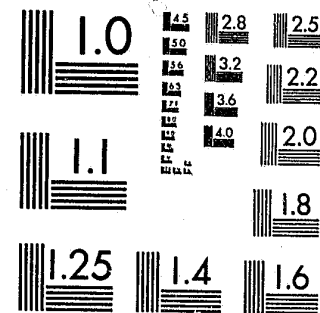


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5/31/85

PROFILES IN OHIO LAW ENFORCEMENT:

TECHNICAL ASSISTANCE, BUDGETS, AND BENEFITS

95870

U.S. Department of Justice
National Institute of Justice

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March, 1981

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FOREWORD

The information in this brief report represents some of the findings of the 1979 Ohio Law Enforcement Survey, conducted by the Statistical Analysis Center of the Office of Criminal Justice Services with the approval of the Buckeye State Sheriffs Association and the Ohio Association of Chiefs of Police. Data were collected on-site in the summer and fall of 1979 from 82 sheriffs' departments and 182 police departments, representing approximately 90% of Ohio's jurisdictional population. This high level of cooperation from the State's chief executive law enforcement officers ensured that the results would not have to be constantly qualified by complex sampling considerations.

The Survey was never meant to be anything more or less than a comprehensive information gathering effort to allow better understanding of the "state of the art" of Ohio law enforcement. It is not intended to prove any pet theories about what police and sheriffs' officers should or should not be doing.

The Survey instrument itself was some twenty pages in length and covered a wide range of issues relating to budgeting, salaries and benefits, promotion policy, employment, hiring practices, education and training, technical assistance needs and capabilities, records facilities, and equipment. Additionally, the chiefs and sheriffs were asked eighteen "opinion" questions.

Hopefully, the prime benefactors of this information will be the chiefs and sheriffs who, while maintaining communications among themselves, seldom have access to a statistical overview of all law enforcement operations in the State. To make the information more relevant to each chief and sheriff, this report has divided the information on the basis of jurisdictional size (i.e., large, medium and small) and agency type (police and sheriff).

SURVEY METHODOLOGY

Coverage

The Ohio Law Enforcement Survey was an information-generating study conducted in the summer and early fall of 1979 among two-hundred and sixty-four (264) local law enforcement agencies in the State. These included 82 of the 88 county sheriff's offices and 182 police departments. Because special emphasis was placed on securing information from sheriffs and larger police departments, the Survey was able to claim a "jurisdictional" coverage of 90% of Ohio's population.* This high response rate is important for two reasons:

1. The Survey results do not have to be qualified by the error factors associated with the use of a sample, and
2. The results constitute a largely complete data base of important aggregate data (eg. budgets, employees, etc.), rather than projections based on some criteria.

Questionnaire Development

While nothing quite like this Survey had been done before in Ohio, Statistical Analysis Center (SAC) researchers did consult several other similar research efforts in designing the questionnaire. These included:

"General Administrative Survey" and "Survey of Police Operations and Administrative Policies," (1977)
--Police Executive Research Forum

"Police Manpower Distribution in Ohio,"
--Center for State and Local Government, Kent State University

"Survey of Statewide Advanced and Special Training Needs,"
--Ohio Peace Officers Training Academy

"Ohio Criminal Justice Manpower Survey: A Statistical Compendium of Crime Rates, Demographic Characteristics and Projected Demand for Human Resources in Law Enforcement,"
--Program for the Study of Crime and Delinquency,
Ohio State University

Additionally, SAC researchers consulted materials from the National Sheriffs Association and the International Association of Chiefs of Police.

*While the 264 surveyed agencies represent only 20%-25% of the total number of law enforcement agencies in Ohio, the 90% figure is partly based on the assumption that many small agencies (fewer than five sworn officers) rely heavily on the county sheriff for some patrol and investigation functions.

The questionnaire was designed in sections, each of which was subjected to three separate levels of review and editing, a process which took several weeks. The first level of review occurred at the staff level and involved SAC researchers, the SAC Research Administrator and two law enforcement planners (and the Planning and Research Bureau Chief) from the Office of Criminal Justice Services. Most of the Survey changes were made at this level of review. The second level involved "outside" persons with special law enforcement expertise, including representatives from the Ohio Peace Officer Training Council, the Buckeye State Sheriffs Association and the Ohio Association of Chiefs of Police. A third and final review was done by top level management in the Office of Criminal Justice Services and by the SAC Advisory Board whose twelve members represent leadership in all of Ohio's Criminal Justice System components.

The final Survey instrument (actually two instruments, one for chiefs and one for sheriffs) was twenty pages in length and addressed numerous agency issues including budget, salaries, benefits, promotion policy, equipment, deployment, hiring practices, education and training, records and attitudes of chief executive officers.

Data Collection

In order to facilitate completion and return of the Survey, on-site visits were scheduled for all of the targeted law enforcement agencies, some 160 in all. These included all sheriff departments, and police departments serving more than 10,000 people. Mailings were used to secure most of the 139 responses from small police departments.

Prior to these visits and mailings, three separate contacts were made with each of the agencies. Initially, a letter was sent from the Assistant Director of the Department of Economic and Community Development, which houses the Office of Criminal Justice Services and SAC, encouraging cooperation with the Survey effort. Approximately ten days later the questionnaire was mailed with a cover letter of endorsement from either the Ohio Association of Chiefs of Police or the Buckeye State Sheriffs Association, depending on the type of agency. Several days later a third communication was made by phone confirming receipt of the questionnaire and, for the target agencies, setting a date for the site visit. As follow-up calls and even, on occasion, return visits were sometimes necessary, it was not uncommon for SAC staff to make five or six contacts with one agency.

The total process required a large number of mailings and phone calls and some 15,000 road miles from six SAC staff members, but these were rewarded by the exceptionally high rate of return on a large volume of data.

Data Display

Survey data are displayed in six category groupings throughout this report. The groupings are based on the size and type of jurisdiction(s) that were queried by the Survey. The groupings, and the total number of respondents in each, are as follows:

Police		
<u>Jurisdiction Grouping</u>	<u>Jurisdiction Population</u>	<u>Total Number of Respondents</u>
Large City	over 50,000	19
Medium City	25,000-49,999	25
Small City	2,500-24,999	139
Sheriff		
<u>Jurisdiction Grouping</u>	<u>Jurisdiction Population</u>	<u>Total Number of Respondents</u>
Large County	over-100,000	21
Medium County	50,000- 99,000	24
Small County	under- 50,000	37

Agencies were assigned to their particular group based on 1978 population figures. Throughout the report, tables are listed in this grouping format, with "cities" representing the responses of chiefs of police and "counties" representing those of the sheriffs.

