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Justice Expenditure and Employment in the United States, 2001

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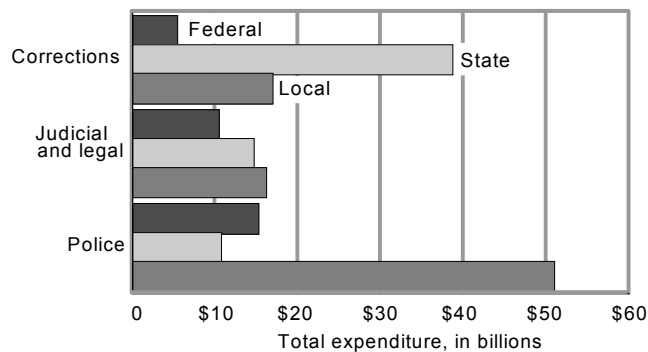
In 2001 the United States spent a record \$167 billion for police protection, corrections, and judicial and legal activities. The Nation's expenditure for operations and outlays for the justice system increased 366% from almost \$36 billion in 1982 (a 165% increase in constant dollars).

Local governments funded nearly half of all direct justice system expenses. Another 35% of direct justice funding came from the States. Criminal and civil justice expenditures comprised approximately 7% of all State and local public expenditures in 2001.¹ Compared to justice expenditures, State and local governments in the United States spent almost 4 times as much on education, almost twice as much on public welfare, and a roughly equal amount on hospitals and health-care. (See figure on page 4.)

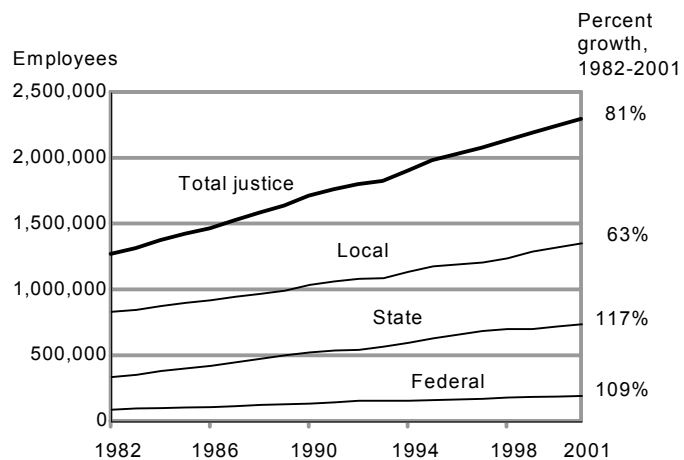
In March of 2001 the Nation's justice system employed nearly 2.3 million persons, with a total March payroll of \$8.1 billion. More than half of all justice employees worked at the local level (63% of whom worked in police protection). A third were State employees (64% in corrections). The remaining

Expenditure for justice functions varies by level of government

In fiscal year 2001 States spent \$38.4 billion for corrections. Local governments spent the most for police functions —\$50.7 billion.



The total number of justice employees grew 81% between 1982 and 2001, with State governments having the largest percentage increase (117%)



¹For definitions of terms, see page 8.

9% were Federal employees, of whom more than half worked in police protection.

Data presented in this report are derived from the Justice Expenditure and Employment Extracts, compiled from the U.S. Census Bureau's Annual Government Finance Survey and Annual Survey of Public Employment. The extracts present public expenditure and employment data pertaining to justice activities in the United States, including police, judicial and legal services, and correctional activities.

Trends in spending, by level of government

Since 1982 total justice expenditures more than quadrupled from nearly \$36 billion to over \$167 billion, a 366% increase. The average annual increase for all levels of government between 1982 and 2001 was 8% (table 1).

Between 1982 and 2001, per capita expenditure, including Federal, State, and local governments across justice functions, increased from \$158 to \$586, approximately 271% (figure 1 and *Appendix table*, page 8). During the same time period, corrections had the largest increase from \$39 to \$200

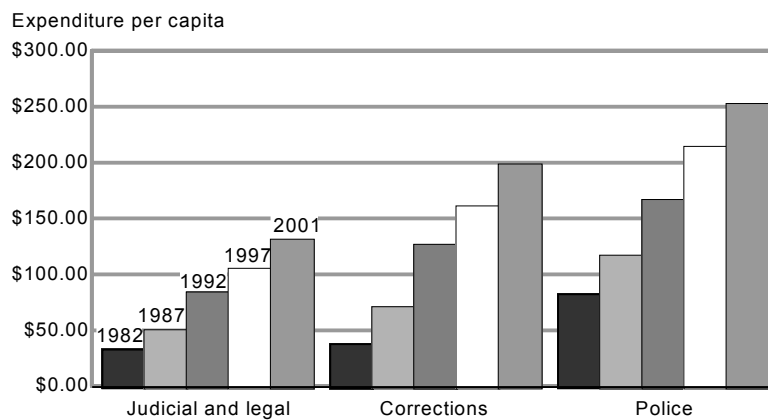
(over 400%) per U.S. resident. Per capita expenditure for judicial and legal services increased from \$34 to \$132 (288%) followed by police protection, \$84 to \$254 or 202%.

