19.3*	308.42
Los Angeles	7,032	3,342,000	2.1	465.9	15.1	2.4	11.0	121.41
Philadelphia	6,809	1,649,000	4.1	136.0	50.1	7.2	39.1	304.43
Detroit	5,132	1,092,000	4.7	135.6	37.8	3.7	18.5	227.96
Houston	4,506	1,740,000	2.6	564.6	8.0	2.8	23.8	136.90
Washington, D.C.	3,878	622,000	6.2	62.7	61.9	7.4	38.7	249.00
Baltimore	2,919	765,000	3.8	80.3	36.4	4.5	20.4	168.27
Dallas	2,280	1,010,000	2.3	331.5	6.9	1.4	11.4	111.84
Milwaukee	1,941	608,000	3.2	95.8	20.3	3.9	32.3	158.90
Boston	1,939	576,000	3.4	47.2	41.1	2.9	16.2	145.11
San Francisco	1,870	768,000	2.4	46.4	40.3	3.2	20.1	219.44
Phoenix	1,850	933,000	2.0	386.4	4.8	2.2	22.6	98.22
Cleveland	1,700	548,000	3.1	79.0	21.5	3.7	24.4	148.30
San Diego	1,612	1,041,000	1.5	329.0	4.9	1.8	17.7	85.05
St. Louis	1,573	429,000	3.7	61.4	25.6	2.9	16.1	148.64
San Antonio	1,374	920,000	1.5	304.5	4.5	1.2	22.6	62.91
Denver	1,335	510,000	2.6	106.8	12.5	2.9	34.8	136.44
New Orleans	1,330	550,000	2.4	199.4	6.7	2.6	17.3	97.09
Atlanta	1,317	430,000	3.1	131.2	10.0	2.0	10.2	161.58
Columbus, Ohio	1,245	568,000	2.2	187.2	6.7	2.4	23.1	119.85
Seattle	1,117	494,000	2.3	83.6	13.4	1.5	15.7	106.57
Kansas City, Mo.	1,085	444,000	2.4	316.3	3.4	2.1	12.7	119.81
Newark	1,056	318,000	3.3	24.1	43.8	2.6	11.8	107.92
Pittsburgh	1,055	389,000	2.7	55.4	19.0	3.4	24.4	112.37

Note: Personnel counts are for the week including June 15, 1987. UCR violent crime totals include the following: murder and nonnegligent manslaughter, rape, robbery, and aggravated assault. UCR Index

crime totals include these 4 violent crime categories plus the property crimes of burglary, larceny-theft, and motor vehicle theft. All UCR totals include only those offenses known to police.

\*Chicago total does not include rapes which accounted for 6.1% of all UCR violent crimes and .7% of all UCR Index crimes nationwide in 1987.

**Table 2. Selected characteristics for large city police departments, 1987**

Population served	Full-time sworn officers						Per capita operating expenditures			Full-time sworn officers per 100 UCR crimes					
	Per 1,000 population			Per square mile			High	Low	Average	Index			Violent		
	High	Low	Average	High	Low	Average				High	Low	Average	High	Low	Average
Total	6.2	1.3	2.3	91.1	1.1	15.0	\$308.42	\$47.47	\$122.33	7.4	1.1	2.5	66.9	8.1	20.5
1,000,000 or more	4.7	1.5	3.2	91.1	4.9	33.5	\$308.42	\$85.05	\$195.50	7.2	1.4	3.5	39.1	11.0	19.9
500,000-999,999	6.2	1.4	2.6	61.9	1.3	18.0	249.00	53.31	128.49	7.4	1.2	3.0	38.7	10.0	22.6
350,000-499,999	3.7	1.4	2.1	29.9	1.1	9.3	170.02	51.46	108.62	3.4	1.1	1.9	33.0	8.5	16.5
250,000-349,999	3.3	1.3	2.0	43.8	2.1	9.8	232.22	47.47	96.33	3.9	1.3	2.3	66.9	8.1	24.1

Note: UCR violent crime totals include the following: murder and nonnegligent manslaughter, forcible rape, robbery, and aggravated assault. UCR Index crime

totals include these 4 violent crime categories plus the property crimes of burglary, larceny-theft, and motor vehicle theft. All UCR totals include only those

offenses known to police. "High" and "low" refer to the highest and lowest values for the cities in each category.

ities may vary from city to city, affecting the number of officers and dollars available for traditional law enforcement duties. Accordingly, these measures are presented only to provide a more standardized method of comparing the various police forces in terms of number of officers and amount of expenditures.