TECHNICAL ASSISTANCE

Law enforcement has become increasingly complex. Detailed case preparation for prosecution, photography, fingerprint identification, and other skills are now required of an agency in order to provide optimal service. Internal management has become more sophisticated, and attention must now be given to once ignored management functions (e.g., union negotiations, personnel testing/screening, etc.). The demands of improving present services and providing new ones require skill improvements and additional training. Upgrading skills and increasing training, however, are expensive. Therefore, these costs should be minimized through information and skill sharing among law enforcement agencies. This sharing is the substance of technical assistance.

Technical Assistance Needs

Technical Assistance Needs, as identified by the responding agencies, indicates the degree to which a law enforcement agency requires outside technical assistance. Table 1 identifies the need for technical assistance in various areas for each of the six jurisdiction groups. A quick glance at the columns reveal that the urgent need of one grouping may not be as urgent to another. (e.g., Crime Prevention is the most urgent need area for Small Counties; in the Large City category it was only eighth in urgency.) This is not too surprising, given the jurisdiction differences and the large number of technical assistance areas being rated (28). Consistent ratings for all would be rather difficult.

Tables 2 displays the top three areas of technical assistance need for each jurisdiction group. Although the rankings of need varies among the groupings when all the areas are considered, there is a certain consistency when the top three areas of need are isolated. Each of the police groupings considered Planning and Research and Pursuit Driving as areas where technical assistance was greatly needed. Advanced Training was a very urgent need in two of the categories (Medium and Small Cities), and Space Utilization was an urgent need in one group (Large City). Advanced Training was an urgent need area for all sheriff groups, but there was less uniformity among sheriffs than chiefs. Eight separate areas were listed among the top three rankings in the sheriff groups (compared to only four in the police groups). Testing/Screening, and Policy and Procedures Manual were found among the top three need areas in two Sheriff groups.

TABLE 1

RANKING OF TECHNICAL ASSISTANCE NEEDS, BY AGENCY SIZE AND TYPE* (1=greatest need)

Technical Assistance Area	Large City (16)	Medium City (22)	Small City (125)	Large County (21)	Medium County (21)	Small County (26)
Crime Prevention	8	8	5	7	5	1
Radio Communications	8	12	23	4	4	4
Community Relations	7	7	12	6	7	5
Dispatching	8	12	25	5	13	10
Patrol Operations	8	6	22	7	9	7
Mutual Aid	9	15	24	8	12	11
Recruiting	7	8	26	3	7	12
Testing/Screening	4	11	14	2	3	8
Promotion	6	7	21	6	10	9
Personnel Policies	6	7	17	4	4	4
Administration/Mgmt.	6	5	13	7	6	6
Regulations & Procedures	9	9	15	5	6	5
Policy & Procedures Manual	10	12	10	6	2	2
Union Negotiations	7	4	18	7	14	12
Planning & Research	1	1	2	5	4	5
Space Utilization	2	10	4	3	5	6
Records & Form Design	6	14	20	4	12	9
Fingerprint Identification	7	11	7	9	9	3
Photography	12	11	19	11	9	3
Photo Processing	11	10	16	10	11	6
Domestic Violence	8	9	14	5	7	10
First Aid/CPR	7	8	14	5	10	9
Human Relations	5	4	9	5	7	10
Pursuit Driving	3	3	3	6	4	7
Case Preparation/Prosecution	4	10	8	6	5	6
Supervision/Leadership	5	4	6	6	5	10
Advanced Training	4	2	1	1	1	3
Accident Investigation	7	13	11	9	8	10

*Technical assistance needs were rated by the individual departments on a 0 (no need at all) to 2 (urgent need) scale. The points given to each technical assistance area were totaled, and compared with the totals of the other areas within each jurisdiction grouping to achieve the rankings. Because of ties, there may not be 28 rankings within any jurisdictional grouping. Numbers in parentheses are the respondents in each jurisdiction grouping.

TABLE 2

TOP THREE AREAS OF TECHNICAL ASSISTANCE NEED BY AGENCY SIZE AND TYPE

Large City	Medium City	Small City
1. Planning and Research	1. Planning and Research	1. Advanced Training
2. Space Utilization	2. Advanced Training	2. Planning and Research
3. Pursuit Driving	3. Pursuit Driving	3. Pursuit Driving
Large County	Medium County	Small County
1. Advanced Training	1. Advanced Training	1. Crime Prevention
2. Testing/Screening	2. Policy & Procedures Manual	2. Policy & Procedures Manual
3. Recruiting Space Utilization*	3. Testing/Screening	3. Fingerprint Identification Photography* Advanced Training*

*Indicates a tie

Technical Assistance Capabilities

Chiefs and sheriffs were asked if their individual departments had sufficient expertise to provide technical assistance to other agencies. The ability of agencies to provide technical assistance could become increasingly important in the future. Federal funds for technical assistance are diminishing. As state and local law enforcement agencies move to find alternative means of obtaining technical assistance, the transfer of that product becomes increasingly important. Planners should know those areas in which law enforcement agencies are proficient enough to transfer knowledge to departments in need of it.

TABLE 3

RANKING OF TECHNICAL ASSISTANCE CAPABILITIES, BY AGENCY SIZE AND TYPE*
(1=greatest capability)

Technical Assistance Area	Large City (16)	Medium City (22)	Small City (125)	Large County (13)	Medium County (21)	Small County (26)
Crime Prevention	3	2	11	9	4	12
Radio Communications	4	1	4	3	1	1
Community Relations	4	3	10	7	7	6
Dispatching	5	1	5	4	3	2
Patrol Operations	1	3	2	6	5	5
Mutual Aid	6	4	3	4	2	3
Recruiting	6	7	14	8	11	12
Testing/Screening	8	5	15	9	12	17
Promotion	5	8	19	5	10	15
Personnel Policies	4	7	15	4	9	14
Administration/Management	6	5	7	1	8	10
Regulations & Procedures	4	6	7	3	10	11
Policy & Procedures Manual	3	5	12	1	8	16
Union Negotiations	10	10	1	10	13	17
Planning & Research	9	12	21	5	13	14
Space Utilization	10	3	20	6	8	7
Records & Forms Design	2	3	9	5	4	8
Fingerprint Identification	3	9	3	1	10	13
Photography	2	4	6	2	4	7
Photo Processing	2	8	17	6	6	14
First Aid/CPR	5	11	16	5	3	9
Human Relations	7	8	15	6	8	5
Pursuit Driving	9	9	18	8	10	13
Case Preparation Prosecution	8	3	9	5	7	8
Supervision/Leadership	5	8	13	5	10	4
Advanced Training	9	9	16	6	11	7
Accident Investigation	4	3	8	5	7	8

*Technical assistance capabilities were rated by the individual department on a 0 (below average capability) to 2 (above average capability) scale. The points given to each technical assistance area were totaled, and compared with the totals of the other areas within each jurisdiction grouping to achieve the rankings. Because of ties, there may not be 28 rankings within any jurisdiction grouping. Numbers in parentheses are the respondents in each jurisdiction grouping.

