



National Sources of Law Enforcement Employment Data

Duren Banks and Joshua Hendrix, *RTI International*
Matthew Hickman, *Seattle University*
Tracey Kyckelhahn, *United States Sentencing Commission*¹

The United States has three national data resources that collect law enforcement employment statistics along with other information unique to each collection. The FBI, U.S. Census Bureau, and the Bureau of Justice Statistics (BJS) data collections programs have different purposes, data definitions, respondent universes, and data collection procedures. This report details the similarities and differences among these three collections and discusses when the use of one may be preferred over the others.

Law enforcement in the United States is made up of about 18,000 federal, state, county, and local agencies. Each agency has varying legal and geographic jurisdictions, ranging from single-officer police departments to those with more than 30,000 officers. The most common type of agency is the small town police department that employs 10 or fewer officers. The decentralized, fragmented, and local nature of law enforcement in the United States makes it challenging to accurately count the number of agencies and officers.

The three primary data sources provide comprehensive information about the nature and scope of law enforcement employment in the United States:

- The FBI collects data on the number and type of law enforcement employees as part of its Uniform Crime Reporting (UCR) Program.
- The Census Bureau collects data on all government agency employees, including police agencies, as part of its Annual Survey of Public Employment and Payroll (ASPEP).
- BJS collects law enforcement employment data through its periodic Census of State and Local Law Enforcement Agencies (CSLLEA).

These three sources provide information about the number of sworn and nonsworn officers at the state and national levels. The sources vary in the type of information they provide about law enforcement employees and in the number and size of law

enforcement agencies that report the information. This report describes and compares the three data sources, including the information collected and how different agencies and personnel are defined and enumerated.

Uniform Crime Reporting Program, Police Employee Data

Federal Bureau of Investigation

The FBI has administered the UCR Program since 1930. State and local law enforcement agencies voluntarily report to the UCR Program crimes known to law enforcement, arrest information, and law enforcement employee data. The UCR Program provides information on the level of crime in the United States, including the number and type of crimes reported to state and local law enforcement agencies, and arrests made by these agencies. More detailed incident-based information for selected crimes and jurisdictions is provided through the Supplementary Homicide Reports and the National Incident-Based Reporting System.^{2,3}

The UCR Program also collects data on law enforcement employees from reporting agencies, including the number, type, and characteristics of these employees. In addition, the FBI collects information about the number of law enforcement officers killed and assaulted, including demographics, patrol assignments, and other characteristics of these officers. FBI police employee data are reported in the *Crime in the United States* series, available at <https://www.fbi.gov/about-us/cjis/ucr/ucr-publications>.

²Supplementary Homicide Reports provide more detailed information on the circumstances surrounding homicides and the characteristics of victims and offenders. See *The Nation's Two Measures of Homicide* (NCJ 122705, BJS web, May 2003).

³The National Incident-Based Reporting System (NIBRS) provides more details about crime incidents in selected states and jurisdictions that report to NIBRS. See <http://www.fbi.gov/about-us/cjis/ucr/nibrs> and <http://www.fbi.gov/about-us/cjis/ucr/nibrs/2012/resources/nibrs-participation-by-state>.

¹The findings in this report are those of the Bureau of Justice Statistics and not of the United States Sentencing Commission.

Each year, state and local law enforcement agencies across the United States voluntarily report to the UCR Program the total number of sworn law enforcement officers and civilians employed by their agencies as of October 31. Law enforcement employees include sworn law enforcement officers and nonsworn (or civilian) personnel. Sworn employees carry a firearm and a badge, have full arrest powers, and are paid from government funds set aside specifically for sworn law enforcement staff. Full-time nonsworn staff include clerks, radio dispatchers, meter attendants, stenographers, jailers, correctional officers, and mechanics. Employees who do not perform primary law enforcement functions or officers who are not paid out of police funds are excluded, as are employees who primarily serve the civil justice system, provide courtroom security, or provide staffing at jail facilities. Law enforcement employees of federal agencies are also excluded.

UCR law enforcement employee data include information on the number and characteristics of employees responsible for performing primary law enforcement functions. Data are also available for nonsworn employees. The data provide information on the size of the population uniquely served by

the reporting agency, the rate of officers per 1,000 population (calculated by the FBI), and the sex of employees.⁴ An analysis of the UCR law enforcement employee data archived at the University of Michigan's Inter-university Consortium for Political and Social Research (ICPSR) indicates that there were 750,340 sworn law enforcement officers employed by the state and local agencies that reported law enforcement employee data to the UCR in 2012. The annual national estimate of sworn officers per 1,000 U.S. residents ranged from 2.23 in 1992 to 2.51 in 2008 (**table 1**).⁵

⁴The UCR allocates population served to the agency that has primary law enforcement responsibility for that population. In most instances, it is a municipal police department or a county sheriff. There are occasional exceptions depending on the state. Some agencies serve populations that are primarily served by other agencies (e.g., a transit police department). In such cases, the agency is classified as a "zero population agency." However, a zero population is never assigned to an agency in the UCR because of missing information.

⁵Counts provided from the UCR police employee data are based on a convenience sample of agencies that voluntarily reported to the FBI and do not represent a national sample. Agencies that reported no employees to the UCR were eliminated from the sample so their populations would not affect population-based officer rates.

TABLE 1
Number and rate of full-time officers reported to the UCR, by sworn status, 1992–2012

Year	Total full time		Sworn		Nonsworn	
	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents
1992	779,914	3.05	569,703	2.23	210,211	0.82
1993	799,373	3.09	579,488	2.24	219,885	0.85
1994	838,109	3.19	603,099	2.30	235,010	0.89
1995	873,356	3.29	629,762	2.37	243,594	0.92
1996	892,262	3.32	640,492	2.38	251,770	0.94
1997	890,389	3.28	642,753	2.36	247,636	0.91
1998	930,310	3.38	666,492	2.42	263,818	0.96
1999	962,122	3.46	680,934	2.45	281,188	1.01
2000	975,511	3.46	690,195	2.45	285,316	1.01
2001	1,003,441	3.52	705,559	2.48	297,882	1.05
2002	1,011,967	3.52	705,871	2.45	306,096	1.06
2003	1,017,718	3.51	712,371	2.46	305,347	1.05
2004	1,039,931	3.55	725,334	2.48	314,597	1.07
2005	1,044,228	3.53	727,084	2.46	317,144	1.07
2006	1,066,024	3.57	740,592	2.48	325,432	1.09
2007	1,095,989	3.64	751,526	2.49	344,463	1.14
2008	1,099,463	3.62	762,944	2.51	336,519	1.11
2009	1,102,599	3.59	764,635	2.49	337,964	1.10
2010	1,089,054	3.52	758,854	2.45	330,200	1.07
2011	1,098,778	3.53	768,287	2.47	330,491	1.06
2012	1,076,054	3.43	750,340	2.39	325,714	1.04

Note: Totals provided for Uniform Crime Reporting (UCR) Program law enforcement employee data are the counts reported by the convenience sample of agencies that reported at least one employee to the FBI that year and do not represent a national estimate. All rates are calculated from state-level Census population statistics for the reference year. Because reporting to the UCR is voluntary and information on the number of sworn officers is based on a convenience sample of the agencies that reported, the number and rate of sworn officers in this report are likely to be lower than the actual number and rate of officers nationally.

Sources: Bureau of Justice Statistics, based on data from the FBI, Uniform Crime Reporting (UCR) Program police employee data, 1992–2012; and U.S. Census Bureau, Intercensal Estimates of the Resident Population for the United States, 1992–2012.

The FBI estimates that the approximately 18,000 agencies that report annually to the UCR cover 98% of the U.S. population.⁶ In 2012, a total of 17,379 agencies, or 95% of the agencies that participated in the UCR Program that year (N = 18,290), reported at least one law enforcement employee.⁷ In each year from 1992 through 2012, more than two-thirds of the agencies that reported employment data served jurisdictions with a population of less than 10,000 (table 2).

The UCR Program does not impute missing law enforcement employee data. It eliminates duplicate entries and conducts data quality checks. Data are published on an annual basis approximately 1 year after the reference year through the *Crime in the United States* report. Public use data files are available within 18 months after the reference year. Files from 1998 are archived and available for download at the ICPSR. Data from all years are available upon request from the FBI's Criminal Justice Information Services Division, Crime Statistics Management Unit.

Annual Survey of Public Employment and Payroll

U.S. Census Bureau, Governments Division

Since 1957, the Census Bureau's Governments Division has conducted the ASPEP to measure the number of federal, state, and local civilian government employees and their gross monthly payroll for March of the survey year. The ASPEP collects employment information for the federal government and for state and local governments.

The ASPEP tracks 28 defined government functions.⁸ Of these functions, police protection provides the most complete information on law enforcement employees. Employees classified as police protection by the ASPEP conduct all activities concerned with the enforcement of law and order, including local police departments, sheriffs' offices, state police, coroners' offices, police training academies, investigation bureaus, and temporary holding or lockup facilities.⁹

⁶FBI. (2014). Summary of the Uniform Crime Reporting (UCR) Program. *Crime in the United States, 2013*. Available at: http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s/2013/crime-in-the-u.s.-2013/about-ucr/aboutucrmain_final.pdf.

⁷FBI. (2013). *FBI Releases 2012 Crime Statistics*. Available at: <http://www.fbi.gov/news/pressrel/press-releases/fbi-releases-2012-crime-statistics>.