### Vehicles

Although municipal police departments serving a population of 1 million or more had more vehicles than those serving cities in the 250,000 to 999,999 range, they had a smaller number of cars relative to the number of sworn officers they employed (table 3). Departments serving 1 million or more residents operated an average of 27 police cars per 100 sworn officers, compared with an average of 47 cars per 100 sworn officers for cities of 250,000 to 499,999 residents. In between were those departments serving populations in the 500,000 to 999,999 range with 38 cars per 100 officers.

For the number of cars per square mile, the pattern among the four population groups is reversed: Departments serving 250,000 to 499,999 residents had about 4 cars per square mile, departments serving 500,000 to 999,999 residents had 5, and departments in cities of 1 million or more had 6 cars per square mile. For all departments, an average of 56% of police cars were marked, with the percentage of marked cars for the four population groups ranging from 58% to 51%.

Municipal police departments in large cities operated significant numbers of land vehicles in addition to police cars. Departments serving more than 1 million residents reported operating an average of more than 400 other land vehicles, including 4-wheel, 3-wheel, and 2-wheel vehicles.

Operation of offland vehicles such as airplanes, helicopters, and boats is also a necessity for many large city departments (table 4). Three of the eight municipal police departments serving a population of 1 million or more were operating at least 1 fixed-wing aircraft in 1987. Three-fourths of the departments in this category were operating helicopters, and all departments serving 1 million or more were operating boats. Among all departments serving 250,000 or more residents, about half were using helicopters and boats, and about a fifth were using fixed-wing aircraft.

**Table 3. Land vehicles in large city police departments, 1987**

Population served	Number of cars			Percent of cars that were marked	Average number of other motorized land vehicles		
	Average	Per 100 sworn officers	Per square mile		4-wheel	3-wheel	2-wheel
Total	566	41.8	4.3	55.6%	52	20	55
1,000,000 or more	1,621	27.1	6.1	50.7%	211	75	142
500,000-999,999	553	38.2	4.7	58.1	43	22	81
350,000-499,999	392	46.9	3.9	56.9	28	8	29
250,000-349,999	258	46.0	3.6	53.7	11	6	17

**Table 4. Offland vehicles in large city police departments, 1987**

Population served	Fixed-wing aircraft		Helicopters		Boats	
	Percent of agencies using	Average number in use*	Percent of agencies using	Average number in use*	Percent of agencies using	Average number in use*
Total	20.3%	1	47.5%	4	50.8%	4
1,000,000 or more	37.5%	2	75.0%	7	100.0%	7
500,000-999,999	20.0	2	60.0	5	66.7	4
350,000-499,999	19.0	1	47.6	2	23.8	2
250,000-349,999	13.3	1	20.0	3	46.7	3

\*Includes only those departments that operated such vehicles.

**Table 5. Type of regularly scheduled police patrols in large city police departments, 1987**

Population served	Average percent of total patrol hours allocated to:					
	Total	Motorized patrol units		Total	Foot-patrol units	
		One-officer	Two-officer		One-officer	Two-officer
Total	93.8%	70.3%	23.5%	6.2%	5.4%	.8%
1,000,000 or more	90.0%	45.9%	44.1%	10.0%	8.6%	1.4%
500,000-999,999	95.5	67.6	27.9	4.6	3.2	1.4
350,000-499,999	95.1	78.9	16.2	4.9	4.7	.2
250,000-349,999	92.6	74.1	18.5	7.4	6.7	.7

Note: Table based on regularly scheduled shifts for the week of June 15, 1987. Actual allocation of patrol hours may be different on any given day. Totals may not add to 100% because of rounding.

### Patrol allocation

On the average, municipal police departments serving cities of 250,000 or more regularly allocated nearly all (94%) patrol hours to motorized patrol units (table 5). Overall, three-fourths of motorized patrol hours were represented by one-officer units, but the proportion of one-officer motorized units varied with population size. Departments serving 1 million or more residents, compensating for their lower car-per-officer ratio, scheduled about half of their motorized patrol hours as two-officer units. In contrast, departments serving a population of less than 1 million allocated an average of only a fifth of their motorized patrol hours to two-officer units.