Such information could be useful in any statewide coordination efforts. If the degree of capability is known, existing state funds would not be wasted on developing technical assistance areas where agencies are already competent. Table 3 provides the capability rankings which the jurisdiction groups gave the technical assistance areas. As with needs, the degree of capability varied among groupings.

The top three areas of capability are displayed in Table 4. It appears that chiefs and sheriffs feel they are capable of providing technical assistance in many areas. Patrol Operations is an area of great capability for all police chiefs, and Crime Prevention is a major area for two of the groups (Large and Small). The sheriffs considered Radio Communications, Mutual Aid, and Dispatching as areas of high capability in two groups (Medium and Small County).

Functional Needs and Capabilities

Each law enforcement agency performs several functions which are either operational or administrative. These functions are comprised of component activities that are not mutually exclusive. They interact in the course of a day's work, and the quality of one will affect the quality of another. These functions include Crime Detection, Community Services, General Management, and Personnel Activity. The technical assistance areas are assigned to relevant function the following divisions appear.

Crime Detection (Dispatching, Patrol Operations, Fingerprint Identification, Photography, Domestic Violence, Pursuit Driving, Accident Investigation, Radio Communications, and Photo Processing).

General Management (Administration/Management, Regulations & Procedures, Policy & Procedures Manual, Planning & Research, Space Utilization, Records & Forms Design, Supervision/Leadership, Case Preparation/Prosecution, Human Relations).

Community Services (Crime Prevention, Community Relations, First Aid/CPR, Mutual Aid).

Personnel Activity (Recruiting, Testing/Screening, Promotion, Personnel Policies, Union Negotiations, Advanced Training).

Distributing the technical assistance areas into functions allows for analysis of generic needs and capabilities. The earlier section dealt with specific areas of technical assistance needs and capabilities. What follows will deal with technical assistance on a functional level.

TABLE 4

TOP THREE AREAS OF TECHNICAL ASSISTANCE CAPABILITY, BY AGENCY SIZE AND TYPE

<u>Large City</u>	<u>Medium City</u>	<u>Small City</u>
1. Patrol Operations	1. Radio Communications Dispatching	1. Union Negotiations
2. Photography Photo Processing*	2. Crime Prevention	2. Patrol Operations
3. Crime Prevention Policy & Procedures Manual Fingerprint Identification*	3. Community Relations Patrol Operations Space Utilization Records & Forms Design Case Preparation/Prosecution Accident Investigation	3. Mutual Aid
<u>Large County</u>	<u>Medium County</u>	<u>Small County</u>
1. Administration/Management Policy & Procedures Manual Fingerprint Identification	1. Radio Communications	1. Radio Communications
2. Photography	2. Mutual Aid	2. Dispatching
3. Regulations & Procedures Radio Communications*	3. Dispatching First Aid/CPR*	3. Mutual Aid

Table 5 displays the functional needs and capabilities for technical assistance. Because Crime Detection and Community Services are areas which directly affect the citizenry and relate directly to traditional law enforcement skills, it might be supposed that these would also be functions where law enforcement agencies had developed their greatest expertise. To some extent this is borne out by the following data tables. Both chiefs and sheriffs rather typically tended to rate Crime Detection and Community Services with greater confidence than they rated General Management and Personnel Activity, areas which often demand skills beyond the realm of pure law enforcement. General Management and Personnel Activity ranked higher in need and lower in capability for technical assistance. Both demand skills beyond the realm of ordinary law enforcement activity. However, while General Management and Personnel Activity did register greater need for technical assistance than Crime Detection and Community Services, the differences were not particularly large. Without benefit of previous data, this could suggest that chiefs and sheriffs are becoming more comfortable with the demands of management and personnel issues. The same cannot be said for their capability to provide technical assistance. Chiefs and sheriffs appear less confident about their ability to provide technical assistance in General Management and Personnel Activity. Both were given capability ratings that were much lower than those given. Crime Detection or Community Services. This may mean that in the areas of General Management and Personnel Activity sources outside of law enforcement agencies should be utilized for technical assistance.

TABLE 5
TECHNICAL ASSISTANCE NEEDS AND CAPABILITIES FOR POLICE CHIEFS AND SHERIFFS, BY FUNCTIONAL AREA*

Police		Sheriff	
Function	Average Points	Function	Average Points
General Management	127	General Management	45
Personnel Activity	115	Personnel Activity	43
Community Services	110	Community Services	42
Crime Detection	107	Crime Detection	39



Police		Sheriff	
Function	Average Points	Function	Average Points
Crime Detection	182	Community Services	66
Community Services	181	Crime Detection	65
Personnel Activity	170	General Management	61
General Management	169	Personnel Activity	50



*In order to assess technical assistance, the need and capability points for each technical assistance area within a function were totaled (for explanation of the points, see the footnotes of Tables 1 and 3). All points within a function were then added up, and divided by the number of technical assistance areas of the respective functions. The averages were then compared for analysis.

BUDGETS

Law enforcement budgets are based on prior fiscal decisions of municipal councils or county commissions. A major portion of any agency budget is the personnel services budget. This allocation includes the cost of wages, insurance, and miscellaneous fringe benefits granted to agency staff. The departments surveyed were asked to indicate both their total and personnel services budgets. Budget figures for a five year period were requested in order that trend analysis might be done.

The total budgets for police departments show steady annual increases (Table 6). In fact, annual increases were usually larger than the annual rates of inflation. Only in the Large City category did the average budget consistently rise at or near the inflation rate. Sheriff department budget figures rose rapidly in the 1974-1978 time period, and in several cases the rate increase was higher than that of police departments.

Large capital expenditures, such as the purchase of a new fleet of cruisers or the physical moving of a department's location, can cause a sudden spurt in spending. Jail renovation is a costly process which also could explain large increases in sheriff budgets. Judging from the survey data, the personnel services budgets heavily influenced average increases over the five year period. Accounting for more than 65% of an average department budget in any given year (Table 8), major increases in personnel services budgets would affect total budget increases. Table 7 indicates that percent changes in personnel services budgets were even greater than the increases in the total budgets themselves.