⁸Government functions include elementary and secondary education, higher education, police protection, fire protection, financial administration, central staff services, judicial and legal services, highways, public welfare, solid waste management, sewerage, parks and recreation, health, hospitals, water supply, electric power, gas supply, transit, natural resources, correction, libraries, air transportation, water transport and terminals, other education, state liquor stores, social insurance administration, and housing and community development. Three functions apply only to the federal government and have no counterpart at the state and local government levels: national defense and international relations, postal service, and space research and technology.

⁹Temporary holding or lockup facilities typically detain individuals for no more than 72 hours and are not part of a larger correction facility that holds inmates for longer periods of time.

TABLE 2
Number of agencies reporting to the UCR, by size of population served, 1992–2012

Year	Size of population served				Total
	9,999 or fewer ^a	10,000–24,999	25,000–99,999	100,000 or more	
1992	9,992	2,724	1,684	320	14,720
1993	10,134	2,734	1,706	333	14,907
1994	10,283	2,741	1,708	336	15,068
1995	10,351	2,766	1,723	339	15,179
1996	10,411	2,798	1,740	346	15,295
1997	10,502	2,798	1,751	350	15,401
1998	10,543	2,808	1,801	365	15,517
1999	10,675	2,818	1,819	368	15,680
2000	10,827	2,838	1,892	382	15,939
2001	10,983	2,851	1,914	384	16,132
2002	11,297	2,859	1,920	387	16,463
2003	11,477	2,852	1,946	396	16,671
2004	11,514	2,862	1,966	405	16,747
2005	11,597	2,875	1,985	410	16,867
2006	11,679	2,887	2,005	414	16,985
2007	11,875	2,886	2,028	418	17,207
2008	11,726	2,872	2,041	429	17,068
2009	11,847	2,874	2,049	434	17,204
2010	11,950	2,862	2,078	434	17,324
2011 ^b	12,479	2,914	2,167	453	18,013
2012	12,028	2,852	2,067	451	17,398

Note: Agencies that reported zero employees to the UCR in the reference year were excluded from all reported counts.

^aSome agencies were classified by the UCR as a metropolitan statistical area (MSA) state police or non-MSA police and were assigned no population by the FBI because all the population under their jurisdiction was served primarily by other law enforcement agencies.

^bThe number of small agencies (those serving populations of 9,999 or fewer) reporting police employee data to the UCR in 2011 was greater than that reported in any other year examined. Targeted analyses revealed that agencies reporting in 2011, but not in 2010 or 2012, were often specialized agencies (e.g., transit police) or agencies that may be covered by others (e.g., county-level reports from state agencies).

Source: Bureau of Justice Statistics, based on data from the FBI, Uniform Crime Reporting (UCR) Program police employee data, 1992–2012.

Information on employees who provide police protection is collected from payroll records for agencies that include general police, sheriff, state police, and other government departments that preserve law and order; protect persons and property from illegal acts; and work to prevent, control, investigate, and reduce crime.

Police protection employee statistics do not provide information on special jurisdiction agencies such as park rangers or fish and game wardens, federal postal inspectors, campus police, and transit police; law enforcement employees of legal offices; traffic control and engineering performed by nonpolice agencies; police jails that hold people beyond arraignment; and civil or bailiff activities of sheriffs' offices.

The ASPEP provides information on all employees, full-time employees, full-time-equivalent employees, and total March payroll by government function.¹⁰ Information about police protection employees is provided separately for police officers (i.e., employees who have the power of arrest) and other (i.e., nonsworn) employees. In 2012, the ASPEP reported a total of 687,657 sworn and 891,289 total police protection employees in the United States at a rate of 2.19 sworn officers per 1,000 U.S. residents. The number of sworn police protection employees ranged from a low of 516,418 in 1992 to 695,981 in 2009 (table 3).

The ASPEP is completed annually by government agencies that handle payroll at the federal, state, and local levels.¹¹ The survey collects information about employees in all federal and state jurisdictions in each survey year, and about employees in all local jurisdictions in years ending in 2 or 7. The ASPEP is distributed to a sample of local government jurisdictions in all other years.¹² Data are collected on all civilian employees of all federal government agencies (except the Central Intelligence

¹⁰ Prior to 1996, the reference month was October.

¹¹ The ASPEP was not conducted with state and local agencies in 1996, when the reference month for payroll was changed from October to March.

¹² Local government jurisdictional boundaries do not always coincide with the geography served by the law enforcement agencies. As a result, it is difficult to compare local ASPEP data to those collected by the CSLEA or UCR law enforcement employee program data.

Agency, the National Security Agency, and the Defense Intelligence Agency), all agencies of the 50 state governments, and more than 90,000 local governments (including the District of Columbia), representing counties, municipalities, townships, special districts, and school districts.¹³ In 2012, the federal government and all 50 states had ASPEP unit response rates of 100%, and the local government response rate was 81% (2012 was a census year for local governments).

The Census Bureau imputes missing ASPEP data due to nonresponse. The imputation procedure relies on historical data from the same reporting agency or, if the agency's data are not available, it uses data from a similar agency. Historical data are adjusted by current growth trends in government employment numbers and payroll to impute the missing information.

The Census Bureau releases data from the ASPEP about 2 years after the reference year. A summary report, summary tables, online analysis, and downloadable data from 1992 (excluding 1996) are available for each level of government at <http://www.census.gov/govs/apes/>. Data prior to 1992 can be obtained by contacting the Census Bureau Outreach and Education Branch directly.

¹³ Prior to 2005, the District of Columbia was included with state governments. Since 2005, the District of Columbia has been categorized as a local government.

TABLE 3
Number and rate of full-time officers reported to the ASPEP, by sworn status, 1992–2012

Year	Total full time		Sworn		Nonsworn	
	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents
1992	669,445	2.62	516,418	2.02	153,037	0.60
1993	692,469	2.67	533,816	2.06	158,653	0.61
1994	716,563	2.73	551,764	2.10	164,799	0.63
1995	743,805	2.80	574,802	2.16	169,003	0.64
1996 ^a						
1997	766,811	2.82	592,940	2.18	173,871	0.64
1998	784,138	2.85	606,064	2.21	178,074	0.65
1999	809,674	2.91	623,844	2.24	185,830	0.67
2000	825,659	2.93	635,043	2.25	190,616	0.68
2001	844,191	2.96	646,744	2.27	197,447	0.69
2002	846,605	2.94	645,973	2.25	200,632	0.70
2003	854,026	2.94	649,596	2.24	204,430	0.70
2004	853,254	2.91	648,629	2.22	204,625	0.70
2005	861,441	2.92	655,966	2.22	205,475	0.70
2006	878,007	2.94	669,206	2.24	208,801	0.70
2007	893,078	2.96	677,357	2.25	215,721	0.72
2008	912,592	3.00	692,887	2.28	219,705	0.72
2009	913,532	2.98	695,981	2.27	217,551	0.71
2010	902,372	2.92	687,817	2.22	214,555	0.69
2011 ^b	901,850	2.89	691,498	2.22	210,352	0.68
2012	891,289	2.84	687,657	2.19	203,632	0.65

^aThe Annual Survey of Public Employment and Payroll (ASPEP) was not conducted with state and local agencies in 1996, when the reference month for payroll was changed from October to March.

^bData collected from Illinois in 2011 were determined to be unreliable. Therefore, statistics reported for 2011 use an average of the 2010 and 2012 estimates for Illinois.

Sources: U.S. Census Bureau, Annual Survey of Public Employment and Payroll, 1992–2012; and Intercensal Estimates of the Resident Population for the United States, 1992–2012.

Census of State and Local Law Enforcement Agencies

Bureau of Justice Statistics

In 1983, BJS awarded a grant to the University of Maryland to review existing law enforcement data collections, focusing on both the quality and the utility of the data. To assess the utility of the data, two user surveys were conducted: (1) a survey of 152 large police departments (i.e., those serving 100,000 persons or more) and (2) telephone interviews of police, researchers, and policymakers. The police department survey produced information about the availability and desirability of various data items, while the interviews revealed differences in the perceived utility of data items for the police as compared to researchers and policymakers. The final report recommended that BJS continue to develop a national-level data collection, and outlined eight steps toward this goal.¹⁴ An initial sample survey, conducted in 1987, used the *Directory Survey of Law Enforcement Agencies* as a sampling frame and was identified as the first Law Enforcement Management and Administrative Statistics Survey conducted by BJS.¹⁵ The basic structure of recurring BJS law enforcement data collections includes two

¹⁴Uchida, C. D., Bridgeforth, C., & Wellford, C. F. (1984). *Law Enforcement Statistics—The State of the Art*. College Park, MD: University of Maryland, Department of Criminal Justice and Criminology.

¹⁵*Profile of State and Local Law Enforcement Agencies, 1987* (NCJ 113949, BJS web, March 1989). See also *Police Departments in Large Cities, 1987* (NCJ 119220, BJS web, August 1989).

parts. The CSLLEA is conducted about every 4 years and collects a limited and essential core set of measures regarding police agencies and provides an accurate sampling frame for the second part of the collection. A more detailed Sample Survey of Law Enforcement Agencies is conducted in years between the census years.¹⁶

BJS has conducted the CSLLEA since 1992. CSLLEA surveys were administered in 1992, 1996, 2000, 2004, and 2008.¹⁷ Data are used to measure the number and type of state and local law enforcement and special jurisdiction agencies in the United States, along with some characteristics of those agencies, including the number of sworn and nonsworn employees in each agency. CSLLEA agency employee data can be disaggregated by full-time or part-time status, population served, and patrol assignments.