Officers on foot patrol represented an average of 6% of all regularly scheduled patrol hours. Almost 90% of all foot patrol hours were allocated to one-officer units. Foot patrols were most frequently scheduled in the largest cities (population of 1 million or more) where they represented an average of 10% of all regularly scheduled patrol hours.

The average distribution of regularly scheduled patrol shifts by time of day varied slightly, with the highest percentage of patrol hours (29%) allocated during the 6 p.m. to midnight period (table 6). Next highest was during the noon to 6 p.m. period (27%), followed by the 6 a.m. to noon period (23%) and the midnight to 6 a.m. period (22%). All patrol data presented are based on regularly scheduled shifts for the week of June 15, 1987. Patrol beats actually worked on any given day during 1987 may have varied from the regular schedule.

### Lockup facilities

About 44% of the municipal police departments serving 250,000 or more residents were operating at least 1 lockup facility that was physically separate from a jail. A profile of the lockups operated by large city departments is as follows:

Population served	Percent with lockups	Median of total departmental capacity
Total	44.1%	58
1,000,000 or more	75.0%	499
500,000-999,999	46.7	174
350,000-499,999	28.6	39
250,000-349,999	46.7	30

Departments in cities with a population of 1 million or more were most likely to have a lockup facility, and departments in larger cities had larger lockup capacities than departments in smaller cities, ranging from a median total capacity of 499 in cities of 1 million or more to 30 in cities with a population of 250,000 to 349,999.

### Use of computers

In cities of 250,000 or more, about 93% of the municipal police departments were using mainframe computers, 68% were using minicomputers, and 95% were using personal computers (table 7). All departments were using at least one of these three types of computers during 1987, and all departments serving 500,000 or more residents had exclusive or shared use of a mainframe computer.

The police functions served by computer technology are numerous (table 8). Administrative uses such as recordkeeping (90%), budgeting (78%), and manpower allocation (78%) were reported by many departments. Crime analysis (88%)

**Table 6. Regularly scheduled police patrols in large cities, by time of day, 1987**

Population served	Average percent of total patrol hours allocated during the hours of:			
	Midnight-6am	6am-noon	Noon-6pm	6pm-midnight
Total	22.1%	22.8%	26.6%	28.5%
1,000,000 or more	21.6%	24.4%	26.6%	27.3%
500,000-999,999	21.5	23.8	26.5	28.2
350,000-499,999	21.7	22.6	27.0	28.7
250,000-349,999	23.6	21.1	26.0	29.2

Note: Table based on regularly scheduled shifts for the week of June 15, 1987. Actual allocation of patrol hours may be different on any given day. The length of regularly scheduled patrol shifts ranged from 6 to 11 hours. Totals may not add to 100% because of rounding.

**Table 7. Types of computers used by large city police departments, 1987**

Population served	Total	Percent of departments using:							
		Mainframe		Minicomputer			Personal		
		Exclusive use	Shared use	Exclusive use	Shared use	Exclusive use	Shared use		
Total	93.3%	44.1%	49.2%	67.8%	59.3%	8.5%	94.9%	93.2%	1.7%
1,000,000 or more	100.0%	37.5%	62.5%	87.5%	87.5%	0	87.5%	87.5%	0
500,000-999,999	100.0	40.0	60.0	73.4	66.7	6.7	93.3	93.3	0
350,000-499,999	90.5	47.6	42.9	66.6	57.1	9.5	95.3	90.5	4.8
250,000-349,999	86.7	46.7	40.0	53.3	40.0	13.3	100.0	100.0	0

**Table 8. Common functions of computers in large city police departments, 1987**

Population served	Percent of departments using computers for:						
	Record-keeping	Crime analysis	Budgeting	Dispatching	Manpower allocation	Criminal investigation	Fleet management
Total	89.8%	88.1%	78.0%	78.0%	78.0%	76.3%	59.3%
1,000,000 or more	75.0%	87.5%	75.0%	87.5%	100.0%	75.0%	75.0%
500,000-999,999	100.0	93.3	80.0	80.0	73.3	80.0	66.7
350,000-499,999	90.5	90.5	85.7	76.2	85.7	85.7	66.7
250,000-349,999	86.7	80.0	66.7	73.3	60.0	60.0	33.3

and criminal investigation (76%) were also frequently mentioned. About 4 in 5 departments reported using computers to aid their dispatch systems.