The personnel services budget is not comprised of wages alone. Although salary increases do raise the budget figures, so will increases in the cost of insurance, introduction of new benefits, or improvements in existing budgets. Many police departments face the fiscal pressure induced by collective bargaining contracts, while sheriff departments can be affected by county-wide salary increases.

TABLE 6

AVERAGE TOTAL BUDGET AND ANNUAL PERCENT OF CHANGE
FOR POLICE AND SHERIFF DEPARTMENTS 1974-1978

	1974	1975	1976	1977	1978
Large City	7,863,000	8,385,300	8,935,300	9,491,300	10,680,689
Medium City	822,181	900,343	983,313	1,078,100	1,187,300
Small City	244,142	270,190	307,190	341,996	381,563
Large County	1,185,846	1,244,558	1,428,082	1,696,154	2,262,800
Medium County	245,590	282,442	332,088	353,939	410,792
Small County	141,718	175,296	194,359	225,449	256,353
ANNUAL PERCENT OF CHANGE					
	1975	1976	1977	1978	1974-78
Large City	6.6%	6.6%	6.2%	12.5%	35.8%
Medium City	9.5%	9.2%	9.6%	10.1%	44.4%
Small City	10.7%	13.7%	11.3%	11.6%	56.3%
Large County	5.0%	14.7%	18.8%	33.4%	90.8%
Medium County	15.0%	17.6%	6.6%	16.1%	67.2%
Small County	23.7%	10.9%	16.0%	13.7%	80.9%
U.S. Rate of Inflation	9.1	5.8	6.5	7.6	N/A

U.S. Rate of Inflation was based on the unadjusted Consumer Price Index for Wage Earners & Clerical Workers, U.S. all items City Average, for the years 1974-1978.

N/A Not Available



TABLE 7

AVERAGE PERSONNEL SERVICES BUDGET AND PERCENT OF CHANGE
FOR POLICE AND SHERIFF DEPARTMENTS 1974-1978

	1974	1975	1976	1977	1978
Large City	6,544,600	6,608,700	7,612,500	8,149,500	9,642,924
Medium City	676,059	750,282	807,144	892,192	980,884
Small City	200,210	222,385	252,994	278,083	309,507
Large County	895,640	985,804	1,146,078	1,412,006	1,680,700
Medium County	184,572	212,210	240,443	258,256	298,125
Small County	101,246	119,387	139,400	162,374	181,954
ANNUAL PERCENT OF CHANGE					
	1975	1976	1977	1978	1974-78
Large City	1.0%	15.2%	7.0%	18.3%	47.3%
Medium City	11.0%	7.6%	10.5%	9.9%	45.1%
Small City	11.1%	13.8%	9.9%	11.3%	54.6%
Large County	10.1%	16.2%	23.2%	19.0%	87.6%
Medium County	15.0%	13.3%	7.4%	15.4%	61.5%
Small County	17.9%	16.8%	16.5%	12.0%	79.7%
U.S. Inflation Rate	9.1	5.8	6.5	7.6	N/A

U.S. Rate of Inflation was based on the unadjusted Consumer Price Index for Wage Earners & Clerical Workers, U.S. all items City Average, for the years 1974-1978.

N/A Not Available

TABLE 8

PERSONNEL SERVICES BUDGET AS A PERCENT OF THE TOTAL BUDGET 1974-78

	1974	1975	1976	1977	1978
Large City	83%	79%	85%	86%	90%
Medium City	82%	83%	82%	83%	83%
Small City	82%	82%	82%	81%	81%
Large County	75%	79%	80%	83%	74%
Medium County	75%	75%	72%	73%	73%
Small County	71%	68%	72%	72%	71%

Percentages are rounded

The surveyed departments were asked to display their 1978 fiscal budgets, by function, so as to ascertain department priorities. For the purposes of the survey the following functions, and the sections of the department included in each, were as follows:

Operations (Vice, Traffic, Patrol, Detective, Narcotics, Juvenile, and Investigation Bureaus, Crime Prevention, and other tactical units)

Administration (Communications, Personnel, Training, Community Relations, Records, Property Room, and other administrative functions)

Maintenance (Upkeep and repair facilities)

Vehicles (Purchase and care of department vehicles)

Jail Operations (Upkeep and administration of the jail) this function was asked only of sheriffs)

Table 9 shows the division of the budget by function. Police departments clearly favor Operations over the other functions. Sheriffs spend a sizable amount on Operations, but their budgets are more evenly proportioned. Jail Operations is an important area of Sheriff expenditures, particularly in Large Counties.

TABLE 9

AVERAGE FUNCTIONAL DIVISION OF THE BUDGET FOR POLICE AND SHERIFF DEPARTMENTS BY PERCENTAGE,* FISCAL YEAR 1978

	Operations	Administration	Maintenance	Vehicles	Jail Operations
Large City	58%	28%	6%	7%	N/A
Medium City	79%	13%	3%	5%	N/A
Small City	58%	33%	4%	5%	N/A
Large County	22%	18%	10%	10%	40%
Medium County	50%	14%	6%	12%	18%
Small County	46%	20%	8%	12%	14%

*percentages are rounded. N/A not applicable. Jail Operations information was requested for sheriffs only.

A final budget question dealt with zero-base budgeting. As defined in the survey, zero-base budgeting is an item by item justification, even to the smallest detail, of any budget expenditure. Table 10 indicates that zero-base budgeting is not commonly used among Ohio law enforcement agencies.

TABLE 10
PERCENTAGE OF DEPARTMENTS USING
ZERO-BASE BUDGETING

Large City	Medium City	Small City
11%	24%	30%
Large County	Medium County	Small County
33%	29%	35%



Wages

Wages paid to a peace officer are the most visible compensation for services rendered that his department can give him. While salary scales are important for recruiting and retaining competent law enforcement personnel, size of wages is not the only feature of salary administration that merits attention. Management salaries should be noticeably larger than those of line officers to compensate for added responsibilities and induce people to qualify for promotion. Furthermore the spread of a salary range (i.e., the distance between the minimum and maximum salaries of a given rank) is important. The salary range of a patrol officer ought to be wide enough to allow for significant raises even without promotion to management. This would enable a department to retain qualified patrol officers without overstaffing management.¹ Finally, the salaries should be competitive with the labor market.