The CSLLEA universe is made up of all state and local law enforcement agencies in the United States, including primary state police, sheriffs' offices, local police departments, tribal police, special jurisdiction agencies, and other agencies. Federal agencies were excluded from the CSLLEA. In 2008, there were an estimated 461,063 sworn officers in local agencies, 182,979 in sheriffs' offices, and 60,772 in state police agencies. Across all agency types, the CSLLEA reported 2.52 sworn officers per 1,000 U.S. residents in 2008 (**table 4**).

¹⁶The sample survey is now part of BJS's Law Enforcement Management and Administrative Statistics series.

¹⁷The 2014 Census of Federal, State, and Local Law Enforcement Agencies was in the field at the time of this report.

TABLE 4
Estimated number and rate of full-time officers reported to the CSLLEA, by agency type and sworn status, 1992, 1996, 2000, 2004, and 2008

Agency type and sworn status	1992		1996		2000*		2004		2008	
	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents
All agencies	841,099	3.29	931,977	3.47	1,019,496	3.61	1,076,949	3.54	1,133,915	3.73
Sworn	603,954	2.36	663,535	2.47	708,022	2.51	731,895	2.50	765,246	2.52
Nonsworn	237,145	0.93	268,442	1.00	311,474	1.10	345,054	1.18	368,669	1.21
Local	476,261	1.86	518,964	1.93	561,903	1.99	573,199	1.96	593,013	1.95
Sworn	373,061	1.46	408,875	1.52	438,123	1.55	446,974	1.53	461,063	1.52
Nonsworn	103,200	0.40	110,089	0.41	123,780	0.44	126,225	0.43	131,950	0.43
Sheriffs' offices	225,342	0.88	257,712	0.96	293,823	1.04	326,538	1.12	353,461	1.16
Sworn	136,542	0.53	152,922	0.57	164,711	0.58	175,018	0.60	182,979	0.60
Nonsworn	88,800	0.35	104,790	0.39	129,112	0.46	151,520	0.52	170,482	0.56
State police	78,570	0.31	83,742	0.31	87,028	0.31	89,265	0.30	93,148	0.31
Sworn	52,980	0.21	54,587	0.20	56,348	0.20	58,190	0.20	60,772	0.20
Nonsworn	25,590	0.10	29,155	0.11	30,680	0.11	31,075	0.11	32,376	0.11
All other	60,926	0.24	71,559	0.27	76,742	0.27	87,947	0.30	94,293	0.31
Sworn	41,371	0.16	47,151	0.18	48,840	0.17	51,713	0.18	60,432	0.20
Nonsworn	19,555	0.08	24,408	0.09	27,902	0.10	36,234	0.12	33,861	0.11

Note: Based on full-time employees. Excludes federal agencies.

*Statistics for 2000 combine employees classified as nonsworn and officers without arrest powers. This distinction was not made in other Census of State and Local Law Enforcement Agencies (CSLLEA) administrations.

Sources: Bureau of Justice Statistics, Census of State and Local Law Enforcement Agencies, 1992, 1996, 2000, 2004, and 2008; and U.S. Census Bureau, Intercensal Estimates of the Resident Population for the United States, 1992, 1996, 2000, 2004, and 2008.

BJS develops a roster of all state and local law enforcement agencies in the United States for each survey administration. The roster is developed from the previous survey administration list along with a thorough review of FBI lists, consultation with various police membership organizations, and lists provided by State Peace Officer Standards and Training offices and other state agencies. BJS realizes that this list may not be comprehensive because it is difficult to identify all small agencies.

Surveys are then mailed or distributed electronically to all agencies on the roster (about 20,000 in 2008), with extensive nonresponse follow-up. Responding agencies are screened for eligibility to be included in the final CSLLEA database. Agencies are determined to be ineligible if they (1) employ only part-time officers and the total combined hours of those officers average less than 35 hours a week, (2) contract or outsource to another agency for the performance of all services, (3) are private (i.e., they do not operate with funds from a state, local, or special district, or a tribal government), (4) have officers that are unpaid volunteers only, or (5) were not fully operational

at the time of the survey administration. Some agencies in the CSLLEA universe are not included in the UCR law enforcement employee data. Since the CSLLEA was first administered in 1992, about 18,000 responding agencies met these inclusion criteria, ranging from 17,358 agencies in 1992 to 18,769 agencies in 1996 (**table 5**).

CSLLEA data are reported voluntarily, and unit response rates have historically been close to 100% due to a number of nonresponse follow-up efforts. Data quality checks are performed by survey staff, and item nonresponses for critical measures are replaced with agency data from the previous survey administration and flagged as such.

BJS releases information from the CSLLEA through several agency publications and downloadable datasets. BJS bulletins present summary findings from each CSLLEA administration, and periodic special reports based on CSLLEA data provide information on topics such as tribal law enforcement. Data are available at the agency level and can be aggregated to the city, county, state, and national levels. Data are available from ICPSR and are released about 2 to 3 years after the reference year.

TABLE 5
Number of agencies reporting to the CSLLEA, by number of full-time sworn officers, 1992, 1996, 2000, 2004, and 2008

Year	All agencies	0-1	2-4	5-9	10-24	25-49	50-99	100-249	250 or more
1992	17,358	3,116	3,506	3,393	3,701	1,838	968	525	311
1996	18,769	3,409	3,663	3,624	4,018	2,028	1,085	604	338
2000	17,784	2,138	3,453	3,623	4,124	2,237	1,177	669	363
2004	17,875	2,202	3,286	3,512	4,213	2,304	1,259	714	385
2008	17,985	2,125	3,225	3,446	4,300	2,402	1,300	778	409

Source: Bureau of Justice Statistics, Census of State and Local Law Enforcement Agencies (CSLLEA), 1992, 1996, 2000, 2004, and 2008.

Comparing the three sources

The three national sources of law enforcement employment data have a number of similarities, but also differ in coverage, timing, and level of detail (**figure 1**). For example, the CSLLEA is generally conducted every 4 years, while the ASPEP and UCR data are available annually. The ASPEP is the only source for comparing the number of employees and payroll of those serving in police protection functions to other government employee functions. These and other differences may indicate that one source has more advantages than others for certain research or policy purposes.

Each source relies on voluntary reporting from government agencies. The FBI follows up with the largest nonresponding agencies to encourage them to provide complete data. In 2012, 95% of the state and local law enforcement agencies that participated in the UCR reported at least one law enforcement employee. Although the FBI conducts data quality checks and

follow-up, it does not adjust for missing data. The CSLLEA has a high local agency response rate (100% in 2008), likely due to the extensive nonresponse follow-up procedures. The ASPEP has a 100% response rate at the state and federal levels, and about an 80% response rate for local jurisdictions. The ASPEP imputes data missing due to agency nonresponse, while the CSLLEA imputes missing information due to unit nonresponse and item nonresponse for critical categories.

All UCR and CSLLEA program data are reported voluntarily; therefore, coverage may vary from year to year, although the extent to which the programs cover all law enforcement agencies in the United States is unknown. An estimate of the extent to which the law enforcement employment data from the UCR and CSLLEA include information from all eligible law enforcement agencies in the United States is needed; however, a comprehensive and current roster of all law enforcement agencies in the United States is currently unavailable.

FIGURE 1
Comparing the three national sources of law enforcement employment data

	Uniform Crime Reporting	Annual Survey of Public Employment and Payroll	Census of State and Local Law Enforcement Agencies
Administered by	FBI.	Census Bureau, Governments Division.	BJS.
Periodicity	Annually.	Annually.	Every 4 years.
Agencies included	Government agencies having statutory power of arrest whose primary function is that of apprehension and detention.	General police, sheriff, state police, and other government departments that preserve law and order; protect persons and property from illegal acts; and work to prevent, control, investigate, and reduce crime.*	State and local law enforcement and special jurisdiction agencies, such as campus police.
Federal agencies	Excluded.	Included.	Excluded through 2008.
Agencies that do not employ any sworn officers	Excluded.	Included, provided they are classified as having a police protection function.	Excluded.
Campus police	Included.	Excluded, categorized as having an education function.	Included.
Transit police	Included.	Excluded, categorized as having a transit function.	Included.
Employees of agencies that perform primarily jail- or court-related functions	Excluded.	Included, provided they work for an agency defined as having a police protection function.	Included, provided they work for an agency that meets the CSLLEA definition of a state or local law enforcement agency.
Definition of sworn employees	Individuals who carry a firearm and a badge, have full arrest powers, and are paid from government funds specifically set aside for sworn law enforcement representatives.	Employees with arrest powers in agencies designated as having a police protection function.	Employees of eligible agencies with general arrest powers.
Sex and race/Hispanic origin of employees	Sex available.	Not available.	Not available.
Payroll of employees	Not available.	Available.	Not available.
Patrol assignments	Available for officers killed or assaulted only: Day, evening, night, or other shifts. One- or two-man patrol. Vehicle, foot, or other patrol.	Not available.	By primary capacity (e.g., responding to citizen calls for service, or a school resource officer). By operational area (e.g., law enforcement duties only or jail-related duties only).

*The ASPEP police protection category excludes sheriffs' agencies that primarily conduct civil or bailiff functions as opposed to police protection functions.