Municipal police departments also maintain many specific types of information in computer files (table 9). All departments serving 1 million or more reported maintaining files on arrests, service calls, and stolen property. Among all departments serving 250,000 or more residents, 90% maintained computer files on arrests, and 85% had computer files on calls for service. Other types of computer files maintained by more than three-fourths of these departments included stolen property (83%), warrants (83%), criminal histories (80%), payroll or personnel (80%), and Uniform Crime Reports (78%).

### Special units

Special units are created by police departments as a response to the needs of the community or the department. All municipal police departments serving a population of 250,000 or more operated a special unit for community crime prevention during 1987 (table 10). A majority of these departments also had special units for child abuse (83%), drug education in schools (78%), missing children (76%), drunk drivers (73%), prosecutor relations (70%), and repeat offenders (54%). At least half of the departments in cities with a population of 1 million or more also had special units for victim assistance (75%), domestic violence (63%), and drug screening (50%).

**Table 9. Types of computer files maintained by large city police departments, 1987**

Population served	Percent of departments keeping computer files for:								
	Arrests	Service calls	Stolen property	Warrants	Criminal histories	Payroll/personnel	Uniform Crime Reports	Traffic citations	License registration
Total	89.8%	84.7%	83.1%	83.1%	79.7%	79.7%	78.0%	72.9%	61.0%
1,000,000 or more	100.0%	100.0%	100.0%	87.5%	87.5%	87.5%	62.5%	62.5%	50.0%
500,000-999,999	86.7	80.0	86.7	80.0	66.7	73.3	93.3	73.3	60.0
350,000-499,999	90.5	81.0	81.0	85.7	76.2	85.7	76.2	90.5	61.9
250,000-349,999	86.7	86.7	73.3	80.0	93.3	73.3	73.3	53.3	66.7

**Table 10. Special units in large city police departments, 1987**

Population served	Percent of departments with special units for:									
	Community crime prevention	Child abuse	Drug education in schools	Missing children	Drunk drivers	Prosecutor relations	Repeat offenders	Domestic violence	Victim assistance	Drug screening
Total	100%	83.1%	78.0%	76.3%	72.9%	69.5%	54.2%	47.5%	40.7%	18.6%
1,000,000 or more	100%	75.0%	87.5%	32.5%	75.0%	75.0%	62.5%	62.5%	75.0%	50.0%
500,000-999,999	100	93.3	66.7	80.0	86.7	73.3	66.7	53.3	40.0	20.0
350,000-499,999	100	81.0	76.2	76.2	71.4	76.2	57.1	42.9	33.3	19.0
250,000-349,999	100	80.0	86.7	80.0	60.0	53.3	33.3	40.0	33.3	0

**Overtime and special pay**

Municipal police departments in cities with a population of 250,000 or more required an average of nearly 180,000 hours of overtime work from their full-time sworn personnel during fiscal year 1987 (table 11). The average number of overtime hours required by departments was greatest in cities with a population of 1 million or more (730,792 hours) and was least in cities in the 250,000 to 349,999 range (37,723 hours). However, when the number of officers in a department is accounted for, the differences between population groups change. Departments in cities of 1 million or more had the lowest overtime requirement per officer (66 hours). The highest average was 92 overtime hours per officer for cities in the 500,000 to 999,999 range.

The cost of overtime pay for municipal departments in cities with a population of 1 million or more averaged nearly \$18 million for fiscal year 1987. For all departments serving a population of at least 250,000, the average cost for overtime pay was about \$4 million. On the average, an officer earned slightly more than \$1,500 in overtime pay during fiscal year 1987.

**Table 11. Overtime hours and pay for full-time sworn officers in large city police departments, 1987**

Population served	Average number of overtime hours worked during year		Average amount of overtime pay earned during year	
	Per department	Per officer	Per department	Per officer
Total	179,956 hrs.	77.7 hrs.	\$4,014,657	\$1,562
1,000,000 or more	730,792 hrs.	66.0 hrs.	\$17,692,776	\$1,536
500,000-999,999	180,166	91.5	3,639,126	1,818
350,000-499,999	61,747	70.9	1,146,989	1,342
250,000-349,999	37,723	79.2	775,074	1,606

Note: Table does not include data from departments in the following cities: Baltimore, Birmingham, Jacksonville, Minneapolis, Newark, Oklahoma City, Omaha, Pittsburgh, and San Diego.