The 1979 Ohio Law Enforcement Survey asked the surveyed departments for the minimum and maximum salaries of their respective job ranks. In this regard the sheriff's responses were somewhat distinctive in that a sheriff's salary is fixed by law, and requires specific legislation for any changes.² Sheriff wage level responses were not very detailed. Most sheriffs cited only minimum salaries for job ranks, apparently preferring to keep the salary ranges open. The police departments, however, generally had definite minimum and maximum wages for each rank.

Tables 11 and 12 display salary information for police and sheriff departments. Additionally, the Ohio Department of Administrative Services pay classification entitled Police Series has been included for comparative purposes.

This classification series provided the salary ranges for security officers at state universities and mental institutions. It is the closest thing to a statewide law enforcement standard that could be found. (Note: Because its main concern is highway safety, and because it has no geographical boundaries of jurisdiction, the Highway Patrol salary ranges were not used).³

1. Program for the Study of Crime and Delinquency: Standards and Goals Comparison Project: Final Report; Police (Columbus, Ohio: Ohio State University 1974) pgs. 93 & 94
2. Ohio Revised Code Section 325.06
3. Ohio Department of Administrative Services Position Classification and Salary Schedules April 1980 pg. 62. The Police Series data are provided only to allow a better perspective on law enforcement salaries in Ohio. Because job responsibilities and functions vary among the different types of agencies, it is not being suggested that either the "Police Series) scale or the chiefs and sheriffs scale is other than what it should be.

TABLE 11
AVERAGE MINIMUM AND MAXIMUM SALARIES FOR OHIO POLICE DEPARTMENT EMPLOYEES,
AND POLICE SERIES SALARIES

	Large City	Medium City	Small City	Police Series
<u>Chief of Police</u>				
Minimum	26,609	21,576	17,413	17,139
Maximum	30,315	24,133	19,106	23,920
<u>Asst. Chief</u>				
Minimum	25,667	17,914	13,855	N/A
Maximum	28,115	20,917	14,161	N/A
<u>Inspector</u>				
Minimum	25,432	N/A	N/A	N/A
Maximum	27,045	N/A	N/A	N/A
<u>Major</u>				
Minimum	25,467	N/A	N/A	N/A
Maximum	27,797	N/A	N/A	N/A
<u>Captain</u>				
Minimum	22,245	19,197	16,451	N/A
Maximum	23,636	20,879	17,522	N/A
<u>Lieutenant</u>				
Minimum	19,744	18,295	15,663	14,165
Maximum	20,994	20,294	17,666	18,845
<u>Sergeant</u>				
Minimum	17,453	16,150	14,419	12,958
Maximum	18,551	17,656	16,133	17,139
<u>Detective</u>				
Minimum	16,267	13,865	13,546	N/A
Maximum	17,006	15,909	15,767	N/A
<u>Police Officer III</u>				
Minimum	15,822	15,354	13,628	N/A
Maximum	16,676	15,894	14,920	N/A
<u>Police Officer II</u>				
Minimum	14,444	14,079	12,464	11,981
Maximum	16,101	15,387	14,283	15,579
<u>Police Officer I</u>				
Minimum	13,214	12,720	11,513	11,107
Maximum	13,858	14,370	12,811	14,165
<u>Record Clerk</u>				
Minimum	9,381	8,341	8,587	N/A
Maximum	11,290	10,481	10,235	N/A
<u>Dispatcher</u>				
Minimum	11,252	8,711	8,643	N/A
Maximum	13,386	11,004	10,103	N/A
<u>Secretary</u>				
Minimum	10,534	8,442	8,628	N/A
Maximum	12,692	10,642	10,250	N/A
<u>Criminalist</u>				
Minimum	16,270	16,481	N/A	N/A
Maximum	18,314	17,331	N/A	N/A
<u>Telephone Operator</u>				
Minimum	9,044	7,212	9,128	N/A
Maximum	10,712	9,343	9,763	N/A

N/A Not Available

Police department salaries compared favorably with those of Police Series. With only a few exceptions, police departments paid larger salaries to their personnel. The average, minimum salaries of Medium and Small Counties, however, were routinely lower than their Police Series counterparts. Large County was the only sheriff category whose minimum salaries were higher than the Police Series. Comparisons between management and non-management salaries were favorable for both police and sheriffs. Management ranks consistently had higher wages than the rank and file. (One exception: In Small County, Deputy Sheriffs with 15+ years experience were paid more than Sergeants and Chief Deputies made less than Captains or Lieutenants).

The width of pay ranges is a major difference between the surveyed agencies and the Police Series. The Police Series ranges averaged 30% to 40% above the minimum pay levels. Furthermore, these ranges allowed for several pay steps for each job classification. The greatest variance for a uniformed police officer was only 29.6% and many job classifications had pay ranges with variances of less than 10% (Table 13). Since it was so difficult to extract maximum salary levels from the data, the average width of sheriff pay ranges was not attempted. Nevertheless, an examination of Table 12 indicates that the distance between minimum salaries is rather narrow. This suggests that there is a great tendency for overlapping to occur.

It is important to remember that the salary ranges are only averages. There are departments with higher salaries and wider ranges. The narrow ranges, however, do pose a problem. Survey evidence reported by Messrs. Zolitch and Langsner indicates that 10-30% spread is common practice for low level jobs in the private sector. Unfortunately, there are police managerial ranks with average spreads of less than 10%. These narrow pay ranges grant increases that are too small to be significant.

A final comparison concerns law enforcement salaries and those of the private sector. As mentioned earlier, law enforcement wages should be competitive with those of business. Competitive salaries allow law enforcement agencies to better attract high quality job applicants, and retain competent employees. The following table permits comparison of selected private sector salaries and those of selected uniformed law enforcement officers. It is difficult to obtain statewide management salaries for business, and therefore only the salaries of non-supervisory private employees and peace officers are being compared. Figures from June, 1979 were used since that was when the survey was conducted.