Each source provides information on sworn officers or those with general arrest powers who carry a firearm, although the sources differ in how they categorize sworn employees. Unlike the UCR and CSLLEA, the ASPEP excludes sworn officers who are employed by transit police or school police agencies and instead categorizes these employees with arrest powers under other government functions. UCR data are limited to employees of agencies that primarily have law enforcement functions. UCR data exclude officers employed by agencies that serve court- and jail-related functions, while these officers are included in CSLLEA data.

There are also differences in how each source defines nonsworn or civilian law enforcement employees. The ASPEP definition of police protection employees other than police (sworn) officers includes employees working for agencies that may not employ any sworn officers, such as coroners' offices. The UCR and CSLLEA define nonsworn employees as those who work for agencies that primarily conduct law enforcement functions.

The ASPEP provides a national source of information on federal law enforcement employees, while the CSLLEA and UCR include state and local law enforcement agencies only. BJS conducted a separate collection, the Census of Federal Law Enforcement Officers, every 2 years between 1996 and 2008, and it was discontinued after the 2008 administration. Measures of federal law enforcement employees are now included in the 2014 CSLLEA, which was in the field at the time of this report. These data are similar to the ASPEP coverage of federal law enforcement in that they include supervisory and nonsupervisory personnel with federal arrest authority who were also authorized to carry firearms while on duty. Both the ASPEP and BJS definitions of federal law enforcement employees exclude U.S. Armed Forces agencies and the Central Intelligence Agency.

Agency-level data are only available from the UCR and CSLLEA. Although the ASPEP data are collected at the local level, information on police protection employees is not available for individual law enforcement agencies that serve local jurisdictions. The ASPEP provides information about the number of police protection employees in a specific local jurisdiction but does not allocate those employees to the multiple law enforcement agencies that may have jurisdiction in that locality.

The CSLLEA provides additional information on agency functions and other agency characteristics, including employee functions and assignment types. It provides detailed information on patrol assignments, with measures related to patrol capacity (e.g., uniformed officers with regularly assigned duties that include responding to citizen calls for services, community policing officers, or school resource officers) and patrol operational area (e.g., law enforcement duties only, jail-related duties only, court-related duties only, other single operational area, or multiple operational areas that include or exclude law enforcement duties).

Compared to the UCR and ASPEP data collections, the CSLLEA may provide a more complete frame for enumerating all agencies with sworn law enforcement officers because it relies on multiple sources, including the UCR, to compile a list of agencies to survey in each CSLLEA administration. Specific data elements collected during the survey administration are analyzed to determine if those agencies meet the CSLLEA definition of a law enforcement agency. The CSLLEA may also offer more complete agency-level data for small agencies. It includes more agencies that report at least one full-time sworn employee compared to the UCR, although the gap decreased from 3,474 agencies in 1996 to 917 agencies in 2008. The number of agencies is different because the CSLLEA captures more agencies with one employee ([table 6](#) and [table 7](#)).

TABLE 6**Number of agencies reporting employees, by number of full-time sworn officers employed, 1992, 1996, 2000, 2004, and 2008**

Size of agency reporting	1992		1996		2000		2004		2008	
	UCR	CSLLEA	UCR	CSLLEA	UCR	CSLLEA	UCR	CSLLEA	UCR	CSLLEA
All agencies	14,720	17,358	15,295	18,769	15,939	17,784	16,747	17,875	17,068	17,985
0-1	1,340	3,116	1,269	3,409	1,282	2,138	1,447	2,202	1,494	2,125
2-4	2,854	3,506	2,782	3,663	2,738	3,453	2,948	3,286	2,998	3,225
5-9	3,256	3,393	3,331	3,624	3,454	3,623	3,459	3,512	3,360	3,446
10-24	3,688	3,701	3,973	4,018	4,120	4,124	4,316	4,213	4,419	4,300
25-49	1,854	1,838	2,012	2,028	2,202	2,237	2,316	2,304	2,398	2,402
50-99	929	968	1,049	1,085	1,150	1,177	1,207	1,259	1,270	1,300
100-249	508	525	553	604	636	669	684	714	735	778
250 or more	291	311	326	338	357	363	370	385	394	409

Note: Agencies that reported zero employees to the UCR in the reference year were excluded from all reported counts. The CSLLEA universe excludes by definition all agencies that report less than the equivalent of one full-time sworn officer.

Sources: Bureau of Justice Statistics, Census of State and Local Law Enforcement Agencies (CSLLEA), 1992, 1996, 2000, 2004, and 2008; and FBI, Uniform Crime Reporting (UCR) Program police employee data, 1992, 1996, 2000, 2004, and 2008.

TABLE 7**Percent of agencies reporting employees, by number of full-time sworn officers employed, 1992, 1996, 2000, 2004, and 2008**

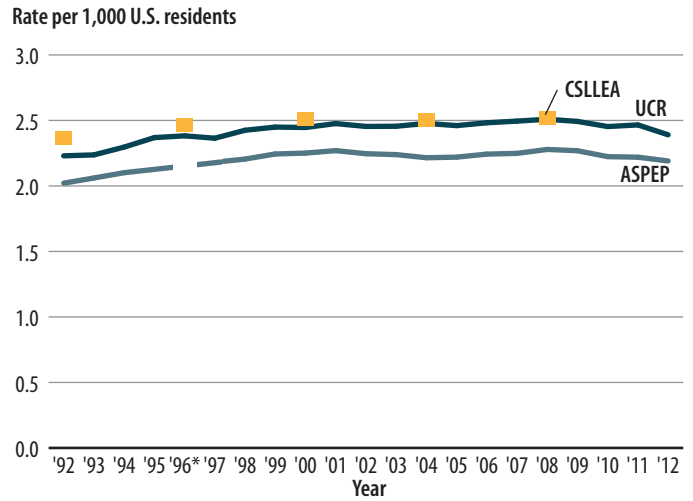
Size of agency reporting	1992		1996		2000		2004		2008	
	UCR	CSLLEA	UCR	CSLLEA	UCR	CSLLEA	UCR	CSLLEA	UCR	CSLLEA
All agencies	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
0-1	9	18	8	18	8	12	9	12	9	12
2-4	19	20	18	20	17	19	18	18	18	18
5-9	22	20	22	19	22	20	21	20	20	19
10-24	25	21	26	21	26	23	26	24	26	24
25-49	13	11	13	11	14	13	14	13	14	13
50-99	6	6	7	6	7	7	7	7	7	7
100-249	3	3	4	3	4	4	4	4	4	4
250 or more	2	2	2	2	2	2	2	2	2	2

Note: Agencies that reported zero employees to the Uniform Crime Reporting (UCR) Program in the reference year were excluded from all reported counts.

Sources: Bureau of Justice Statistics, Census of State and Local Law Enforcement Agencies (CSLLEA), 1992, 1996, 2000, 2004, and 2008; and FBI, Uniform Crime Reporting (UCR) Program police employee data, 1992, 1996, 2000, 2004, and 2008.

Differences in how the three sources defined sworn law enforcement employees and in the number and type of agencies reporting to each source likely drove differences in the number and rate of sworn law enforcement officers that each reported. The CSLLEA and UCR consistently reported more full-time sworn officers than the ASPEP; however, all three sources followed similar trends over the time period studied. The rate of officers per 1,000 U.S. residents increased in the early 1990s, but has remained relatively consistent since 2000 at about 2.5 officers per 1,000 U.S. residents according to the UCR and CSLLEA data, and at 2.25 per 1,000 according to the ASPEP. The 2012 ASPEP and UCR data show a decrease in the number of sworn officers per 1,000 U.S. residents, compared to 2011 (table 8, figure 2).

FIGURE 2
Rate of full-time sworn officers per 1,000 U.S. residents reported, by source, 1992–2012



Note: ASPEP = Annual Survey of Public Employment and Payroll.

*The ASPEP was not collected in 1996.

Sources: Bureau of Justice Statistics, Census of State and Local Law Enforcement Agencies (CSLLEA), 1992, 1996, 2000, 2004, and 2008; FBI, Uniform Crime Reporting (UCR) Program police employee data, 1992–2012; and U.S. Census Bureau, Intercensal Estimates of the Resident Population for the United States, 1992–2012.

TABLE 8
Number and rate of full-time sworn officers reported, by source, 1992–2012

Year	UCR		CSLLEA		ASPEP	
	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents
1992	569,703	2.23	603,954	2.36	516,418	2.02
1993	579,488	2.24			533,816	2.06
1994	603,099	2.30			551,764	2.10
1995	629,762	2.37			574,802	2.16
1996	640,492	2.38	663,535	2.47		
1997	642,753	2.36			592,940	2.18
1998	666,492	2.42			606,064	2.21
1999	680,934	2.45			623,844	2.24
2000	690,195	2.45	708,022	2.51	635,043	2.25
2001	705,559	2.48			646,744	2.27
2002	705,871	2.45			645,973	2.25
2003	712,371	2.46			649,596	2.24
2004	725,334	2.48	731,895	2.50	648,629	2.22
2005	727,084	2.46			655,966	2.22
2006	740,592	2.48			669,206	2.24
2007	751,526	2.49			677,357	2.25
2008	762,944	2.51	765,246	2.52	692,887	2.28
2009	764,635	2.49			695,981	2.27
2010	758,854	2.45			687,817	2.22
2011*	768,287	2.47			691,498	2.22
2012	750,340	2.39			687,657	2.19

Note: Blank cells indicate that the source did not collect law enforcement employment data for that year. Totals provided for Uniform Crime Reporting (UCR) Program law enforcement employee data are the counts reported by the convenience sample of agencies that reported at least one employee to the FBI that year and do not represent a national estimate. All rates are calculated from state-level census population statistics for the reference year. Because reporting to the UCR is voluntary and information on the number of sworn officers is based on a convenience sample of the agencies that reported, the number and rate of sworn officers are likely to be lower than the true number and rate of officers nationally.