The total justice expenditure reflected the Federal Government's expanded role as it had a larger average annual increase in justice spending from 1982 to 2001 (11%) than the State and local

governments (9% and 7%, respectively).

Federal intergovernmental spending on justice activities rose from \$189 million in 1982 to more than \$5.2 billion in 2001. This increase was due to the creation of several large grant programs in the 1980's and 1990's. (Sources of additional information about the grant programs are listed on page 10.)

The total expenditure for judicial and legal, corrections, and police protection services more than tripled between 1982 and 2001, with corrections having the largest per capita increase — over 400%



Note: The per capita estimates of expenditure are not adjusted for inflation. *Appendix table* on page 8 presents the total and per capita expenditures for the 5 years reported, by function.

Figure 1

Table 1. Total, direct, and intergovernmental justice expenditure and percent change, by level of government, fiscal years 1982-2001

Year	Total* (Federal, State, and local direct)	Federal			State			Local		
		Total	Direct	Intergov- ernmental	Total	Direct	Intergov- ernmental	Total	Direct	Intergov- ernmental
Expenditure (in millions)										
1982	\$35,842	\$4,458	\$4,269	\$189	\$11,602	\$10,651	\$951	\$20,968	\$20,922	\$46
1987	58,871	7,496	7,231	265	20,157	18,465	1,692	33,265	33,175	90
1992	93,777	17,423	13,529	3,894	33,755	30,271	3,484	50,115	49,977	138
1997	129,793	27,065	20,524	6,541	46,444	42,353	4,091	67,083	66,916	167
2000	155,722	27,820	23,086	4,734	58,165	53,991	4,175	78,995	78,644	351
2001	167,113	30,443	25,285	5,158	63,372	58,820	4,552	83,377	83,007	370
Percent change										
1982-2001	366.2%	582.9%	492.3%	2629.1%	446.2%	452.2%	378.7%	297.6%	296.7%	704.3%
Average annual percent change, 1982-2001										
	8.0%	10.5%	9.5%	35.3%	8.9%	9.0%	10.8%	7.2%	7.2%	16.3%

Note: The complete table of data, from 1982 to 2001, is available at <<http://www.ojp.usdoj.gov/bjs/abstract/jeeus01.htm>>.

Detail may not add to total because of rounding.

*Duplicative transactions between levels of government (intergovernmental transfers) are excluded from the total for all governments, the State total, and the local total. These intergovernmental expenditures consist of payments from one government to another and are presented as a direct expenditure of a recipient government. See the box on page 8 for further details.

Between 1982 and 2001 the Federal Government increased its expenditures on police protection by 494%, judicial and legal services by 636%, and corrections by 861%. The State and local governments had smaller percent increases in all functions (table 2).

The average annual increase was highest for corrections, ranging from a 9% increase by the local governments to a 13% increase by the Federal Government.

Police protection experienced the lowest annual increase. Among State and local governments the average annual increase for police protection was about 7%. The Federal Government expenditure for police protection increased about 10% annually.

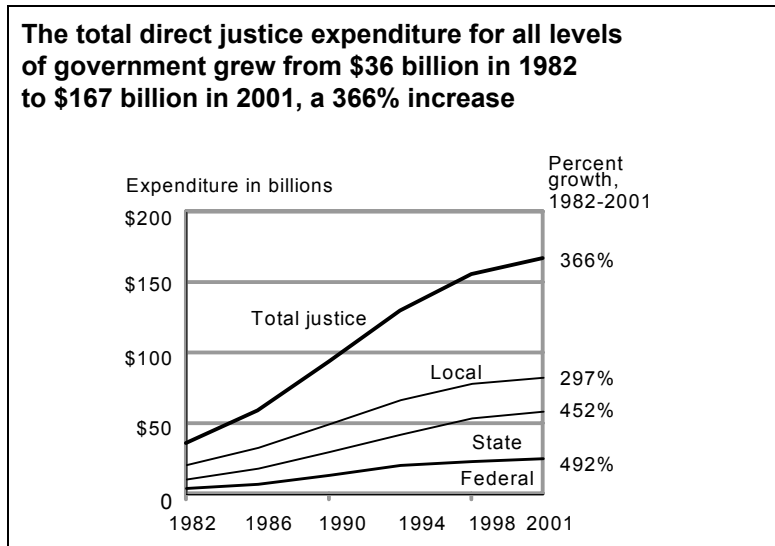


Figure 2

Accounting for inflation

The Consumer Price Index (CPI), reported by the Bureau of Labor Statistics, is a commonly used measure of inflation.¹ According to the CPI, the average price level for all urban consumers increased 177.1% between the base years 1982-84 and 2001; the annual average increase was 3%.

To maintain consistency in reporting, the expenditure data discussed in this Bulletin are not adjusted for inflation. However, expenditure on all justice functions and among all levels of government increased at a rate greater than inflation. For example, if increases in total justice expenditure were limited to the rate of inflation (177.1%) after 1982, expenditure in 2001 would have been approximately \$63.5 billion (\$35.8B x 177.1%), as opposed to the actual \$167.1 billion.