4. Ibid; pg. 62

5. Nash, Allen N. and Carroll, Stephen Jr.: The Management of Compensation (Brooks/Cole Publishing Co., Monterrey, California, 1975) pg. 169

TABLE 12
AVERAGE MINIMUM SALARIES FOR OHIO SHERIFF DEPARTMENTS, AND POLICE SERIES SALARIES

	Large County	Medium County	Small County	Police Series
<u>Sheriff</u>				
Minimum	20,000	16,000	13,000	17,139
Maximum				23,920
<u>Chief Deputy</u>				
Minimum	20,381	15,405	11,845	N/A
Maximum				N/A
<u>Captain</u>				
Minimum	18,207	14,486	13,322	N/A
Maximum				N/A
<u>Lieutenant</u>				
Minimum	16,742	13,688	12,575	14,165
Maximum				18,845
<u>Sergeant</u>				
Minimum	15,265	12,745	11,694	12,958
Maximum				17,139
<u>Detective</u>				
Minimum	14,351	11,852	11,514	N/A
Maximum				N/A
<u>Deputy Sheriff</u> <u>15+ yrs.</u>				
Minimum	13,576	12,582	11,766	N/A
Maximum				N/A
<u>Deputy Sheriff</u> <u>10-15 yrs.</u>				
Minimum	14,089	12,332	11,284	N/A
Maximum				N/A
<u>Deputy Sheriff</u> <u>5-10 yrs.</u>				
Minimum	13,961	12,199	11,314	11,981
Maximum				15,579
<u>Deputy Sheriff</u> <u>2-5 yrs.</u>				
Minimum	13,031	11,910	10,693	11,981
Maximum				15,579
<u>Deputy Sheriff</u> <u>1 yr.</u>				
Minimum	12,038	10,496	9,961	11,981
Maximum				15,579
<u>Record Clerk</u>				
Minimum	8,400	7,806	8,060	N/A
Maximum				N/A
<u>Jail Guard</u>				
Minimum	10,732	9,896	8,771	N/A
Maximum				N/A
<u>Dispatcher</u>				
Minimum	9,627	8,468	7,994	N/A
Maximum				N/A
<u>Secretary</u>				
Minimum	8,917	8,717	7,554	N/A
Maximum				N/A
<u>Criminalist</u>				
Minimum	11,997	12,500	14,000	N/A
Maximum				N/A
<u>Telephone Operator</u>				
Minimum	7,400	7,500	N/A	N/A
Maximum				N/A

N/A Not Available

TABLE 13

AVERAGE WIDTH OF SALARY RANGES FOR OHIO POLICE DEPARTMENTS*

	Large City	Medium City	Small City
Chief of Police	13.9%	11.8%	9.7%
Assistant Chief	9.5%	16.8%	2.2%
Inspector	6.3%	N/A	N/A
Major	9.1%	N/A	N/A
Captain	6.2%	8.8%	6.5%
Lieutenant	6.3%	10.9%	12.8%
Sergeant	6.3%	9.3%	11.9%
Detective	4.5%	14.7%	16.4%
Police Officer**	26.1%	24.9%	29.6%
Record Clerk	20.3%	25.6%	19.2%
Dispatcher	19.0%	26.3%	16.9%
Secretary	20.5%	26.1%	18.8%
Criminalist	12.6%	5.2%	N/A
Telephone Operator	18.4%	29.5%	6.9%

* expressed as percentage increase over the minimum salary

** for the sake of analysis, Police Officer I, II, III, were condensed into one generic category

N/A Not Available



TABLE 14

AVERAGE ANNUAL SALARY OF OHIO WORKERS IN VARIOUS INDUSTRY GROUPS
VS.
LAW ENFORCEMENT EMPLOYEES; JUNE, 1979*

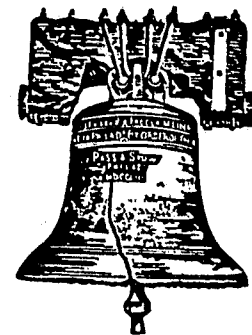
OHIO WORKERS**				
Manufacturing	Mining	Wholesale Trade	Retail Trade	Construction
\$16,940	\$19,512	\$13,099	\$7,148	\$22,601
	Large City	Medium City	Small City	
Police Officer III	16,249	15,624	14,274	
Police Officer II	15,272	14,733	13,373	
Police Officer I	13,536	13,545	12,162	
	Large County	Medium County	Small County	
Deputy Sheriff 15 years +	14,420	12,663	11,730	
Deputy Sheriff 10-15 years	13,832	12,457	11,525	
Deputy Sheriff 5-10 years	14,025	12,265	11,299	
Deputy Sheriff 2-5 years	13,496	12,054	11,003	
Deputy Sheriff 1st year	12,534	11,203	10,327	

* For the sake of analysis, the average Police salary is the mean between the minimum and maximum salaries listed in Table 11. The average Deputy Sheriff salary is the mean between the minimums listed in Table 12.

** Source: Division of Research and Statistics, Ohio Bureau of Employment Services "Hours and Gross Earnings of Production or Non-Supervisory Workers in Ohio. June 1979"

Comparison of private sector and law enforcement salaries reveal some surprises. The overall image of the low paid peace officer is not supported. There are instances in which a peace officer's salary is competitive with the private sector. In fact, average law enforcement salaries are much better than those offered in retail trade. Police departments seem more competitive than sheriffs, and average more than wholesale or retail trade with one exception (Small City: Police Officer I). Sheriff salaries as a rule are less competitive. Only in the Large County category are salaries as competitive as the police departments. Neither police nor sheriff departments are competitive with manufacturing, mining, or construction. Police departments pay less, but at least one category is within competitive range with manufacturing (Large City: Police Officer I). Sheriff departments are at an extreme competitive disadvantage with these three industry groups.

It should be noted that state-wide salary figures do not always reflect the status of local labor markets. Although individual law enforcement salaries might not compare favorably with statewide figures, they may be competitive within the local economy. The overall comparisons do, however, indicate problems within sheriff departments. The data clearly indicates unsuccessful competition with several major sectors of Ohio's economy.



FRINGE BENEFITS

Fringe benefit policies have a wide range of diversity among the various agencies. For example, insurance premiums may be paid entirely by the employer, leaves of absence may or may not be granted, and incentive awards may or may not be given. The following section deals with the fringe benefits offered by police and sheriff departments.

Vacation

Table 15 notes the seniority needed for various amounts of vacation. Police departments are fairly consistent with their seniority requirements. Large Cities require less seniority than Medium or Small Cities for vacation time over three weeks. Sheriff departments are governed by statute in regard to their vacation policy (Ohio Revised Code Section 325.19). Some discretion is allowed the sheriff regarding the use of unused vacation during the year. Unused vacation may be compensated upon retirement, a practice followed by a majority of police departments (Table 16). Differences exist in the number of accrued days that will be compensated. Large Cities, on the average, compensate more than Medium or Small Cities. Sheriff departments are directed by Ohio Revised Code Section 121.161 to compensate up to three years worth of accrued vacation.