*Annual Survey of Public Employment and Payroll (ASPEP) data collected from Illinois in 2011 were determined to be unreliable. Therefore, statistics reported for 2011 use an average of the 2010 and 2012 estimates for Illinois.

Sources: Bureau of Justice Statistics, Census of State and Local Law Enforcement Agencies (CSLLEA), 1992, 1996, 2000, 2004, and 2008; FBI, Uniform Crime Reporting (UCR) Program police employee data, 1992–2012; and U.S. Census Bureau, Annual Survey of Public Employment and Payroll, 1992–2012.

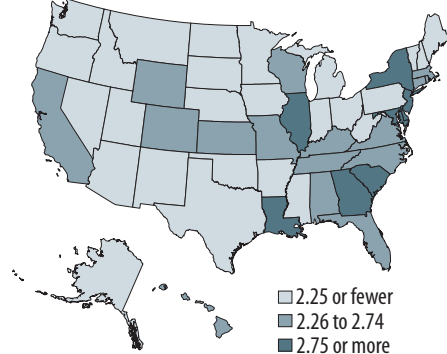
Differences across sources are also evident at the state level. In 2008, estimates derived from the convenience sample of agencies that reported police employee data to the UCR indicated that most states (26) reported fewer than 2.25 sworn officers per 1,000 U.S. residents (figures 3, 4, and 5).¹⁸ According to all three sources, the District of Columbia, Illinois, Louisiana, New Jersey, and New York each reported more than 2.75 sworn officers per 1,000 U.S. residents in 2008. In addition, 10 states have a rate of 2.0 officers or fewer per 1,000 U.S. residents: Alaska, Iowa, Maine, Minnesota, Montana, Oregon, Utah, Vermont, Washington, and West Virginia.

Nationally, the rate of officers per 1,000 U.S. residents was similar according to the CSLLEA and UCR, and slightly lower according to the ASPEP. However, in 2008 the ASPEP sworn officer rates for Arizona (2.5) and Massachusetts (3.3) were

higher than the state rates reported by the CSLLEA (2.3 in Arizona and 2.8 in Massachusetts) and the UCR (2.1 in Arizona and 2.7 in Massachusetts). Differences across the three sources were most pronounced in Delaware (from 2.0 in the ASPEP to 3.3 in the UCR), the District of Columbia (from 5.3 in the ASPEP to 8.7 in the UCR), and Georgia (from 2.2 in the ASPEP to 4.0 in the UCR).

¹⁸ State rates were calculated by dividing the total number of sworn officers reported to each data source by the total state population for a given year, multiplied by 1,000. State population estimates were retrieved from the Census Bureau's State Intercensal Estimates for 1992 to 2012 (July 1 estimates), available at <http://www.census.gov/popest/data/intercensal/>. Because reporting to the UCR is voluntary and information on the number of sworn officers is based on a convenience sample of the agencies that reported, the number and rate of sworn officers presented here are likely to be lower than the true number and rate of officers nationally.

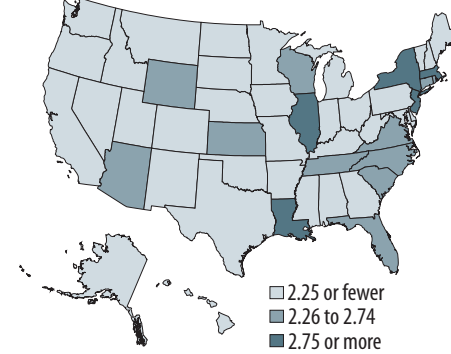
FIGURE 3
Number of full-time sworn officers per 1,000 U.S. residents, according to the UCR, 2008



Note: Estimates provided for the Uniform Crime Reporting (UCR) Program are based on a convenience sample of agencies that reported to the FBI and do not represent a national sample. Agencies that reported zero employees to the UCR were eliminated from the sample.

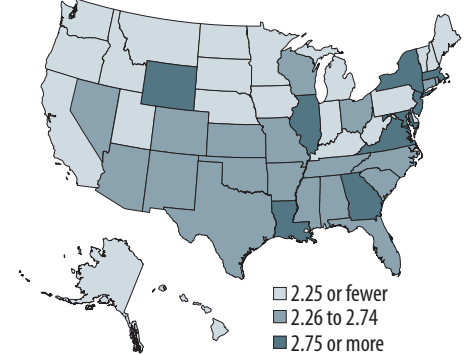
Sources: Bureau of Justice Statistics, based on data from the FBI, Uniform Crime Reporting (UCR) Program police employee data, 2008; and U.S. Census Bureau, Intercensal Estimates of the Resident Population for the United States, 2008.

FIGURE 4
Number of full-time sworn officers per 1,000 U.S. residents, according to the ASPEP, 2008



Sources: Bureau of Justice Statistics, based on data from the U.S. Census Bureau, Intercensal Estimates of the Resident Population for the United States, 2008; and Annual Survey of Public Employment and Payroll (ASPEP), 2008.

FIGURE 5
Number of full-time sworn officers per 1,000 U.S. residents, according to the CSLLEA, 2008



Sources: Bureau of Justice Statistics, Census of State and Local Law Enforcement Agencies (CSLLEA), 2008; and U.S. Census Bureau, Intercensal Estimates of the Resident Population for the United States, 2008.

Conclusion

The CSLLEA likely captures more comprehensive information on the number of law enforcement officers employed by small agencies and appears to have the most complete coverage of agencies and the most complete data, with a typical 100% response rate. It is also likely to provide the most complete information on agencies serving specialized functions or jurisdictions because these agencies are excluded from the ASPEP police protection function and may be less likely to participate in the UCR.

UCR data may be best suited to compare the number of law enforcement officers to reported crime rates because this is the only source that collects both types of information directly from participating agencies. However, UCR coverage may be limited because about 1,000 fewer agencies participated in the UCR than the CSLLEA in 2008.

A comparison of CSLLEA and ASPEP data for local agencies only (excluding employees of state and special district agencies) shows that the CSLLEA captures a greater number of nonsworn officers employed by local law enforcement agencies (**table 9**). This difference is likely due to variations in scope between the two collections. The CSLLEA includes employees of all agencies with at least one full-time-equivalent sworn law enforcement officer, while the ASPEP police protection category excludes a number of agencies that would fall into the CSLLEA scope (e.g., special forces of nonpolice agencies such as park rangers, fish and game wardens, campus police, and transit police). Therefore, the CSLLEA may be better suited to examine the purpose and functions of nonsworn officers in law enforcement agencies.

The percentages of total local employees who were sworn officers reported to the CSLLEA and ASPEP were similar in most states, with the ASPEP sworn percentage within 10 percentage points of the CSLLEA's sworn percentage in 40 states and the District of Columbia. In the remaining 10 states, the ASPEP percentages of sworn local employees were within 15 percentage points of the CSLLEA sworn percentages. Due to different ASPEP and CSLLEA classifications, the reported number of nonsworn officers differed significantly between the two collections in states in which local sheriffs' offices had little law enforcement functions. Some states relied on sheriffs' offices to perform sworn law enforcement functions, while sheriff employees in other states were primarily responsible for nonsworn functions.

Therefore, state-level differences in law enforcement organizations and functions should also be considered when determining which data source is best suited for various

research purposes. The most complete law enforcement employment data source may vary across states, depending on the organizational structure and functions of law enforcement agencies in the state, whether the state's reporting systems are compatible with the UCR, and how closely law enforcement agency definition by source aligns with the law enforcement structure in the state. As stated previously, the ASPEP's ratio of sworn law enforcement officers to 1,000 U.S. residents in Massachusetts and Arizona were greater than in the other two collections. This was contrary to the national rate of sworn law enforcement officers, which found the ASPEP rate to be lower than those produced by the UCR and CSLLEA. Massachusetts and Arizona may have fewer specialized law enforcement agencies that were excluded from the ASPEP, such as school districts that employ police officers.

UCR and CSLLEA data may be used in combination with other sources, such as the National Directory of Law Enforcement Agencies, to develop a comprehensive roster of law enforcement agencies in the United States. It has been difficult to develop and maintain this roster from one source alone because of—

- the voluntary nature of submitting data to the UCR along with reporting methods that resulted in one agency reporting for multiple agencies
- the fact that ASPEP data were not maintained at the agency level
- the 4-year interval between CSLLEA administrations, during which time a number of smaller agencies were likely to be created or subsumed under larger agencies
- the need to develop and follow one common definition of what constitutes a law enforcement agency and a sworn law enforcement officer.

To answer key policy and research questions, it is critical to have a national and regularly updated roster of law enforcement agencies in the United States. For example, the currently available data cannot be used to compare the number and functions of law enforcement officers to public safety and indicators of social and economic health. Also, there is currently no thorough accounting of the number and type of agencies that serve the same or overlapping jurisdictions. Such information could greatly inform research on the overlapping or supporting role of tribal and local police agencies, explore the extent to which concurrent jurisdictional responsibilities are outlined in agency policies or memoranda of understanding, and lead to a better understanding of the nature and extent of conflicts that may occur between state and local agencies with overlapping jurisdictions.