Justice expenditure relative to the Gross Domestic Product (GDP)

A common way to express the size and growth of government functions is the ratio of expenditure to the GDP or "percent GDP."² In 2001 the ratio of justice expenditure to GDP was \$167.1 billion / \$10,082.2 billion (1.66%). In 1982 the percent GDP was 1.10%.

¹For more information about the CPI see the Bureau of Labor Statistics website: <<http://www.bls.gov/>>, Consumer Price Index for All Urban Consumers (CPI-U) table.

²For more information about the GDP see the Bureau of Economic Analysis website: <<http://www.bea.gov/>>.

Table 2. Total direct and intergovernmental expenditure of Federal, State, and local governments for each justice function, and percent change, fiscal years 1982-2001

	Federal				State				Local			
	Total	Police protection	Judicial and legal	Correc-tions	Total	Police protection	Judicial and legal	Correc-tions	Total	Police protection	Judicial and legal	Correc-tions
Expenditure (in millions)												
1982	\$4,458	\$2,527	\$1,390	\$541	\$11,602	\$2,833	\$2,748	\$6,020	\$20,968	\$14,172	\$3,784	\$3,011
1987	7,496	4,231	2,271	994	20,157	4,067	4,339	11,691	33,265	21,089	6,230	5,947
1992	17,423	7,400	7,377	2,646	33,755	5,593	7,723	20,439	50,115	29,659	10,052	10,404
1997	27,065	12,518	10,651	3,896	46,444	7,501	9,803	29,141	67,083	40,976	13,101	13,007
2000	27,820	13,999	9,353	4,467	58,165	9,787	13,249	35,129	78,995	48,219	14,842	15,934
2001	30,443	15,014	10,230	5,199	63,372	10,497	14,444	38,432	83,377	50,718	15,938	16,721
Percent change 1982-01	582.9%	494.1%	636.0%	861.0%	446.2%	270.5%	425.6%	538.4%	297.6%	257.9%	321.2%	455.3%
Average annual percent change, 1982-2001	10.6%	9.6%	12.0%	12.9%	9.0%	6.9%	8.8%	9.9%	7.2%	6.6%	7.5%	9.1%

Notes: Detail may not add to total because of rounding. The complete table of data for each year, from 1982 to 2001, is available at <<http://www.ojp.usdoj.gov/bjs/abstract/jeeus01.htm>>.

Sources for Federal Expenditure Data: 1982-96 Annual Finance Survey, U.S. Census Bureau. For 1997-99, detailed functional tables, *Budget Authority by Function, Category and Program*. For 2000-01, historical tables, "Outlays by function and subfunction," Office of Management and Budget, Executive Office of the President.

Distribution of direct expenditure by level of government and activity

Within each category of justice activity, the distribution of expenditure by level of government reflects the different responsibilities of each level (table 3):

- Overall, local police spending represented 30% of the Nation's total justice expenditure, and State corrections accounted for the second largest portion, 23%.
- Police protection is primarily a local responsibility; accordingly, local governments spent 70% of the total police protection expenditure in the country in 2001.
- Corrections is primarily a State responsibility, and the State governments accounted for 63% of the Nation's corrections expenditure.
- Judicial and legal services in the United States were funded primarily by local (42%) and State (36%) governments.

The Federal Government spent the most on intergovernmental grants-in-

aid, shared revenues, and amounts paid to other governments for services performed. About half of the Federal intergovernmental expenditure was for

police protection, much of which were law enforcement grants. About half of the State and local intergovernmental expenditures were for corrections.

Table 3. Expenditure, by level of government and justice activity, fiscal year 2001

Activity	Amount (millions of dollars) spent fiscal year 2001			
	All governments	Federal Government	State governments	Local governments
Total justice system	--	\$30,443	\$63,372	\$83,377
Direct expenditure	\$167,113	25,285	58,820	83,007
Intergovernmental	--	5,158	4,552	370
Police protection	--	\$15,014	\$10,497	\$50,718
Direct expenditure	\$72,406	12,470	9,220	50,716
Intergovernmental	--	2,544	1,277	1,519
Judicial and legal	--	\$10,230	\$14,444	\$15,938
Direct expenditure	\$37,751	8,497	13,523	15,732
Intergovernmental	--	1,733	921	207
Corrections	--	\$5,199	\$38,432	\$16,721
Direct expenditure	\$56,956	4,318	36,078	16,559
Intergovernmental	--	881	2,354	162

Notes: Detail may not add to total because of rounding. Local government data are estimates subject to sampling variability. The total lines for each justice activity, and for the total justice system, exclude duplicative intergovernmental amounts. Artificial inflation would result if an intergovernmental expenditure of a government were tabulated and then counted again when the recipient government(s) spent the amount. The intergovernmental expenditure lines are not totaled for the same reason.

--Not applicable.

