



Bureau of Justice Statistics Technical Report

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Local Law Enforcement Block Grant Program, 1996-2004

Lynn Bauer
BJS Statistician

In the 104th Congress, the House of Representatives passed the Local Law Enforcement Block Grant Act (H.R. 728) of 1995. This amended the Violent Crime Control and Law Enforcement Act of 1994 to establish the Local Law Enforcement Block Grant (LLEBG) Program.

The Fiscal Year 1996 Appropriations Act (Public Law 104-034) instructed the Bureau of Justice Assistance (BJA) to make funds available to units of general purpose local government under the LLEBG Program pursuant to H.R. 728. The grants were to be based on a jurisdiction's number of Uniform Crime Reports (UCR) Part I violent crimes reported to the Federal Bureau of Investigation (FBI). The LLEBG program provides funds to units of local government to reduce crime and improve public safety (see box on page 2). Each year since 1996 Congress has appropriated funds to continue the program.

This report describes the LLEBG formula calculation stages, including the determination of how funds are distributed, and provides an example of the award process.

Program trends

Since the LLEBG program began in FY 1996, the total award has decreased from \$424 million to \$115 million in 2004 (figure 1). As a result, the minimum allocation amount (de minimus) to a State in 2004 was \$286,882, a decrease of 72% from 1996 (\$1,060,000). Twelve States received the minimum allocation in 2004.

In FY 2004 Alaska received the lowest award amount (\$291,401). California

received the largest (\$16,428,618), followed by Florida, Texas, New York, Illinois, and Michigan (table 1). The percentage change in the total State allocation between FY 1996 and FY 2004 was greatest in Puerto Rico (-84%), followed by New York (-81%), Kentucky (-80%) and California (-77%) (table 2).

The decrease in program funds has also affected eligibility for local governments. Over 1,200 local governments that received a FY 2003 award were ineligible for an allocation in FY 2004 (figure 2).

The total local law enforcement block grant award amount for FY 2004 almost \$115 million

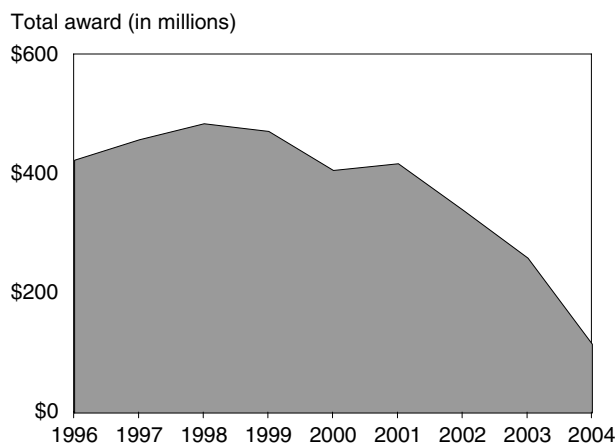


Figure 1

Formula calculation process

The formula calculation process for distributing funds in the LLEBG program is completed in two stages:

Stage I: State allocation

In the first stage, State allocations are calculated proportionate to each State's average annual number of UCR Part I violent crimes compared with

that for all other States for the three most recent calendar years of data from the FBI dating back to 1992. The program mandates, however, that each State must receive a minimum award (the de minimus) of 0.25% of the total amount available under the LLEBG program. The de minimus funds are subtracted from the total LLEBG allocation and the new total is then distributed to the remaining non-de minimus States. See *Example of*

award process on page 4 for more complete description of the de minimus process.

Stage II: Local allocation

In the second stage, local awards are made proportionate to each reporting local jurisdiction's average annual number of UCR Part I violent crimes compared with that for all other local jurisdictions in the State for the three