TABLE 9**Number of local law enforcement agency employees reported to the CSLLEA and ASPEP, by agency type and sworn status, 2008**

State	Local police departments only			Local police departments and sheriffs' offices					
	CSLLEA			CSLLEA			ASPEP		
	All employees	Sworn	Nonsworn	All employees	Sworn	Nonsworn	All employees	Sworn	Nonsworn
Total	597,044	464,527	132,517	950,505	647,506	302,999	805,786	625,668	180,118
Alabama	9,652	7,314	2,338	15,348	9,945	5,403	11,779	9,329	2,450
Alaska	1,262	793	469	1,262	793	469	1,269	821	448
Arizona	14,998	10,518	4,480	22,701	12,771	9,930	19,491	14,629	4,862
Arkansas*	5,111	3,934	1,177	8,748	5,511	3,237	6,823	5,528	1,295
California	55,900	39,692	16,208	107,783	67,399	40,384	94,499	66,866	27,633
Colorado*	9,232	6,891	2,341	15,847	10,618	5,229	13,042	9,649	3,393
Connecticut	8,094	6,668	1,426	8,094	6,668	1,426	8,357	6,838	1,519
Delaware	1,413	1,188	225	1,435	1,196	239	1,365	1,087	278
District of Columbia	4,647	3,742	905	4,647	3,742	905	3,643	3,070	573
Florida	31,563	22,506	9,057	73,177	40,673	32,504	62,962	41,714	21,248
Georgia*	16,485	13,151	3,334	33,710	23,177	10,533	24,769	20,277	4,492
Hawaii	3,604	2,807	797	3,604	2,807	797	3,811	2,983	828
Idaho	1,952	1,498	454	4,705	2,773	1,932	3,693	2,701	992
Illinois	33,743	28,358	5,385	47,413	37,531	9,882	40,445	33,004	7,441
Indiana	9,432	7,881	1,551	16,919	11,065	5,854	15,155	11,138	4,017
Iowa	3,956	3,284	672	7,459	4,807	2,652	5,763	4,483	1,280
Kansas	5,400	4,191	1,209	9,300	6,302	2,998	8,099	6,054	2,045
Kentucky	5,571	4,713	858	7,723	6,370	1,353	7,412	6,280	1,132
Louisiana	7,824	6,318	1,506	22,308	15,886	6,422	15,999	12,556	3,443
Maine	2,011	1,592	419	3,029	1,935	1,094	2,452	2,000	452
Maryland	12,590	10,494	2,096	16,041	12,660	3,381	14,409	11,016	3,393
Massachusetts	16,530	13,703	2,827	21,467	15,178	6,289	18,340	15,461	2,879
Michigan	13,515	11,408	2,107	22,239	16,317	5,922	18,569	15,748	2,821
Minnesota	7,291	5,947	1,344	13,595	8,572	5,023	10,099	7,887	2,212
Mississippi	5,322	3,960	1,362	9,658	5,908	3,750	7,552	5,662	1,890
Missouri	12,766	9,810	2,956	17,607	12,683	4,924	15,676	11,773	3,903
Montana	1,024	802	222	2,539	1,514	1,025	2,031	1,460	571
Nebraska	2,603	2,111	492	4,365	3,135	1,230	3,827	2,921	906
Nevada	6,885	4,497	2,388	8,479	5,558	2,921	7,670	5,323	2,347
New Hampshire	2,941	2,322	619	3,185	2,449	736	3,179	2,514	665
New Jersey	26,801	21,875	4,926	31,891	25,783	6,108	29,025	24,459	4,566
New Mexico	4,143	2,882	1,261	5,611	4,004	1,607	5,170	3,825	1,345
New York	72,380	54,145	18,235	84,051	58,166	25,885	73,902	64,578	9,324
North Carolina	15,197	11,933	3,264	29,724	19,634	10,090	22,790	18,671	4,119
North Dakota	773	629	144	1,479	1,066	413	1,246	1,024	222
Ohio	20,755	16,944	3,811	32,127	22,692	9,435	28,861	22,785	6,076
Oklahoma*	7,105	5,551	1,554	10,526	6,990	3,536	8,975	6,220	2,755
Oregon	4,848	3,640	1,208	8,270	5,946	2,324	7,628	5,285	2,343
Pennsylvania	21,691	19,122	2,569	23,637	20,715	2,922	24,556	20,572	3,984
Rhode Island	2,783	2,258	525	2,783	2,258	525	3,044	2,527	517
South Carolina	6,153	4,934	1,219	13,103	9,391	3,712	11,238	9,431	1,807
South Dakota	1,194	900	294	2,039	1,328	711	1,597	1,299	298
Tennessee	10,986	8,620	2,366	21,682	13,691	7,991	17,003	13,411	3,592
Texas*	49,294	37,837	11,457	78,519	50,177	28,342	60,690	45,582	15,108
Utah	3,482	2,653	829	7,118	3,936	3,182	4,824	3,788	1,036
Vermont	746	587	159	925	713	212	829	647	182
Virginia	13,808	10,947	2,861	24,255	19,359	4,896	20,271	16,008	4,263
Washington	8,767	6,635	2,132	14,509	9,622	4,887	13,052	9,877	3,175
West Virginia	1,662	1,427	235	3,059	2,443	616	2,642	2,201	441
Wisconsin	10,149	8,171	1,978	18,438	12,334	6,104	14,488	11,439	3,049
Wyoming	1,010	744	266	2,372	1,315	1,057	1,775	1,267	508

Note: Annual Survey of Public Employment and Payroll (ASPEP) data cannot be disaggregated by local law enforcement agency type, so Census of State and Local Law Enforcement Agencies (CSLLEA) data only are presented for local law enforcement agencies, excluding local sheriffs' offices.

*Estimates include agencies classified as constable/marshal.

Sources: Bureau of Justice Statistics, Census of State and Local Law Enforcement Agencies, 2008; and U.S. Census Bureau, Annual Survey of Public Employment and Payroll, 2008.

APPENDIX TABLE 1

Number and rate of full-time sworn officers reported to the UCR, by state, 1992, 1996, 2000, 2004, 2008, and 2012