The justice share of State and local expenditure

Seven cents of every dollar spent by State and local governments in 2001 was for justice activities. Among all State and local expenditures, 3% was for police protection, nearly 3% for corrections, and 2% for judicial and legal services.

By comparison, 30% of State and local government spending went to education, 14% to public welfare, 7% to health and hospitals, and over 4% to interest on debt.

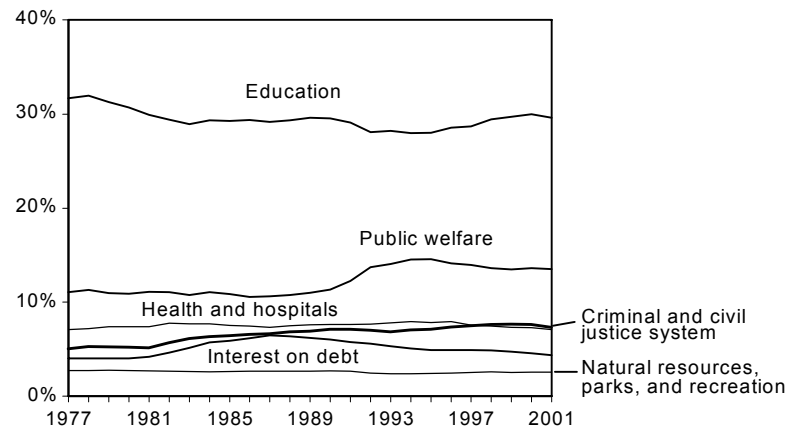
From 1977 to 2001 total State and local expenditures for all functions increased 485%.

- police protection rose 470%
- corrections rose 1101%
- judicial and legal rose 1766%.

Among some other government functions during the same period —

- education increased 448%
- hospitals and healthcare increased 482%
- interest on debt increased 543%
- public welfare increased 617%.

Percent of State and local expenditure for selected functions, 1977-2001



Note: The government functions included will not sum to 100% of government spending, because some functions were excluded for display purposes. Figures may not match those from the *Expenditure and Employment Extracts* because of definitional differences.

Source: Historical Finances, U.S. Census Bureau.

Figure 3

Distribution of employment by level of government and activity

In March 2001 the Nation's civil and criminal justice system employed nearly 2.3 million persons, with a total March payroll of \$8.1 billion (table 4). Relative to the entire employed population in 2001, approximately 2% of the Nation's labor force worked in the justice system. (For more detailed information on the national labor force, see <<http://www.bls.gov/cps/cpsaat1.pdf>>.)

Local governments accounted for more justice employment than the Federal and State governments combined. Of all the Nation's justice employees, 59% were engaged in local justice activities.

The State and local governments employed over 91% of all justice system workers. The Federal Government employed almost 9% of all justice system employees.

The distribution of corrections employees reflects State government dominance in that sector — approximately 63% of corrections employees worked for State governments, followed by 32% at the local level and 4% at the Federal level.

As law enforcement is primarily the responsibility of local governments, 80% of the Nation's police employees were working at the local level. State governments employed 10% of police protection workers; the Federal Government, 10%.

Throughout the justice system, approximately 59% of expenditures were for payrolls (not shown in table).

The Federal Government spent less on payrolls relative to total expenditure

(\$12 billion out of \$30 billion, or 41%) than did the State and local governments (47% and 66% respectively).

Police protection was the activity with the highest percentage of expenditure going to payrolls (66%). The local governments in particular spent 71% of their expenditures for police protection on salaries.

The activity with the lowest percentage of expenditure for payrolls was corrections nearly (50% for all governments).

Local governments employed almost 850,000 persons for police protection in March 2001, accounting for 8 in 10 employees for this activity across all levels of government

Local governments also employed over half of all the judicial and legal employees. As with expenditures, States had more employees for corrections than both local and Federal governments.

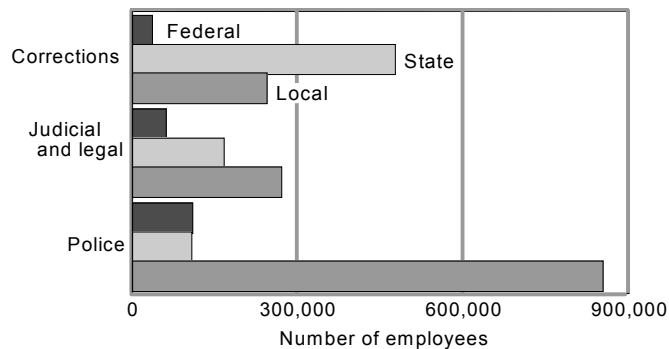


Figure 4

Table 4. Employment and monthly payroll of the justice system, by activity and level of government, March 2001