In addition to working overtime hours, police officers may also earn additional pay for performing duties classified as hazardous, for working certain less desirable shifts, and for educational achievements. About 44% of all the departments included in this report offered hazardous duty pay, 54% offered shift differential pay, and 51% offered educational incentive pay during 1987 (table 12).

**Table 12. Special pay for full-time sworn officers in large city police departments, 1987**

Population served	Percent of departments paying full-time sworn officers for:		
	Hazardous duty	Shift differential	Educational incentive
Total	44.1%	54.2%	50.8%
1,000,000 or more	25.0%	50.0%	37.5%
500,000-999,999	60.0	80.0	40.0
350,000-499,999	38.1	42.9	61.9
250,000-349,999	46.7	46.7	53.3

## Training and residency requirements

A newly recruited police officer receives extensive training that includes many hours in the classroom as well as in the field (table 13). During 1987 municipal police departments serving populations of 250,000 or more required an average of 1,086 hours of training, with 62% of the required hours being classroom hours. Departments reported the average cost of training a recruit to be about \$15,000.

Many recruits desiring to work for a municipal police department are required to live within city boundaries or within a specified distance of those boundaries. Among all departments included in this report, a majority (59%) reported they had some type of residency requirement, with 74% of those with a requirement requiring residence within city boundaries (table 14). Cities in the 500,000 to 999,999 population range were most likely to have a residency requirement.

**Table 13. Training requirements for new officers in large city police departments, 1987**

Population served	Average number of hours required		
	Total	Class-room	Field
Total	1,086 hrs.	674 hrs.	412 hrs.
1,000,000 or more	1,012 hrs.	659 hrs.	353 hrs.
500,000-999,999	1,143	736	407
350,000-499,999	1,119	678	441
250,000-349,999	1,022	616	406

**Table 14. Residency requirements for new officers in large city police departments, 1988**

Population served	Percent of departments with residency requirements		
	Total	Within city limits	Within specified distance of city
Total	59.3%	44.1%	15.3%
1,000,000 or more	62.5%	37.5%	25.0%
500,000-999,999	86.7	73.3	13.3
350,000-499,999	42.9	38.1	4.8
250,000-349,999	53.3	26.7	26.7

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

## Female and minority officers

Among the 25 largest municipal police departments, the highest percentage of females among full-time sworn personnel (19%) was reported by the Detroit Police Department (table 15). The highest percentage of blacks among full-time sworn personnel in the 25 largest municipal departments was in Washington, D.C. (55%),

while for Hispanics the highest percentage was in San Antonio (38%).

The overall averages for departments serving a population of 250,000 or more were 9% for women, 14% for blacks, and 8% for Hispanics (table 16). Departments in cities with a population of 1 million or more employed the highest percentage of women (12%) and blacks (18%). The highest

**Table 15. Female and minority representation among full-time sworn officers in the 25 largest municipal police departments in the United States, 1987**

City	Full-time sworn officers	Females		Blacks		Hispanics	
		Percent of sworn officers	Officer-to-population index	Percent of sworn officers	Officer-to-population index	Percent of sworn officers	Officer-to-population index
New York City	27,478	10.7%	.24	11.0%	.44	10.5%	.53
Chicago	12,478	10.6	.24	22.4	.56	5.1	.36
Los Angeles	7,032	8.8	.20	11.3	.67	16.0	.59
Philadelphia	6,809	10.3	.23	19.2	.51	1.9	.50
Detroit	5,132	18.9	.42	48.0	.76	1.1	.46
Houston	4,506	9.2	.22	13.5	.49	10.9	.62
Washington, D.C.	3,878	14.0	.27	54.8	.78	2.3	.82
Baltimore	2,919	9.4	.20	21.8	.40	.4	.40
Dallas	2,280	11.8	.26	11.5	.39	5.7	.46
Milwaukee	1,941	8.6	.19	11.2	.48	3.6	.88
Boston	1,939	7.0	.15	15.9	.71	2.7	.42
San Francisco	1,870	10.2	.23	8.5	.67	9.9	.80
Phoenix	1,850	7.5	.18	4.3	.90	10.4	.70
Cleveland	1,700	10.5	.24	21.7	.50	2.4	.77
San Diego	1,612	12.2	.27	6.6	.74	10.2	.68
St. Louis	1,573	5.3	.11	22.1	.48	0	
San Antonio	1,374	5.6	.13	5.6	.77	38.2	.71
Denver	1,335	8.6	.19	5.5	.46	15.1	.80
New Orleans	1,330	9.0	.20	29.9	.54	1.8	.53
Atlanta	1,317	13.4	.28	51.7	.78	.9	.64
Columbus, Ohio	1,245	11.4	.25	13.3	.60	0	
Seattle	1,117	9.5	.21	5.6	.59	1.9	.73
Kansas City, Mo.	1,085	9.2	.20	12.9	.47	2.2	.67
Newark	1,056	1.0	.02	25.4	.44	5.3	.28
Pittsburgh	1,055	15.4	.34	18.8	.78	0	