Table 1. State and local allocation amounts, including Territories, FY 2004

State	Allocation amounts to State and local governments			Percent of allocation going to —			Territory award
	State allocation	Total to State government	Total to local government	State government	Local government	Territory	
Alabama	\$1,629,758	\$507,177	\$1,122,581	31.1%	68.9%	American Samoa	\$47,336
Alaska	291,401	126,508	164,893	43.4	56.6	Northern Mariana	24,385
Arizona	2,141,590	226,862	1,914,728	10.6	89.4	Guam	286,882
Arkansas	909,362	368,824	540,538	40.6	59.4	Puerto Rico	988,608
California	16,428,618	1,192,160	15,236,454	7.3	92.7	Virgin Islands	286,882
Colorado	1,136,508	239,364	897,144	21.1	78.9		
Connecticut	882,036	253,089	628,947	28.7	71.3		
Delaware	410,283	222,553	187,730	54.2	45.8		
District of Columbia	702,803	702,803	0	100.0	0.0		
Florida	10,137,587	850,285	9,287,302	8.4	91.6		
Georgia	3,242,053	769,862	2,472,191	23.7	76.3		
Hawaii	286,882	9,428	277,454	3.3	96.7		
Idaho	286,882	126,681	160,201	44.2	55.8		
Illinois	6,498,211	765,573	5,732,638	11.8	88.2		
Indiana	1,723,500	384,950	1,338,550	22.3	77.7		
Iowa	616,660	163,125	453,535	26.5	73.5		
Kansas	820,774	259,407	561,367	31.6	68.4		
Kentucky	899,499	406,300	493,199	45.2	54.8		
Louisiana	2,424,246	403,851	2,020,395	16.7	83.3		
Maine	286,882	188,667	98,215	65.8	34.2		
Maryland	3,180,192	294,242	2,885,950	9.3	90.7		
Massachusetts	2,468,202	616,067	1,852,135	25.0	75.0		
Michigan	4,353,759	846,147	3,507,612	19.4	80.6		
Minnesota	1,042,115	428,984	613,131	41.2	58.8		
Mississippi	779,290	298,892	480,398	38.4	61.6		
Missouri	2,218,467	582,305	1,636,162	26.2	73.8		
Montana	286,882	156,888	129,994	54.7	45.3		
Nebraska	468,110	74,205	393,905	15.9	84.1		
Nevada	862,570	70,729	791,841	8.2	91.8		
New Hampshire	286,882	192,091	94,791	67.0	33.0		
New Jersey	2,574,696	702,033	1,872,663	27.3	72.7		
New Mexico	1,108,505	243,929	864,576	22.0	78.0		
New York	8,077,117	858,727	7,218,390	10.6	89.4		
North Carolina	3,174,779	790,538	2,384,241	24.9	75.1		
North Dakota	286,882	111,349	175,533	38.8	61.2		
Ohio	2,955,753	644,317	2,311,436	21.8	78.2		
Oklahoma	1,352,488	485,038	867,450	35.9	64.1		
Oregon	913,006	242,421	670,585	26.6	73.4		
Pennsylvania	3,967,419	1,271,839	2,695,580	32.1	67.9		
Rhode Island	286,882	70,251	216,631	24.5	75.5		
South Carolina	2,458,781	402,345	2,056,436	16.4	83.6		
South Dakota	286,882	97,541	189,341	34.0	66.0		
Tennessee	3,152,189	669,740	2,482,449	21.2	78.8		
Texas	9,059,635	1,436,961	7,622,674	15.9	84.1		
Utah	439,665	150,734	288,931	34.3	65.7		
Vermont	286,882	192,666	94,216	67.2	32.8		
Virginia	1,626,765	396,897	1,229,868	24.4	75.6		
Washington	1,685,425	360,762	1,324,663	21.4	78.6		
West Virginia	444,870	339,575	105,295	76.3	23.7		
Wisconsin	991,393	329,843	661,550	33.3	66.7		
Wyoming	286,882	147,694	139,188	51.5	48.5		

most recent calendars years. Only those jurisdictions which qualify for an award of \$10,000 or more are eligible to receive an allocation.

If a unit of local government is allocated less than \$10,000 for the payment period, the amount is not awarded but transferred to the chief executive officer of the State. These funds must then be distributed among State police departments that provide law enforcement services to units of local government and to units of local government whose award is less than what is reasonable to reduce crime and improve public safety. Local governments who do not report to the UCR program are not eligible for LLEBG funding.¹

The District of Columbia, Puerto Rico, and Guam are treated as independent States with no requirement to distribute funds to units of local government.² The Virgin Islands receives the amount of one de minimus award, and American Samoa and the Northern Mariana Islands receive a percentage of one de

¹As defined in H.R. 728, section 104(b)(7).
²As defined by Public Law 108-7, Guam is considered as a State for all purposes under H.R. 728, retroactive to October 1, 2000.

minimus award, 33% and 17%, respectively.