Activity	All governments	Federal	State	Local	Percent distribution			
					Total	Federal	State	Local
Total justice system								
Total employees	2,295,423	197,263	741,007	1,357,153	100%	8.6%	32.3%	59.1%
2001 March payroll*	\$8,150	\$1,035	\$2,513	\$4,602		12.7	30.8	56.5
Police protection								
Total employees	1,060,219	106,337	104,657	849,225	100%	10.0%	9.9%	80.1%
2001 March payroll	\$4,003	\$581	\$407	\$3,016		14.5	10.2	75.3
Judicial and legal								
Total employees	488,143	57,953	162,982	267,208	100%	11.9%	33.4%	54.7%
2001 March payroll	\$1,798	\$318	\$639	\$841		17.7	35.5	46.8
Corrections								
Total employees	747,061	32,973	473,368	240,720	100%	4.4%	63.4%	32.2%
2001 March payroll	\$2,349	\$137	\$1,468	\$744		5.8	62.5	31.7

*Payroll is in millions. Detail may not add to total because of rounding. These data are based on a summation of responses from individual State and local government agencies. Local government data are estimates subject to sampling variability, see *Methodology* for details.

Refer to Bureau of Justice Statistics Report, *Federal Law Enforcement Officers, 2002* for detail of Federal employment <<http://www.ojp.usdoj.gov/bjs/abstract/fleo02.htm>>.

Employment by State

In total, 13% of State and local public employees worked in the justice system. Nevada had the highest percentage of justice employees relative to employees for other govern

ment functions (17%), followed by Florida (table 5). The States with the lowest percentage of justice employees were West Virginia and Vermont (less than 8% of all employees).

California had the most State and local employees (1.7 million) and the most employees in the justice system (over 233,600). Vermont was the State with the fewest employees in State and

Expansion of Nation's justice system, 1982-2001

The increase in justice expenditures over nearly 20 years reflects the expansion of the Nation's justice system. For example, in 1982 the justice system employed approximately 1.27 million persons; in 2001 it reached over 2.2 million.

Police protection

One indicator of police workload, the FBI's arrest estimates for State and local police agencies, grew from 12 million in 1982 to an estimated 13.7 million in 2001.¹ The number of employees in police protection increased from approximately 724,000 to over 1 million.

Judicial and legal

The judicial and legal workload, including civil and criminal cases, prosecutor functions, and public defender services, also expanded during this period. Cases of all kinds (criminal, civil, domestic, juvenile, and traffic) filed in the nearly 16,000 general and limited jurisdiction State courts went from about 86 million to 92.8 million in the 18-year period, 1984-2001.² The juvenile court workload also expanded from 1 million delinquency cases in 1982 to nearly 1.7 million in 2000.³ The total of judicial and legal employees grew about 97% to over 488,000 persons in 2001.

Corrections

The total number of State and Federal inmates grew from 488,000 in 1985 to over 1.3 million in 2001.⁴ The number of local jail inmates tripled from approximately 207,000 in 1982 to over 631,000 in 2001.⁵ Adults on probation increased from over 1.3 to about 4 million persons.⁵ Overall, corrections employment more than doubled from nearly 300,000 to over 747,000 during this period.

¹*Crime in the United States, 1982* (FBI, 1983) and 2001 (FBI, 2002).

²*Examining the Work of State Courts, 2002: A National Perspective from the Court Statistics Project*, National Center for State Courts.

³*OJJDP Statistical Briefing Book*, Office of Juvenile Justice and Delinquency Prevention, 2000
<<http://ojjdp.ncjrs.org/ojstatbb/index.html>>.

⁴*Sourcebook of Criminal Justice Statistics, 2001 (table 6.12)*, <<http://www.albany.edu/sourcebook>>.

⁵*Sourcebook of Criminal Justice Statistics, 2001 (table 6.1)*, <<http://www.albany.edu/sourcebook>>.

Table 5. State and local justice system employment, and percent of all public employment, by State, March 2001

State	Full-time equivalent employment		
	All State and local public	State/local justice	Justice as a percent of total
Nevada	87,072	15,146	17.4%
Florida	803,100	133,104	16.6
Arizona	251,737	40,125	15.9
New Jersey	459,064	72,771	15.9
District of Columbia	44,518	6,810	15.3
New York	1,178,185	179,321	15.2
Pennsylvania	540,326	77,998	14.4
Illinois	616,123	87,202	14.2
Delaware	45,758	6,444	14.1
Maryland	279,006	38,635	13.8
Georgia	459,215	62,294	13.6
Louisiana	280,141	38,222	13.6
Massachusetts	332,556	44,858	13.5
Ohio	607,466	81,753	13.5
California	1,735,139	233,652	13.5
Connecticut	181,974	23,896	13.1
All State and local	15,372,855	1,987,724	12.9%
Hawaii	69,230	8,861	12.8%
Texas	1,209,402	153,628	12.7
Missouri	305,550	38,653	12.7
Michigan	499,481	62,681	12.5
Virginia	397,418	49,197	12.4
Oregon	179,195	22,279	12.4
Wisconsin	288,027	34,931	12.1
South Carolina	237,382	28,514	12.0
New Mexico	120,516	14,221	11.8
Colorado	234,033	27,690	11.8
North Carolina	463,088	54,206	11.7
Tennessee	303,725	35,554	11.7
Rhode Island	57,016	6,598	11.6
Indiana	324,386	36,542	11.3
Oklahoma	199,806	22,086	11.1
Washington	306,774	34,145	11.1
Arkansas	150,958	16,501	10.9
Idaho	76,080	8,298	10.9
Kansas	170,770	18,229	10.7
New Hampshire	65,366	6,857	10.5
Kentucky	227,566	23,118	10.2
Utah	125,971	12,871	10.2
Alaska	49,183	4,809	9.8
Alabama	268,438	25,599	9.5
Montana	53,304	4,943	9.3
South Dakota	40,744	3,795	9.3
Mississippi	192,946	17,921	9.3
Wyoming	40,301	3,631	9.0
Minnesota	280,481	24,941	8.9
Iowa	176,075	15,073	8.6
Nebraska	112,068	9,433	8.4
Maine	74,495	6,174	8.3
North Dakota	38,200	3,084	8.1
Vermont	36,969	2,913	7.9
West Virginia	96,531	7,517	7.8