Note: The officer-to-population index is computed by dividing the percentage of sworn officers who belong to a given group by the percentage of the general population for blacks and Hispanics and by the percentage of the civilian labor force for females, as

reported in the 1980 census. For example, if Hispanics comprised 12% of all sworn officers and 24% of the city's residents, the officer-to-population index number would be .50 (12 divided by 24). Black percentage figures do not include Hispanics.

**Table 16. Female and minority representation among full-time sworn officers in large city police departments, 1987**

Population served	Females		Blacks		Hispanics	
	Average percent of sworn officers	Average officer-to-population index	Average percent of sworn officers	Average officer-to-population index	Average percent of sworn officers	Average officer-to-population index
Total	9.3%	.21	13.8%	.60	8.2%	.58
1,000,000 or more	11.6%	.26	18.0%	.57	7.7%	.53
500,000-999,999	9.1	.20	16.9	.62	7.0	.55
350,000-499,999	9.3	.21	12.4	.58	9.8	.56

Note: See note on table 15.

**Table 17. Trends in city policing, 1977-87**

Population served	Percent of civilian employees		Sworn officers				UCR violent crimes				UCR index crimes			
	1977	1987	Per 1,000 population		Per square mile		Per 100,000 population		Per sworn officer		Per 100,000 population		Per sworn officer	
			1977	1987	1977	1987	1977	1987	1977	1987	1977	1987	1977	1987
Total	20.5%	23.0%	2.4	2.3	15.8	15.0	939	1,346	4.0	5.9	8,195	10,013	38.3	47.6
1,000,000 or more	17.9%	20.1%	3.1	3.2	34.1	33.5	1,078	1,707	3.7	5.8	7,866	9,925	30.6	36.4
500,000-999,999	18.6	22.3	2.7	2.6	19.2	18.0	967	1,183	3.6	5.0	8,025	8,860	33.5	40.5
350,000-499,999	22.4	24.7	2.1	2.1	9.7	9.3	949	1,507	4.4	7.0	8,431	11,459	41.5	55.8
250,000-349,999	21.1	22.8	2.1	2.0	11.1	9.8	822	1,091	3.9	5.3	8,208	9,188	42.8	49.3

percentage of Hispanics (10%) was in departments serving a population of 350,000 to 499,999.

Minority representation figures for individual departments are not directly comparable unless the minority representation in the general population of each city and recent hiring practices of each department are considered. To account for differences between cities in the percentage of minorities in the population, an officer-to-population index that represents the percentage of minority officers employed relative to the percentage of minorities in the local population can be calculated. For example, if the percentage of police officers who belonged to a particular group was 12% and the percentage represented by that group in the city's general population was 24%, then the officer-to-population index would be .50 (12 divided by 24). In 1987, among all municipal police departments serving 250,000 or more residents, the officer-to-population index averaged .60 for blacks and .58 for Hispanics.

Examining the recent hiring practices of police departments can best be done by looking at changes in a department's index over time, although this approach is somewhat hindered by the fact that population counts for minority groups below the national level are done only at 10-year intervals. One recent study, which included 47 of the 59 departments covered in this report, compared the percentage of minority officers in each department for 1983 and 1988 with the percentage of minority residents in each city as reported in the 1980 U.S. census.<sup>1</sup> It found an increase in the officer-to-population index for black officers in 79% of the departments and an increase in the officer-to-population index for Hispanic officers in 72% of the departments. As data from future LEMAS surveys are collected, trends in hiring of female and minority police officers can be examined further.

<sup>1</sup>S. Walker, "Employment of black and Hispanic police officers, 1983-1988: A follow-up study," Center for Applied Urban Research, February 1989.