To be considered eligible for the LLEBG program, a jurisdiction must be a general purpose unit of the local government that carries out substantial governmental duties. The unit of local government must report, via its law enforcement agency or agencies, to the UCR program of the FBI.

Disparate jurisdictions

In some cases, a disparity may exist between funding eligibility of a county and associated municipalities.³ By

³LLEBG disparate certification process <http://www.ojp.usdoj.gov/bja/grant/disparate_certificate_process.html>.

statute, a potential disparity exists when —

1. “an associated municipality’s eligible funding amount is greater by legislatively prescribed standards than the funding amount of the county (a unit of local government’s share cannot exceed 200 percent of the adjacent county’s for a single municipality; 400 percent for multiple municipalities),” and;
2. “the county bears more than 50 percent of prosecution or incarceration costs for UCR Part I violent crimes reported by the corresponding municipality’s police department.”

If a county is disparate with multiple municipalities, the county must show that funding allocation to those

States vary widely in how the allocations are distributed to localities

In FY 2004 over 90% of allocation amounts went to local governments within California (93%), Florida (93%), Hawaii (97%) and Nevada (92%). The balance of those allocations were to remain at the State government level.

States with the lowest percent allocation to local governments were Montana (45%), Maine (34%), New Hampshire (33%), Vermont (33%), and West Virginia (24%).

LLEBG program purposes

Amounts paid to a unit of local government are authorized for use by the unit for reducing crime and improving public safety, including but not limited to, one or more of the following purposes:

- Hiring, training, and employing on a continuing basis new, additional law enforcement officers and necessary support personnel
- Paying overtime to presently employed law enforcement officers and necessary support personnel for the purpose of increasing the number of hours worked by such personnel
- Procuring equipment, technology, and other material directly related to basic law enforcement functions
- Enhancing security measures in and around schools and in and around any other facility or location which is considered by the unit of local government to have a special risk for incidents of crime
- Establishing crime prevention programs that may, though not exclusively, involve law enforcement officials and that are intended to discourage, disrupt, or interfere

with the commission of criminal activity, including neighborhood watch and citizen patrol programs, sexual assault and domestic violence programs, and programs intended to prevent juvenile crime

- Establishing or supporting drug courts
- Establishing early intervention and prevention programs for juveniles to reduce or eliminate crime
- Enhancing the adjudication process of cases involving violent offenders, including the adjudication process of cases involving violent juvenile offenders.
- Enhancing programs under subpart 1 of part E of the Omnibus Crime Control and Safe Streets Act of 1968
- Establishing cooperative task forces between adjoining units of local government to work cooperatively to prevent and combat criminal activity, particularly criminal activity that is exacerbated by drug or gang-related involvement
- Establishing a multi-jurisdictional task force, particularly in rural areas, composed of law enforcement officials representing units of local government that works with Federal law enforcement officials to prevent and control crime.

municipalities will likely threaten the efficient administration of justice.

To qualify for payment, the unit of local government, together with any such specified geographically contiguous local government, is required to submit a joint application for the aggregate of funds allocated to the units of local government. An agreement must be reached with the State attorney general in order for the disparate local and county jurisdictions to receive funds.

Example of award process

As discussed in stage 1, each State receives a de minimus or 0.25% of the total LLEBG. For LLEBG 2003 this amount was \$286,882. Any State with a 3-year violent crime average that results in an allocation less than \$286,882, received the de minimus award instead of what they would have received based on crime alone. The total de minimus award of \$286,882 is not added to the crime-based award amount. Rather, the difference between what each State would have received based on crime and the de minimus amount for that year is added to the crime-based award to total the de minimus. This is referred to as the "de minimus bonus."

For example, for the 2004 LLEBG calculation (using violent crime data from 1999-2001), North Dakota's 3-year UCR violent crime average was 484, which is 0.03% of the total number of UCR violent crimes reported by the 50 States, District of Columbia, Puerto Rico, the Virgin Islands, Guam, and the combined territories (American Samoa and Northern Mariana Islands). This amounts to an initial UCR-based formula award of \$38,481. Because this is less than the de minimus that each State is required to receive, North Dakota will receive the difference between their UCR-based crime award (\$38,481) and the de minimus (\$286,882), which amounts to \$248,401 (de minimus bonus). The de minimus bonus is added to their crime award of \$38,481 (to equal \$286,882). After all de minimus States are calculated, the total de minimus award is