TABLE 15
LENGTH OF SENIORITY NECESSARY FOR VACATION TIME BY SIZE CATEGORY, IN YEARS

	1 Week	2 Weeks	3 Weeks	4 Weeks	5+ Weeks
Large City	1 year	1 year	6 years	13 years	18 years
Medium City	1 year	1 year	8 years	14 years	20 years
Small City	1 year	1 year	8 years	14 years	20 years
Large County*	N/A	1 year	8 years	15 years	25 years
Medium County*	N/A	1 year	8 years	15 years	25 years
Small County*	N/A	1 year	8 years	15 years	25 years

* Counties are governed by Ohio Revised Code Section 325.19

N/A Not Applicable



TABLE 16
PERCENTAGE OF DEPARTMENTS COMPENSATING VACATION TIME UPON RETIREMENT

Large City	Medium City	Small City
90%	76%	66%
Large County*	Medium County*	Small County*
100%	100%	100%

* Counties are governed by Ohio Revised Code Section 121.161

TABLE 17
AVERAGE MAXIMUM AMOUNT OF VACATION COMPENSATED UPON RETIREMENT, IN DAYS

Large City	Medium City	Small City
47	28	27
Large County	Medium County	Small County
3 years*	3 years*	3 years*

*Ohio Revised Code Section 121.161. An employee can be compensated for up to three years worth of accrued vacation. Because individuals qualify for different lengths of vacation, based on seniority, it is difficult to give a general average.

TABLE 18
AVERAGE MAXIMUM AMOUNT OF VACATION ACCRUABLE BY A LAW ENFORCEMENT EMPLOYEE, IN DAYS

Large City	Medium City	Small City
53	29	28
Large County	Medium County	Small County
3 years*	3 years*	3 years*

*Ohio Revised Code Section 121.161. An employee can accrue up to three years worth of vacation. Because individuals qualify for different lengths of vacation, based on seniority, it is difficult to give a general average.

Sick Leave and Holidays

Tables 19, 20, 21, and 22 provide sick leave information. departments allow three to four weeks annual sick leave (Table 19), depending on the department's size. Most permit compensation for unused sick leave upon retirement, although Small Cities are somewhat more reluctant to do this than the others (Table 20): Medium Cities generally allow an individual more sick leave accrual than Large or Small Cities (Table 22), and consequently compensate for more sick leave at retirement (Table 21). Sheriff departments, governed by Ohio Revised Code Section 124.38, permit fifteen days sick leave per year. There is unlimited accrual of sick leave, and Ohio Revised Code Section 124.39.1 allows up to one quarter of one-hundred and twenty days to be compensated at retirement. Concerning holidays, ten designated days are granted to employees in four of the categories (Large, Medium, and Small Counties; Small City), while Large and Medium Cities grant an average of eleven annual holidays.

TABLE 19

NUMBER OF ANNUAL SICK DAYS ALLOWED A LAW ENFORCEMENT EMPLOYEE

Large City	Medium City	Small City
15	15	19
Large County	Medium County	Small County
15	15	15



TABLE 20

PERCENTAGE OF DEPARTMENTS COMPENSATING SICK LEAVE UPON RETIREMENT

Large City	Medium City	Small City
84%	88%	81%
Large County	Medium County	Small County
100%	100%	100%

TABLE 21

AVERAGE MAXIMUM AMOUNT OF SICK LEAVE COMPENSATED UPON RETIREMENT, IN DAYS

Large City	Medium City	Small City
94	95	81
Large County	Medium County	Small County
30	30	30



TABLE 22

MAXIMUM AMOUNT OF SICK LEAVE ACCRUABLE BY A LAW ENFORCEMENT EMPLOYEE, IN DAYS

Large City	Medium City	Small City
169	229	129
Large County	Medium County	Small County
unlimited	unlimited	unlimited



Health Insurance

This is the most common kind of insurance offered by a law enforcement agency. Insurance premiums might be paid entirely by the department, or a percentage of the premium may be borne by the employee. Depending on the policy, employees may be able to extend coverage to their entire families. Blue Cross and/or Blue Shield plans are the most common health insurance benefits provided to Ohio's law enforcement agencies. Additionally, Ohio's law enforcement agencies hold policies from a number of companies which may be either national or regional in scope. Table 23 indicated the most common insurance companies that cover law enforcement departments.

TABLE 23

TOP THREE INSURANCE COMPANIES UTILIZED BY POLICE AND SHERIFF DEPARTMENTS

Large City	Medium City	Small City
1. Blue Cross/Blue Shield	1. *Blue Cross/Blue Shield	1. Blue Cross
2. Blue Cross	2. Blue Cross	2. Aetna
3. Connecticut General	3. Aetna	3. Metropolitan
	3. Connecticut General	
Large County	Medium County	Small County
1. Blue Cross/Blue Shield	1. Blue Cross/Blue Shield	1. Blue Cross/Blue Shield
2. Blue Cross	2. Blue Cross	2. Blue Cross
3. *Connecticut General	3. Aetna	3. *Prudential
*Union Mutual Life		*Confederation Life
Insurance		*Aetna
*Zeta Insurance		*Metropolitan

N.B. Blue Cross covers hospitalization costs while Blue Shield covers doctors fees and payments. They are not always offered together. * Indicates a tie.

The insuring companies provide a variety of coverage benefits that are tailored to the department's needs. Payment of premiums ordinarily follows one of two basic formulas: 1) contributory: the individual employee pays a portion of the premium while the department pays the larger portion, and 2) non-contributory: the department assumes payment of the entire premium. Family coverage allows the individual to provide health insurance for his entire family. Table 24 illustrates that this action is about as popular as the full premium option statewide.

TABLE 24

PERCENTAGE OF DEPARTMENTS PAYING FULL PREMIUM,
AND PERCENTAGE OF DEPARTMENTS ALLOWING FAMILY COVERAGE
BY SIZE CATEGORY

	Full Premium	Family Coverage
Large City	100%	95%
Medium City	92%	76%
Small City	83%	76%
Large County	86%	90%
Medium County	79%	75%
Small County	49%	84%

Full premium payments and family coverage appear to be fairly common benefits for police departments. They are also common among sheriff departments, although Small Counties have proportionately fewer departments pay full premiums. This is probably a reflection of a scarcity of available funds. Those departments which do not pay 100% of the premium usually pay 80%, with the individual contributing the remainder.

Time Worked Over Forty Hours

Typically, law enforcement agencies pay a full-time employee a straight salary for a forty-hour week. Overtime compensation ordinarily takes one of four different forms: 1) straight time; the usual hourly rate of pay, 2) time and one half; one and one-half times the usual hourly rate of pay, 3) double time; twice the usual hourly rate of pay, 4) compensatory time; additional hours of excused absence from work calculated at one and one-half hours for every hour of overtime.