Note: These data are based on a summation of responses from individual State and local government agencies. Local government data are estimates subject to sampling variability. See *Methodology* for details.

Source: Annual Survey of Government Employment, U.S. Census Bureau, March (2001).

local government for justice (fewer than 3,000) and for all functions (approximately 37,000).

Per capita justice employment of all State and local governments was about 70 per 10,000 resident population in 2001 (table 6). Per capita employment was lowest in West Virginia, with 42 full-time equivalent justice employees per 10,000 residents, and highest in the District of Columbia, with nearly 119 employees per 10,000 residents.

Vermont had the fewest State and local sworn police per capita, with approximately 15 per 10,000 residents. The District of Columbia employed about 62 officers per 10,000 residents. The District of Columbia also had the highest per capita rate of employment of corrections employees (35) followed by Texas and New York (nearly 33 State and local officers per 10,000 residents). Maine had the fewest State and local employees in judicial and legal services (7) while New Jersey had the most (25 per 10,000 residents).

Table 6. Per capita employment of State and local governments, by State and activity, March 2001

State	Population March 2001 (thousands)	Full-time equivalent justice employment per 10,000 population, March 2001				
		Total justice system	Police protection		Judicial and legal	Cor- rections
			Total	Sworn only		
Total	284,744	69.7	31.0	23.2	14.1	24.6
Alabama	4,469	57.3	28.8	22.0	12.0	16.5
Alaska	634	75.9	25.9	16.0	21.9	28.1
Arizona	5,307	75.6	31.3	23.6	18.6	25.7
Arkansas	2,695	61.2	29.3	22.0	10.2	21.7
California	34,600	67.5	28.9	19.4	15.4	23.2
Colorado	4,431	62.5	28.0	20.2	12.6	21.9
Connecticut	3,435	69.6	31.2	24.1	13.1	25.3
Delaware	797	80.9	30.5	21.3	19.6	30.8
District of Columbia	574	118.6	75.8	61.6	7.6	35.3
Florida	16,373	81.3	35.2	22.5	19.5	26.6
Georgia	8,406	74.1	30.2	23.7	11.9	32.0
Hawaii	1,227	72.2	29.6	22.9	22.6	20.1
Idaho	1,321	62.8	29.0	20.9	12.5	21.3
Illinois	12,520	69.7	35.3	27.6	14.0	20.3
Indiana	6,127	59.6	27.2	19.7	10.5	21.9
Iowa	2,932	51.4	24.6	17.8	11.2	15.5
Kansas	2,702	67.5	32.6	23.9	13.2	21.6
Kentucky	4,069	56.8	25.1	18.5	14.9	16.8
Louisiana	4,470	85.5	36.4	27.6	18.0	31.2
Maine	1,284	48.1	26.3	19.4	7.3	14.4
Maryland	5,386	71.7	31.4	23.6	13.2	27.2
Massachusetts	6,401	70.1	38.2	31.6	16.4	15.5
Michigan	10,006	62.6	26.1	20.3	12.1	24.4
Minnesota	4,985	50.0	22.4	16.0	11.5	16.2
Mississippi	2,860	62.7	30.7	21.5	9.6	22.4
Missouri	5,637	68.6	30.8	22.0	13.4	24.4
Montana	905	54.6	25.0	16.9	11.2	18.4
Nebraska	1,720	54.8	26.7	19.9	10.3	17.8
Nevada	2,098	72.2	31.6	19.2	15.2	25.3
New Hampshire	1,259	54.5	30.7	24.6	9.3	14.4
New Jersey	8,511	85.5	41.1	30.1	25.3	19.1
New Mexico	1,831	77.7	30.8	22.1	17.2	29.7
New York	19,804	94.0	45.3	38.9	15.9	32.7
North Carolina	8,206	66.1	28.5	22.5	7.9	29.6
North Dakota	637	48.4	23.5	18.3	12.0	12.8
Ohio	11,390	71.8	29.9	22.9	17.8	24.0
Oklahoma	3,470	63.6	31.8	23.1	11.8	20.1
Oregon	3,473	64.1	25.1	17.9	14.4	24.7
Pennsylvania	12,303	63.4	26.0	21.5	14.6	22.9
Rhode Island	1,060	62.2	32.9	23.7	11.9	17.5
South Carolina	4,062	70.2	33.8	25.0	8.7	27.7
South Dakota	758	50.1	22.5	16.6	10.1	17.5
Tennessee	5,749	61.8	32.5	24.4	9.7	19.6
Texas	21,371	71.9	27.9	20.7	11.3	32.7
Utah	2,279	56.5	24.3	17.0	11.9	20.3
Vermont	613	47.5	20.5	14.6	10.7	16.3
Virginia	7,197	68.4	26.7	20.4	10.3	31.4
Washington	5,993	57.0	23.6	16.7	13.5	19.9
West Virginia	1,801	41.7	20.7	16.3	12.0	9.1
Wisconsin	5,406	64.6	29.1	21.9	10.6	24.9
Wyoming	494	73.5	33.2	23.2	14.8	25.5