State	1992		1996		2000		2004		2008		2012	
	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents
Total*	569,703	2.23	640,492	2.38	690,195	2.45	725,334	2.48	762,944	2.51	750,340	2.39
Alabama	8,642	2.08	9,513	2.20	10,298	2.31	10,589	2.34	11,201	2.37	11,209	2.32
Alaska	1,024	1.74	1,156	1.90	1,158	1.84	1,252	1.90	1,299	1.89	1,330	1.82
Arizona	7,588	1.94	9,025	1.97	10,455	2.03	11,418	2.02	13,128	2.09	13,082	2.00
Arkansas	3,874	1.60	5,004	1.95	5,573	2.08	5,924	2.15	6,094	2.12	6,465	2.19
California	60,696	2.03	66,339	2.11	73,095	2.15	76,432	2.15	83,889	2.29	78,062	2.05
Colorado	8,232	2.35	9,284	2.37	10,663	2.46	11,485	2.51	12,597	2.58	12,407	2.39
Connecticut	7,166	2.17	7,484	2.24	7,788	2.28	7,925	2.27	8,659	2.44	8,501	2.37
Delaware	1,903	2.74	2,108	2.84	2,649	3.37	2,880	3.47	2,908	3.29	2,313	2.52
District of Columbia	4,424	7.40	3,632	6.35	4,247	7.42	4,764	8.39	5,076	8.75	4,936	7.81
Florida	31,480	2.31	37,350	2.51	41,283	2.57	45,130	2.59	45,637	2.46	47,887	2.48
Georgia	18,887	2.77	31,452	4.19	24,828	3.02	35,438	4.04	38,284	4.03	39,145	3.95
Hawaii	3,002	2.59	2,879	2.39	3,285	2.71	3,133	2.46	3,418	2.57	3,363	2.42
Idaho	2,071	1.93	2,400	1.99	2,576	1.98	2,696	1.94	3,003	1.96	3,082	1.93
Illinois	29,626	2.53	32,579	2.69	36,807	2.96	36,624	2.91	37,470	2.94	34,534	2.68
Indiana	9,225	1.63	9,706	1.64	11,185	1.84	11,509	1.85	11,821	1.84	11,753	1.80
Iowa	4,403	1.56	4,717	1.64	5,107	1.74	5,038	1.71	5,258	1.74	5,231	1.70
Kansas	5,875	2.32	6,331	2.42	6,843	2.54	7,550	2.76	7,625	2.72	7,617	2.64
Kentucky	6,802	1.81	7,204	1.84	8,016	1.98	9,436	2.28	9,899	2.31	10,013	2.29
Louisiana	13,141	3.06	14,132	3.21	17,248	3.86	17,597	3.87	17,933	4.04	17,768	3.86
Maine	1,994	1.61	2,040	1.63	2,221	1.74	2,259	1.72	2,304	1.73	2,308	1.74
Maryland	12,638	2.57	13,658	2.67	14,941	2.81	16,936	3.05	16,141	2.84	17,537	2.98
Massachusetts	14,626	2.43	16,325	2.64	16,955	2.67	16,358	2.55	17,563	2.71	16,898	2.54
Michigan	18,999	2.00	20,087	2.06	21,262	2.14	22,719	2.26	22,071	2.22	19,830	2.01
Minnesota	6,798	1.51	7,917	1.68	8,449	1.71	8,693	1.71	8,977	1.71	8,947	1.66
Mississippi	4,289	1.63	5,220	1.90	5,900	2.07	6,005	2.08	6,086	2.06	6,119	2.05
Missouri	10,059	1.93	11,386	2.10	12,136	2.16	13,660	2.38	15,754	2.66	15,466	2.57
Montana	1,471	1.78	1,591	1.80	1,549	1.71	1,738	1.87	1,811	1.85	2,016	2.01
Nebraska	2,965	1.84	3,174	1.90	3,348	1.95	3,575	2.04	3,615	2.01	3,707	2.00
Nevada	3,365	2.49	3,948	2.37	4,828	2.39	4,777	2.04	5,747	2.17	5,697	2.06
New Hampshire	1,971	1.76	2,138	1.82	2,388	1.93	2,499	1.94	2,775	2.11	2,751	2.08
New Jersey	27,402	3.48	28,429	3.49	30,718	3.64	31,761	3.68	32,486	3.73	29,511	3.33
New Mexico	3,451	2.16	3,835	2.19	4,206	2.31	4,231	2.22	4,385	2.18	4,610	2.21
New York	58,019	3.18	68,511	3.69	67,737	3.56	64,518	3.37	65,611	3.42	62,962	3.22
North Carolina	17,058	2.47	19,164	2.55	20,711	2.56	22,261	2.60	23,972	2.58	24,948	2.56
North Dakota	1,016	1.59	1,053	1.62	1,121	1.75	1,216	1.89	1,251	1.90	1,482	2.12
Ohio	20,159	1.83	21,728	1.93	23,974	2.11	23,682	2.07	25,319	2.20	23,005	1.99
Oklahoma	6,308	1.96	6,707	2.01	7,069	2.05	7,132	2.02	7,846	2.14	8,085	2.12
Oregon	4,756	1.59	5,320	1.64	5,685	1.66	5,571	1.56	6,787	1.80	6,942	1.78
Pennsylvania	23,246	1.93	24,389	2.00	25,862	2.11	26,394	2.13	27,156	2.15	26,726	2.09
Rhode Island	2,249	2.22	2,345	2.30	2,459	2.34	2,482	2.31	2,592	2.46	2,467	2.35
South Carolina	7,603	2.10	8,478	2.23	10,798	2.68	11,834	2.81	12,628	2.79	12,448	2.64
South Dakota	1,049	1.47	1,145	1.54	1,211	1.60	1,379	1.79	1,448	1.81	1,622	1.95
Tennessee	9,902	1.96	11,342	2.09	15,362	2.69	16,578	2.80	16,515	2.64	17,376	2.69
Texas	38,735	2.18	43,359	2.24	47,042	2.25	49,379	2.21	53,420	2.20	54,353	2.09
Utah	3,370	1.83	3,615	1.75	4,753	2.12	4,682	1.95	4,829	1.81	5,091	1.78
Vermont	888	1.55	910	1.53	982	1.61	1,084	1.75	1,088	1.74	1,238	1.98
Virginia	13,808	2.15	15,217	2.25	16,704	2.35	17,721	2.37	19,130	2.44	19,331	2.36
Washington	8,146	1.58	8,755	1.57	9,635	1.63	9,901	1.60	10,706	1.63	10,271	1.49
West Virginia	2,699	1.49	3,045	1.67	3,165	1.75	3,228	1.78	3,121	1.70	3,581	1.93
Wisconsin	11,288	2.25	12,093	2.31	12,701	2.36	12,951	2.35	13,182	2.34	12,825	2.24
Wyoming	1,315	2.82	1,273	2.61	1,219	2.47	1,310	2.57	1,429	2.62	1,492	2.59

Note: Totals provided for Uniform Crime Reporting (UCR) Program law enforcement employee data are the counts reported by the convenience sample of agencies that reported at least one employee to the FBI that year and do not represent a national estimate.

*Excludes territories and agencies that did not report at least one full-time sworn or civilian employee.

Source: Bureau of Justice Statistics, based on data from the FBI, Uniform Crime Reporting (UCR) Program police employee data, 1992, 1996, 2000, 2004, 2008, and 2012.

APPENDIX TABLE 2
Number and rate of full-time sworn officers reported to the ASPEP, by state, 1992, 1997, 2000, 2004, 2008, and 2012

State	1992		1997		2000		2004		2008		2012	
	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents
Total	516,418	2.01	592,940	2.18	635,043	2.25	648,629	2.22	692,887	2.28	687,657	2.18
Alabama	7,291	1.76	9,181	2.10	9,924	2.23	9,407	2.08	10,015	2.12	10,873	2.25
Alaska	1,016	1.73	969	1.58	1,073	1.71	1,044	1.58	1,074	1.56	1,203	1.64
Arizona	7,875	2.01	10,828	2.29	12,235	2.37	13,407	2.37	15,896	2.53	14,169	2.16
Arkansas	3,680	1.52	4,885	1.88	5,615	2.10	5,578	2.03	6,121	2.13	6,218	2.11
California	58,358	1.95	63,845	2.01	64,036	1.88	65,465	1.84	74,427	2.03	70,773	1.86
Colorado	6,931	1.98	8,266	2.06	8,726	2.02	9,579	2.09	10,447	2.14	10,456	2.02
Connecticut	7,065	2.14	7,576	2.26	8,058	2.36	8,341	2.39	8,311	2.34	7,584	2.11
Delaware	1,391	2.00	1,486	1.98	1,680	2.14	1,724	2.08	1,795	2.03	1,880	2.05
District of Columbia	4,369	7.31	3,655	6.44	3,585	6.27	3,646	6.42	3,070	5.29	3,797	6.00
Florida	29,971	2.20	34,215	2.25	36,350	2.27	39,630	2.28	43,905	2.37	41,241	2.13
Georgia	13,563	1.99	16,562	2.16	19,058	2.32	19,621	2.24	21,342	2.25	21,415	2.16
Hawaii	2,795	2.41	2,615	2.16	2,788	2.30	2,807	2.20	2,983	2.24	2,898	2.08
Idaho	1,920	1.79	2,058	1.68	2,352	1.81	2,603	1.87	2,976	1.94	2,772	1.74
Illinois	28,721	2.46	31,975	2.62	33,440	2.69	35,724	2.84	35,285	2.77	36,720	2.85
Indiana	9,347	1.65	10,527	1.77	11,254	1.85	12,034	1.93	12,429	1.93	11,634	1.78
Iowa	4,204	1.49	4,787	1.66	5,163	1.76	5,623	1.90	5,128	1.70	5,166	1.68
Kansas	4,725	1.87	5,550	2.11	6,594	2.45	6,039	2.21	6,450	2.30	6,127	2.12
Kentucky	5,147	1.37	5,845	1.48	6,838	1.69	7,286	1.76	7,269	1.69	7,427	1.70
Louisiana	8,661	2.02	9,523	2.15	11,273	2.52	12,102	2.66	13,758	3.10	12,696	2.76
Maine	1,964	1.59	2,112	1.68	2,240	1.75	2,177	1.66	2,343	1.76	2,159	1.62
Maryland	11,736	2.38	12,817	2.49	12,452	2.34	11,891	2.14	12,566	2.21	13,444	2.28
Massachusetts	13,704	2.27	15,057	2.42	18,785	2.95	18,654	2.91	21,425	3.31	21,423	3.22
Michigan	17,620	1.86	19,015	1.94	19,671	1.98	18,943	1.88	17,483	1.76	16,458	1.67
Minnesota	6,296	1.40	7,509	1.58	7,713	1.56	7,403	1.46	8,425	1.61	8,418	1.56
Mississippi	3,957	1.51	5,620	2.02	5,750	2.02	5,821	2.01	6,373	2.16	6,825	2.29
Missouri	9,492	1.82	11,656	2.13	11,839	2.11	13,010	2.26	12,971	2.19	13,328	2.21
Montana	1,325	1.60	1,494	1.68	1,479	1.64	1,596	1.72	1,678	1.72	1,710	1.70
Nebraska	2,667	1.65	3,069	1.82	3,232	1.89	3,551	2.03	3,416	1.90	3,586	1.93
Nevada	3,187	2.36	3,479	1.97	3,983	1.97	4,255	1.81	5,748	2.17	5,033	1.82
New Hampshire	1,965	1.76	2,289	1.92	2,730	2.20	2,599	2.01	2,840	2.16	2,667	2.02
New Jersey	23,119	2.93	22,063	2.68	24,071	2.86	25,813	2.99	27,394	3.14	24,978	2.82
New Mexico	3,347	2.10	3,745	2.11	3,913	2.15	4,185	2.20	4,400	2.19	4,385	2.10
New York	56,383	3.09	68,457	3.67	71,457	3.76	69,462	3.62	69,440	3.61	71,290	3.64
North Carolina	13,527	1.96	16,415	2.14	17,833	2.21	18,286	2.14	21,251	2.28	21,939	2.25
North Dakota	943	1.48	1,077	1.66	1,097	1.71	1,113	1.73	1,157	1.76	1,329	1.90
Ohio	18,110	1.64	21,754	1.93	24,413	2.15	23,958	2.09	24,267	2.11	22,198	1.92
Oklahoma	5,953	1.85	7,100	2.11	7,812	2.26	7,109	2.02	7,255	1.98	7,748	2.03
Oregon	4,767	1.59	5,327	1.61	6,051	1.76	5,850	1.64	5,945	1.58	5,909	1.52
Pennsylvania	20,585	1.71	23,291	1.90	24,316	1.98	23,967	1.93	25,634	2.03	25,479	2.00
Rhode Island	2,197	2.17	2,219	2.16	2,426	2.31	2,159	2.01	2,742	2.60	2,564	2.44
South Carolina	6,848	1.89	8,136	2.11	9,905	2.46	9,872	2.34	10,884	2.40	10,592	2.24
South Dakota	1,098	1.54	1,210	1.63	1,250	1.65	1,310	1.70	1,489	1.86	1,483	1.78
Tennessee	9,267	1.84	11,615	2.11	13,535	2.37	13,143	2.22	14,559	2.33	15,640	2.42
Texas	33,552	1.89	41,289	2.09	42,915	2.05	45,668	2.04	47,869	1.97	53,197	2.04
Utah	2,734	1.49	3,170	1.50	3,692	1.64	3,829	1.59	4,204	1.58	4,259	1.49
Vermont	808	1.41	824	1.38	883	1.45	903	1.46	947	1.52	967	1.54
Virginia	11,867	1.85	13,408	1.96	14,336	2.02	15,327	2.05	18,290	2.33	16,986	2.08
Washington	7,573	1.47	8,645	1.52	9,741	1.65	9,631	1.56	10,890	1.66	10,269	1.49
West Virginia	2,208	1.22	2,748	1.51	2,941	1.63	2,716	1.50	2,832	1.54	3,055	1.65
Wisconsin	9,564	1.90	10,900	2.07	11,412	2.12	11,508	2.09	12,032	2.13	11,839	2.07
Wyoming	1,025	2.20	1,082	2.21	1,128	2.28	1,260	2.47	1,457	2.67	1,451	2.52