### Trends in city policing

The 1990 LEMAS survey will permit a comprehensive analysis of trends in the Nation's police departments. The ability to do this now is limited because only one LEMAS data collection exists. However, basic information on department personnel and crime rates, collected by the Federal Bureau of Investigation in conjunction with its UCR program, does allow for some general comparisons of city police departments of 1987 with those of previous years.

One trend in police departments is civilianization, the increased use of nonsworn personnel to perform duties not directly involved with law enforcement. The role of civilians in city police departments has been expanding beyond the traditional clerical and communicative tasks to areas such as research and training, forensic analysis, and equipment maintenance. This is illustrated by the increase in the average percentage of civilian employees (from 20.5% in 1977 to 23.0% in 1987) in the 59 municipal police departments included in this report (table 17).

These 59 municipal departments employed approximately 120,000 sworn officers in 1987, a 2% increase over the number they employed in 1977. When this small increase is combined with changes in population and land area served, the following trends are noted: The number of sworn officers relative to population served decreased slightly from an average of 2.4 officers per 1,000 residents in 1977 to 2.3 in 1987, and the average number of sworn officers relative to land area served also decreased slightly from 16 officers per square mile in 1977 to 15 in 1987.

This lack of increase in the number of sworn officers relative to population and land area contrasts with changes in the volume of serious crimes reported to these police departments during the same period. Overall, the number of UCR Index

crimes reported per 100,000 residents increased from an average of 8,195 per department to 10,012 per department (an increase of 22%).<sup>2</sup>

Even larger was the increase in the rate of violent crimes reported to these police departments. In 1987 they handled an average of 1,346 violent crime incidents per 100,000 residents served, compared with 939 violent crimes per 100,000 residents in 1977 — an increase of 43%. Combined with the lack of increase in sworn officers per capita, these increases in reported crimes resulted in a 24% increase in the average number of UCR Index crimes per sworn officer (from 38 to 48) and a 50% increase in the average number of UCR violent crimes per sworn officer (from 4 to 6) from 1977 to 1987.

### Methodology

The data in this report were collected from the LEMAS survey conducted in 1987. All municipal police agencies serving 250,000 or more residents were included in the nationwide LEMAS sample, and the response rate for these agencies was 100%. The general purpose municipal police agency in each of the following 59 cities (listed in order of 1987 population) provided the data for this report: New York, Los Angeles, Chicago, Houston, Philadelphia, Detroit, San Diego, Dallas, Phoenix, San Antonio, San Francisco, Baltimore, San Jose, Indianapolis, Memphis, Jacksonville, Washington, Milwaukee, Boston, Columbus, New Orleans, Cleveland, Denver, El Paso, Seattle, Nashville, Austin, Kansas City, Oklahoma City, Fort Worth, Atlanta, St. Louis, Long Beach, Portland, Pittsburgh, Miami,

<sup>2</sup>UCR Index crime categories include murder and non-negligent manslaughter, rape, robbery, aggravated assault, burglary, larceny-theft, and motor vehicle theft. UCR violent crimes include all but the last three listed. UCR offenses include only those offenses known to police and are thus the most appropriate to use when discussing police workload.

## Other urban law enforcement agencies

In some cities, special police agencies perform duties that in other cities are subsumed under a single municipal police department. These special police agencies are important to consider when looking at the total size of a local municipal police force. They usually have full police powers but within limited jurisdictional boundaries. Airports, public housing, public parks, public schools, and transit systems are the most common examples of special police jurisdictions. In some cases, their jurisdiction extends beyond the boundaries of the city into the

surrounding metropolitan area. The five largest special police forces in 1987 were all operating in New York City. These 5 forces collectively employed over 10,000 full-time sworn officers.

The overall law enforcement strength in any given metropolitan area may also include a sheriff's department or a county police department. Although these departments are not the focus of this report, it is important to note that some of them are quite large. The largest sheriff's department in 1987 employed over 6,500

full-time sworn officers, and the largest county police department employed 3,364 full-time sworn officers.

State police agencies may have jurisdiction in certain areas of some cities, especially State capitals, and cities with Federal property may have a related number of Federal law enforcement officers. Most obvious is Washington, D.C., which has various Federal police agencies with significant law enforcement responsibilities operating within its boundaries.