Note: These data are based on a summation of responses from individual State and local government agencies. Local government data are estimates subject to sampling variability, see *Methodology* for details. Population figures are from the U.S. Census Bureau, *Current Population Reports*, Series P-25, No. 1045, March 2001.

Appendix table. Total and per capita justice expenditure across government and by function, selected years, 1982-2001

Year	Population	Justice expenditure across government and function		Police protection expenditure		Judicial and legal expenditure		Corrections expenditure	
		Total	Per capita	Total	Per capita	Total	Per capita	Total	Per capita
2001	285,094,000	\$167,113,000	\$586	\$72,406,000	\$254	\$37,751,000	\$132	\$56,956,000	\$200
1997	267,784,000	129,793,000	485	57,754,000	216	28,529,000	107	43,511,000	162
1992	245,807,000	93,777,000	382	41,327,000	168	20,989,000	85	31,461,000	128
1987	243,400,000	58,879,000	242	28,778,000	118	12,539,000	52	17,562,000	72
1982	226,548,000	35,685,000	158	19,022,000	84	7,771,000	34	8,892,000	39

Note: Using the Consumer Price Index (CPI) to adjust the 2001 per capita figure of \$586 for inflation would yield approximately \$320 in 1982 dollars. For more information on the CPI see the Bureau of Labor Statistics website <www.bls.gov>. Population figures are from the U.S. Census Bureau, *Current Population Reports*, Series P-25, No. 1045, July 2001.

Definition of terms

Expenditure includes only external cash payments made from any source of funds, including any payments financed from borrowing, fund balances, intergovernmental revenue, and other current revenue. It excludes any intra-governmental transfers and noncash transactions, such as the provision of meals or housing of employees. It also excludes retirement of debt, investment in securities, extensions of loans, or agency transactions. Total expenditures for all government functions do include interest payments on debt, but the justice expenditure data do not.

Expenditure's two major categories:

- *Direct expenditure* is all expenditure except that classified as intergovernmental. It includes "direct current expenditure" (salaries, wages, fees, and commissions and purchases of supplies, materials, and contractual services) and "capital outlays"

(construction and purchase of equipment, land, and existing structures). Capital outlays are included for the year when the direct expenditure is made, regardless of how the funds are raised (for example, by bond issue) or when they are paid back.

- *Intergovernmental expenditure* is the sum of payments from one government to another, including grants-in-aid, shared revenues, payments in lieu of taxes, and amounts for services performed by one government for another on a reimbursable or cost-sharing basis (for example, payments by one government to another for boarding prisoners). It excludes amounts paid to other governments for purchase of commodities, property, or utility services.

Employees are all persons on government payrolls during the pay period including March 15, 2001. They include all paid officials and persons on paid leave, but exclude unpaid officials,

persons on unpaid leave, pensioners, and contractors.

Full-time employees are all persons employed on a full-time basis, including all full-time temporary or seasonal workers who were employed during this pay period.

Full-time equivalent employment (FTE) is a statistical measure that estimates the number of full-time employees that could have been employed if the reported number of hours worked by part-time employees had been worked by full-time employees. This statistic is calculated separately for each function of a government by dividing the "part-time hours paid" by the standard number of hours for full-time employees in the particular government and then adding the resulting quotient to the number of full-time employees.

Payroll is the gross 1-month payroll before deductions and includes salaries, wages, fees, and commissions paid to employees as defined above for March 2001.

Police protection is the function of enforcing the law, preserving order, and apprehending those who violate the law, whether these activities are performed by a city police department, sheriff's department, State police, or Federal law enforcement agency such as the FBI or the Drug Enforcement Administration. Private security police are outside the scope of the survey.

Components of total expenditure

The expenditure data discussed in this Bulletin include direct expenditure and intergovernmental expenditure. Intergovernmental expenditure is the sum of payments from one government to another, including grants-in-aid, shared revenues, and amounts for services performed by one government for another on a reimbursable or cost-sharing basis.

The three levels of government in the United States (Federal, State, and local) have varying responsibilities for justice activities, and funds are often passed between governments to reflect these responsibilities. For example, Federal intergovernmental expenditures include grants to States, and State direct expenditures will include those grants.