Table 2. Award allocation and percent change, by State, FY 2004 and FY 1996

State	Award allocation		Percent change, FY 1996-2004
	FY 2004	FY 1996	
Total	\$114,752,993	\$424,000,000	-72.9%
Alabama	1,629,758	7,032,116	-76.8
Alaska	291,401	1,060,000	-72.5
Arizona	2,141,590	5,945,933	-64.0
Arkansas	909,362	3,085,362	-70.5
California	16,428,618	72,099,876	-77.2
Colorado	1,136,508	4,248,372	-73.2
Connecticut	882,036	3,323,700	-73.5
Delaware	410,283	1,060,000	-61.3
District of Columbia	702,803	.	.
Florida	10,137,587	35,157,554	-71.2
Georgia	3,242,053	10,566,913	-69.3
Hawaii	286,882	1,060,000	-72.9
Idaho	286,882	1,060,000	-72.9
Illinois	6,498,211	24,421,419	-73.4
Indiana	1,723,500	6,265,641	-72.5
Iowa	616,660	1,865,847	-67.0
Kansas	820,774	2,715,493	-69.8
Kentucky	899,499	4,382,064	-79.5
Louisiana	2,424,246	9,382,065	-74.2
Maine	286,882	1,060,000	-72.9
Maryland	3,180,192	10,528,283	-69.8
Massachusetts	2,468,202	9,936,363	-75.2
Michigan	4,353,759	15,887,630	-72.6
Minnesota	1,042,115	3,338,259	-68.8
Mississippi	779,290	2,551,820	-69.5
Missouri	2,218,467	8,407,160	-73.6
Montana	286,882	1,060,000	-72.9
Nebraska	468,110	1,251,874	-62.6
Nevada	862,570	2,594,630	-66.8
New Hampshire	286,882	1,060,000	-72.9
New Jersey	2,574,696	10,571,309	-75.6
New Mexico	1,108,505	3,208,099	-65.4
New York	8,077,117	41,375,700	-80.5
North Carolina	3,174,779	10,096,145	-68.6
North Dakota	286,882	1,060,000	-72.9
Ohio	2,955,753	12,092,080	-75.6
Oklahoma	1,352,488	4,449,811	-69.6
Oregon	913,006	3,352,024	-72.8
Pennsylvania	3,967,419	11,026,582	-64.0
Rhode Island	286,882	1,060,000	-72.9
South Carolina	2,458,781	7,860,501	-68.7
South Dakota	286,882	1,060,000	-72.9
Tennessee	3,152,189	8,305,395	-62.0
Texas	9,059,635	29,522,175	-69.3
Utah	439,665	1,201,857	-63.4
Vermont	286,882	1,060,000	-72.9
Virginia	1,626,765	5,153,368	-68.4
Washington	1,685,425	5,896,204	-71.4
West Virginia	444,870	1,060,000	-58.0
Wisconsin	991,393	2,945,904	-66.3
Wyoming	286,882	1,060,000	-72.9
Puerto Rico	988,608	6,054,472	-83.7
Virgin Islands	286,882	1,060,000	-72.9
Combined:	358,603	1,060,000	-66.2%
American Samoa	47,336	349,800	-86.5
Guam		530,000	-45.9
N. Mariana Islands		180,200	-86.5
... Not applicable.			

deducted from the total LLEBG award (\$115,000,000 - \$3,514,310 = \$111,485,690). (Note that the violent crime averages and crime-based awards for de minimus States are removed from the basis for calculating allocations for remaining States).

Following calculation of the de minimus awards, the awards for other States need to be calculated. The percentage of 3-year violent crime averages for each non-de minimus State is recomputed in proportion to the total violent crime averages for all non-de minimus

In FY 2004, 1,364 local governments eligible to receive an award, down from 3,190 in 1996 — a 57% decrease