The 10 largest special police agencies, 1987

City or metropolitan area	Jurisdiction	Full-time sworn officers
New York City	Transit system	3,900
New York City	Public schools	2,275
New York City	Public housing	2,171
New York City	Transportation centers*	1,433
New York City	Fire investigation	400
Washington, D.C.	Transit system	242
Philadelphia	Public housing	151
San Francisco	Airport	140
San Francisco	Transit system	132
Boston	Transit system	131

\*Include airports, bus terminals, passenger and shipping ports, bridges and tunnels, and industrial parks.

The 10 largest sheriffs' departments, 1987

County	Full-time sworn officers
Los Angeles Co., Cal.	6,508
Cook Co., Ill.	3,869**
Hillsborough Co., Fla.	1,271
Broward Co., Fla.	1,207
Harris Co., Tex.	1,100
San Bernardino Co., Cal.	1,098
Jefferson Par., La.	1,097
Orange Co., Cal.	1,096
San Diego Co., Cal.	1,096
Clark Co., Nev.	1,038

\*\*1986 data are the most recent available.

The 10 largest county police departments, 1987

County	Full-time sworn officers
Nassau Co., N.Y.	3,364
Suffolk Co., N.Y.	2,598
Dade Co., Fla.	1,944
Honolulu Co., Ha.	1,671
Baltimore Co., Md.	1,448
Prince George's Co., Md.	949
Fairfax Co., Va.	834
Montgomery Co., Md.	792
DeKalb Co., Ga.	576
St. Louis Co., Mo.	513

Omaha, Tucson, Cincinnati, Albuquerque, Tulsa, Oakland, Minneapolis, Charlotte, Toledo, Virginia Beach, Sacramento, Buffalo, Newark, Fresno, Wichita, Louisville, Tampa, Birmingham, Norfolk, Colorado Springs, Corpus Christi, St. Paul, and Mesa.

The Duval County Sheriff's Department serves as the municipal police department for Jacksonville. The Honolulu Police Department was not included because of its classification as a county police department.

For analytical purposes, these 59 departments were divided into 4 groups based on the size of the population they were serving in 1987. These 4 groups and the corresponding number of agencies within each are as follows: 1 million or more (8 departments), 500,000-999,999 (15), 350,000-499,999 (21), and 250,000-349,999 (15). Each summary table in this report includes data from all 59 departments unless otherwise noted.

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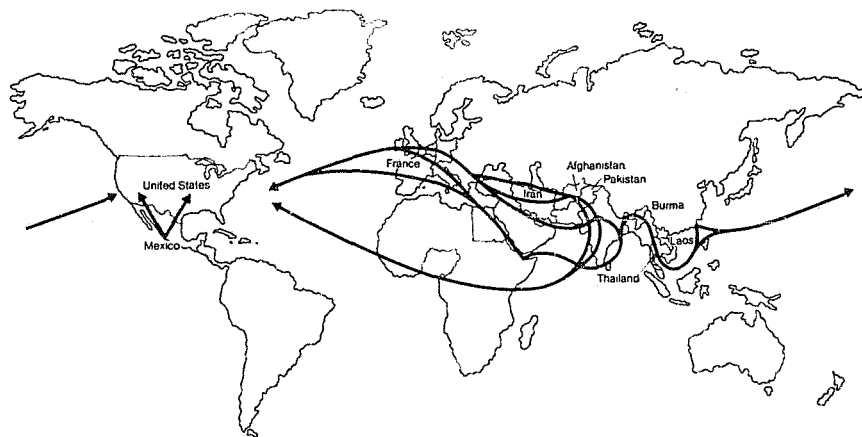
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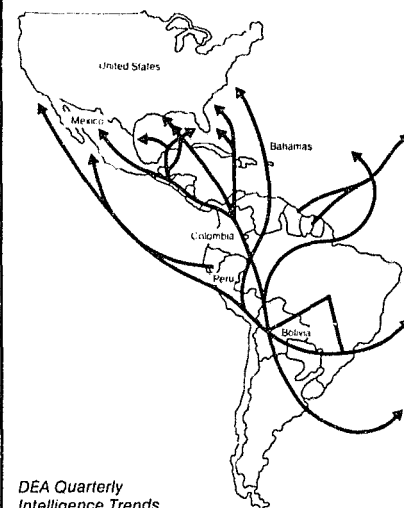
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