TABLE 25

MOST COMMONLY USED MEANS OF COMPENSATION FOR TIME WORKED OVER FORTY HOURS
(IN DESCENDING ORDER)

Large City	Medium City	Small City
1. Time and One-Half	1. Time and One-Half	1. Time and One-Half
2. Compensatory Time	2. Compensatory Time	2. Compensatory Time
3. Double Time	3. Straight Time	3. Straight Time
4. Straight Time	4. Double Time	4. Double Time
Large County	Medium County	Small County
1. Compensatory Time	1. Compensatory Time	1. Compensatory Time
2. Time and One-Half	2. Time and One-Half	2. Time and One-Half
3. Straight Time	3. Straight Time	3. Straight Time
4. Double Time	4. Double Time	4. Double Time

The consistency of police and sheriffs is remarkable in this regard: all police departments rated time and one-half as the most common means of compensation, and all the sheriffs were uniform in their compensation rankings. The only break in the uniformity is that Large Cities use double time more often than straight time. The most frequently used compensation means for sheriffs is compensatory time.

Miscellaneous Benefits

All of the above benefits are standard considerations of any fringe benefit program. The miscellaneous benefits mentioned below, however, tend to be much more "optional" in nature. Certainly a major consideration in offering any of them is expense. Dental insurance, for example, is quite expensive. Incentive awards may be a desirable motivation device, but a tight budget may prohibit its use. Table 26 lists several such miscellaneous fringe benefits, and the percentage of departments offering them.

TABLE 26
PERCENTAGE OF DEPARTMENTS OFFERING OPTIONAL MISCELLANEOUS
FRINGE BENEFITS

	Life Insurance	Dental Insurance	Leave of Absence	Incentive Award
Large City	84%	37%	95%	16%
Medium City	84%	24%	76%	20%
Small City	64%	21%	69%	27%
Large County	57%	5%	90%	24%
Medium County	29%	8%	83%	33%
Small County	16%	3%	62%	22%

Leaves of absence and life insurance are the most common miscellaneous benefits offered by police. Large County sheriff offices show a similar tendency. In Medium and Small Counties, however, incentive awards are more common than life insurance. Dental insurance is rarely offered in any category. Departments can, if they choose, provide for more than one of the miscellaneous benefits.



APPENDIX A OHIO LAW ENFORCEMENT SURVEY JURISDICTION SIZE CATEGORIES

LARGE CITIES

(50,000+)

Akron
Lima
Mansfield
Elyria
Lorain
Youngstown
Canton
Warren
Hamilton
Springfield
Cleveland Hts.
Euclid
Lakewood
Cleveland
Columbus
Cincinnati
Toledo
Dayton
Kettering

TOTAL AGENCIES: 19

APPENDIX B
MEDIUM CITIES
(25,000-49,999)

Barberton
Cuyahoga Falls
Sandusky
Marion
Bowling Green
Mentor
Kent
Alliance
Massillon
Middletown
Fairborn
Xenia
Lancaster
Stuebenville
Zanesville
Brook Park
East Cleveland
Garfield Hts.
Maple Hts.
North Olmstead
Shaker Hts.
South Euclid
Upper Arlington
Whitehall
Norwood

TOTAL AGENCIES: 25

APPENDIX C
SMALL CITIES
(2,500-24,999)

Fairlawn
Hudson
Mogadore
Northfield
Norton
Silver Lake
Stow
Tallmadge
Richfield
Delphos
Ashland
Wapakoneta
Crestline
Defiance
Huron
Vermilion
Archbold
Swanton
Norwalk
Willard
Mt. Vernon
Oak Harbor
Ottawa
Ontario
Shelby
Tiffin
Bryan
Perrysburg
Rossford
Northwood
Upper Sandusky
Ashtabula
North Kingsville
Salem
Wellsville
Chardon
Mentor-on-the-Lake
Painesville
Wickliffe
Willoughby
Avon
Avon Lake
North Ridgeville
Sheffield Lake
Campbell
Canfield

Sebring
Medina
Wadsworth
Lodi
Ravenna
Streetsboro
Louisville
Minerva
Girard
Orrville
Rittman
Fairfield
Oxford
New Carlisle
Bethel
New Richmond
Blanchester
Wilmington
Greenville
Yellow Springs
Bellbrook
Piqua
Tipp City
Troy
Eaton
Sidney
South Lebanon
Springboro
Athens
Nelsonville
Bellaire
Georgetown
Coshocton
Delaware
Washington C.H.
Hillsboro
Mingo Junction
Toronto
Woodsfield
Circleville
Waverly
Ironton
London
Chillicothe
New Boston
Dennison

Van Wert
Belpre
Marietta
Beachwood
Bedford Hts.
Brecksville
Broadview Hts.
Brooklyn
Chagrin Falls
Fairview Park
Highland Hts.
Mayfield Hts.
Middlebury Hts.
Moreland Hills
Newburgh Hts.
Oakwood
Olmsted Falls
Richmond Hts.
Rocky River
Strongsville
University Hts.
Gahanna
Grove City
Hilliard
Reynoldsburg
Westerville
Worthington
Cheviot
Deer Park
Indian Hills
Lockland
Madeira
Montgomery
Mt. Healthy
Springdale
Wyoming
Sylvania
Germantown
Miamisburg
Moraine
Englewood
New Lebanon

TOTAL AGENCIES: 139

APPENDIX D
LARGE COUNTIES
(100,000+)

Summit
Allen
Richland
Wood
Columbiana
Lake
Lorain
Mahoning
Medina
Portage
Stark
Trumbull
Butler
Clark
Greene
Licking
Cuyahoga
Franklin
Hamilton
Lucas
Montgomery

TOTAL AGENCIES: 21

APPENDIX E
MEDIUM COUNTIES
(50,000-99,999)

Crawford
Erie
Hancock
Huron
Marion
Sandusky
Seneca
Ashtabula
Geauga
Wayne
Darke
Miami
Warren
Athens
Belmont
Delaware
Fairfield
Jefferson
Lawrence
Muskingum
Ross
Scioto
Tuscarawas
Washington

TOTAL AGENCIES: 24

APPENDIX F
SMALL COUNTIES
(0-49,999)

Ashland
Auglaize
Defiance
Fulton
Hardin
Henry
Knox
Mercer
Morrow
Ottawa
Paulding
Putnam
Van Wert
Williams
Champaign
Clinton
Logan
Perry
Preble
Adams

Coshocton
Fayette
Gallia
Guernsey
Harrison
Highland
Hocking
Holmes
Jackson
Madison
Meigs
Morgan
Pickaway
Pike
Union
Vinton
Wyandot

TOTAL AGENCIES: 37

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