Source: U.S. Census Bureau, Annual Survey of Public Employment and Payroll (ASPEP), 1992, 1997, 2000, 2004, 2008, and 2012.

APPENDIX TABLE 3
Number and rate of full-time sworn officers reported to the CSLLEA, by state, 1992, 1996, 2000, 2004, and 2008

State	1992		1996		2000		2004		2008	
	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents	Number	Per 1,000 U.S. residents
Total	603,954	2.36	663,535	2.47	708,022	2.51	731,895	2.50	765,246	2.52
Alabama	8,771	2.11	9,767	2.26	10,655	2.39	10,920	2.41	11,631	2.47
Alaska	1,057	1.80	1,254	2.06	1,348	2.15	1,409	2.14	1,298	1.89
Arizona	7,900	2.02	10,088	2.20	11,533	2.23	12,659	2.24	14,591	2.32
Arkansas	4,475	1.85	5,819	2.26	6,157	2.30	6,325	2.30	6,779	2.36
California	65,797	2.20	69,134	2.20	73,662	2.17	75,622	2.13	79,431	2.17
Colorado	8,726	2.50	9,896	2.52	10,309	2.38	11,086	2.42	12,069	2.47
Connecticut	7,639	2.31	8,525	2.55	8,327	2.44	8,008	2.29	8,281	2.34
Delaware	1,572	2.26	1,660	2.24	1,774	2.26	1,982	2.39	2,131	2.41
District of Columbia	5,213	8.72	3,909	6.83	3,963	6.93	4,423	7.79	4,262	7.35
Florida	32,879	2.41	37,395	2.52	39,452	2.46	45,267	2.60	46,105	2.49
Georgia	16,792	2.46	19,115	2.55	21,173	2.57	23,499	2.68	26,551	2.79
Hawaii	2,783	2.40	2,989	2.48	2,914	2.40	3,002	2.36	3,234	2.43
Idaho	2,157	2.01	2,524	2.10	2,749	2.12	2,964	2.13	3,146	2.05
Illinois	35,674	3.05	38,192	3.16	39,847	3.20	39,714	3.15	41,277	3.24
Indiana	10,038	1.77	10,931	1.85	11,900	1.95	12,083	1.94	13,171	2.05
Iowa	4,703	1.67	5,043	1.75	5,333	1.82	5,424	1.84	5,830	1.93
Kansas	5,631	2.22	6,183	2.36	6,563	2.44	7,141	2.61	7,450	2.65
Kentucky	6,085	1.62	6,466	1.65	7,144	1.76	7,655	1.85	7,833	1.83
Louisiana	15,049	3.51	16,125	3.67	18,548	4.15	17,996	3.95	18,050	4.07
Maine	2,267	1.83	2,318	1.86	2,367	1.85	2,571	1.96	2,569	1.93
Maryland	12,601	2.56	13,828	2.71	15,221	2.87	15,144	2.73	16,013	2.82
Massachusetts	16,014	2.66	17,935	2.90	18,082	2.84	18,174	2.83	18,342	2.84
Michigan	19,642	2.07	20,568	2.11	21,673	2.18	20,762	2.06	19,009	1.91
Minnesota	7,365	1.64	7,994	1.70	8,606	1.74	9,018	1.77	9,667	1.84
Mississippi	4,675	1.78	5,813	2.12	6,562	2.30	7,013	2.43	7,707	2.61
Missouri	11,266	2.16	12,998	2.39	13,630	2.43	14,073	2.45	14,554	2.46
Montana	1,410	1.71	1,682	1.90	1,760	1.95	1,912	2.06	1,950	2.00
Nebraska	3,084	1.91	3,297	1.97	3,486	2.03	3,786	2.16	3,765	2.10
Nevada	3,052	2.26	4,363	2.62	5,252	2.60	5,976	2.55	6,643	2.50
New Hampshire	2,139	1.91	2,305	1.96	2,542	2.05	2,805	2.17	2,936	2.23
New Jersey	26,688	3.39	28,058	3.44	29,062	3.45	31,812	3.68	33,704	3.87
New Mexico	3,420	2.14	4,134	2.36	4,456	2.45	4,894	2.57	5,010	2.49
New York	68,208	3.74	71,221	3.83	72,853	3.83	66,037	3.44	66,472	3.46
North Carolina	14,586	2.11	16,953	2.26	18,903	2.34	20,973	2.45	23,442	2.52
North Dakota	1,060	1.66	1,141	1.75	1,293	2.01	1,307	2.03	1,324	2.01
Ohio	20,929	1.90	23,811	2.12	25,082	2.21	25,856	2.26	25,992	2.26
Oklahoma	6,458	2.01	7,232	2.17	7,622	2.21	8,007	2.27	8,639	2.35
Oregon	5,495	1.84	6,064	1.87	6,496	1.89	6,339	1.78	6,695	1.78
Pennsylvania	23,700	1.97	24,873	2.04	26,373	2.15	26,629	2.15	27,413	2.17
Rhode Island	2,389	2.36	2,422	2.37	2,688	2.56	3,071	2.86	2,828	2.68
South Carolina	7,752	2.14	8,675	2.29	9,741	2.42	10,762	2.56	11,674	2.58
South Dakota	1,145	1.61	1,464	1.97	1,708	2.26	1,621	2.10	1,636	2.05
Tennessee	10,379	2.06	12,152	2.24	14,494	2.54	15,248	2.58	15,976	2.56
Texas	41,349	2.33	47,767	2.47	51,478	2.46	54,780	2.45	59,219	2.44
Utah	2,979	1.62	3,699	1.79	4,179	1.86	4,573	1.90	4,782	1.80
Vermont	978	1.71	981	1.65	1,034	1.70	1,156	1.86	1,103	1.77
Virginia	16,365	2.55	18,448	2.73	20,254	2.85	21,655	2.90	22,848	2.92
Washington	8,192	1.59	9,292	1.67	9,910	1.68	10,821	1.75	11,411	1.74
West Virginia	2,622	1.45	2,977	1.63	3,150	1.74	3,207	1.77	3,382	1.84
Wisconsin	11,594	2.31	12,678	2.42	13,237	2.46	13,072	2.37	13,730	2.43
Wyoming	1,210	2.60	1,377	2.82	1,477	2.99	1,662	3.26	1,691	3.10

Source: Bureau of Justice Statistics, Census of State and Local Law Enforcement Agencies (CSLLEA), 1992, 1996, 2000, 2004, and 2008.



The Bureau of Justice Statistics of the U.S. Department of Justice is the principal federal agency responsible for measuring crime, criminal victimization, criminal offenders, victims of crime, correlates of crime, and the operation of criminal and civil justice systems at the federal, state, tribal, and local levels. BJS collects, analyzes, and disseminates reliable and valid statistics on crime and justice systems in the United States, supports improvements to state and local criminal justice information systems, and participates with national and international organizations to develop and recommend national standards for justice statistics. Jeri M. Mulrow is acting director.

This report was written by Duren Banks and Joshua Hendrix of RTI International, Matthew Hickman of Seattle University, and Tracey Kyckelhahn of the United States Sentencing Commission. RTI International verified the report.

Irene Cooperman and Jill Thomas edited the report. Barbara Quinn and Tina Dorsey produced the report.

April 2016, NCJ 249681



NCJ249681

Office of Justice Programs
Innovation • Partnerships • Safer Neighborhoods
www.ojp.usdoj.gov