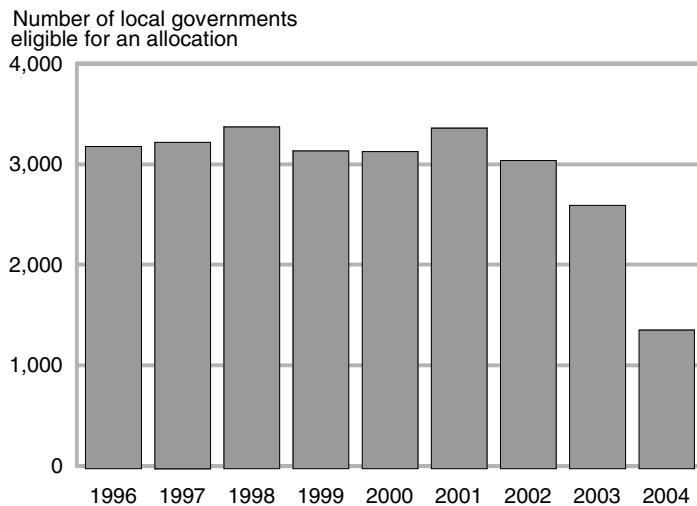


Figure 2

States. A final State award is made based on the newly recalculated percentage of violent crime average proportionate to the new LLEBG amount of \$111,485,690.

In FY 2004 Alabama was a non-de minimus State, receiving an initial total State award of \$1,659,652 based on their 3-year UCR violent crime average of 20,874. This is 1.45% of the total UCR 3-year violent crime averages reported by the 50 States, the District of Columbia, Puerto Rico, the Virgin Islands, Guam, and the combined territories. After all de minimus States received their awards and were removed from the formula, Alabama's percentage of the total average UCR violent crime was recomputed to 1.47%, but this was based on \$111,485,690, not the original LLEBG award of \$115 million. Therefore, the final award — after a proportional reduction for this non-de minimus State — was less, \$1,629,758, than what it was (\$1,659,652) prior to the de minimus States receiving their awards.

Methodology

The data used to calculate the allocation amounts are collected from numerous sources including the most recently available UCR Part I Violent Crime data from the FBI's *Crime in the United States* (CIUS) and county, municipal, and township data from the Census Bureau.

Data collection

The most recent State-level violent crime data are obtained from the FBI's CIUS on an annual basis. Data for local jurisdictions are obtained in an electronic format directly from the FBI. For FY 2004, data from 1999 to 2001 were used.

The total LLEBG Program annual allocation is determined by congressional appropriation.

Limitations of data

The sum of the UCR violent crimes for all local governments within a State will not equal the amount reported by that State in the FBI's annual publication. BJS uses the published UCR State figures, which represent official FBI estimates of crime in a State. The FBI imputes crime data to compensate for nonreporting local agencies. These imputed values attributed to nonreporting local jurisdictions do not appear on the electronic datafile provided to BJS and therefore are not used in the formula calculation.

Definition of terms

Allocation - an amount designated by formula calculation.

Award - an amount actually received by a State or locality.

Geographically contiguous unit of local government - a unit of local government that has jurisdiction over areas located within the boundaries of an area over which a unit of local government has jurisdiction.

Non-de minimus States - The District of Columbia, Puerto Rico, and Guam are treated as independent States; that is, there is no distribution of funds to units of local government. The Virgin Islands receive one de minimus award. American Samoa and the Northern Mariana Islands share a half of a single de minimus award, 33% and 17%, respectively.

Reporting unit of local government - any unit of local government that reported Part 1 violent crimes to the Federal Bureau of Investigation for the 3 most recent calendar years for which such data are available.

Unit of local government - counties, towns, townships, villages, cities, parishes, Indian tribes, Alaska Native villages, and parish sheriffs in Louisiana that carry out substantial governmental duties.

Sources of additional information

For more information about the LLEBG Formula Block Grant Program and application process, refer to the Bureau of Justice Assistance website at <http://www.ojp.usdoj.gov/BJA/grant/Llebg_00main.html>.

For H.R. 728 Local Government Law Enforcement Block Grants Act of 1995, see <http://www.ojp.usdoj.gov/BJA/Grant/LLEBG_HR728.html>.

For public Law 108-7, Consolidated Appropriations Resolution, 2003, refer to the Library of Congress website at <<http://www.thomas.loc.gov>>. See the section "Office of Justice Programs, State and Local Law Enforcement Assistance" in the public law.

The Bureau of Justice Statistics is the statistical agency of the U.S. Department of Justice. Lawrence A. Greenfeld is director.

Lynn Bauer, Statistician in the Law Enforcement, Adjudication, and Federal Statistics Unit at BJS, wrote this report under the supervision of Steven K. Smith. Linda Hammond-Deckard of the Bureau of Justice Assistance reviewed the report; Tina Dorsey and Tom Hester of BJS edited it.

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