Therefore, to avoid double counting the sum of Federal, State, and local *intergovernmental* expenditures, the *direct* expenditure is used to calculate *total* expenditure for all governments. For 2001, the total direct expenditure for all governments was over \$167 billion (table 1).

Judicial and legal services includes all civil and criminal courts and activities associated with courts such as law libraries, grand juries, petit juries, medical and social service activities, court reporters, judicial councils, bailiffs, and probate functions. It also includes the civil and criminal justice activities of the attorneys general, district attorneys, State's attorneys, and their variously named equivalents and corporation counsels, solicitors, and legal departments with various names. It excludes legal units of noncriminal justice agencies, whose functions may be performed by a legal services department in other jurisdictions (such as a county counsel).

Corrections involves the community supervision, confinement, and rehabilitation of adults and juveniles convicted of offenses against the law and the confinement of persons suspected of a crime awaiting trial or adjudication. It includes the costs of operation and employment for jails, prisons, probation, parole, pardon, and correctional administration. Data for institutions with authority to hold prisoners beyond arraignment (usually 48 hours or more) are included in this sector. Data for lockups or "tanks" holding prisoners less than 48 hours are included in "police protection."

Methodology

The justice data in this report include the expenditures and employment of the Federal Government, the State governments, and a sample of county, municipal, and township governments. Unless otherwise noted, data for total governmental functions and non-justice governmental functions also include the expenditures of special districts and school districts, which generally do not have justice functions.

This report is based on a compilation of data from the U.S. Census Bureau's annual surveys of governmental finances and employment. The survey

sample was selected from the 1997 Census of Local Governments and consists of large units of government (including all 50 States) sampled with certainty and smaller units selected with a probability proportional to the unit's expenditure. The total number of local governments in the finance sample was 7,002, and the number of local governments in the employment sample was 10,574.

Certain limitations reflect the fact that the surveys from which this Bulletin was extracted are not designed to obtain data on specific justice functions. The sampling variability, or "standard error," for each of the justice activities is likely to be larger than for the major categories that the surveys were designed to estimate. Similarly, the standard error is likely to be greater for local governments than for State-local aggregates which are sampled in part with certainty. Specific standard errors can be found on the Census Bureau's website (<<http://www.census.gov>>).

Differences in functional responsibilities from State to State and government to government can affect the comparability of expenditure and employment data. Readers should be generally cautious in comparing governmental expenditures because of this variation in the division of responsibilities.

The data in this report differ in some cases from those previously published in the Census Bureau's finance and employment survey reports because of definitional differences and the more intensive review procedures and data refinements used for this compilation.

Data on State and local justice system per capita expenditure by State and activity were not collected in 2001. These data will be available in 2002.

The data here differ from other BJS series which collect agency-based employment and expenditure data because of collection methods, units of analysis, and data collection purposes. These include —

Law Enforcement Management and Administrative Statistics, Prosecutors in State Courts and various court statistics series, *The Census of Local Jails, The Census of State and Federal Correctional Facilities*, and the report *State Prison Expenditures, 1996*.

Financial data for the Federal Government were extracted from *The Budget of the United States Government, FY 2003, Appendix*. The historical finance data may differ slightly from the justice expenditure data found in the *Expenditure and Employment Extracts* because of definitional differences.

Federal Government civilian employment data were obtained from the U.S. Office of Personnel Management. Statistics for State and local governments were obtained by a mail survey including all State departments, agencies, and institutions, and a local central reporting office supplemented by special mailings.

Trend comparisons between the data in this report and reports covering data for 1971-79, 1985, 1988, 1990, and 1997 from the *Justice Assistance Data Survey (JADS)* are complicated by differences in methodology. These differences are described in the BJS reports for these years, and on the BJS website. In making trend comparisons, users should limit their analysis to one of the two sources:

- long-term trends for 1971-79, 1985, 1988, 1990, and 1997 from the JADS
- recent year-to-year trends from the 1980-2001 *Justice Expenditure and Employment Extracts* data.

A more detailed description of the survey methodology (including sample design and sampling errors) can be found in the Justice Expenditure and Employment Extracts at <<http://www.ojp.usdoj.gov/bjs>>.

Intergovernmental spending on justice activities through grant programs

Grant programs affecting expenditure for justice, as discussed on page 2, include the following:

- Administration for Children and Families within the Department of Health and Human Services, which gives grants to States for non-custodial child support enforcement (See <<http://www.acf.hhs.gov/programs/cse>>.)
- Community Oriented Policing Services (COPS) program (See <<http://www.cops.usdoj.gov>>.)
- Edward Byrne Memorial State and Local Law Enforcement Assistance Programs (See <<http://www.ojp.usdoj.gov/BJA/grant/byrne.html>>.)
- Local Law Enforcement Block Grant program. (See <http://www.ojp.usdoj.gov/BJA/grant/llebg_app.html>.)

This report and others from the Bureau of Justice Statistics are available through the Internet —

<http://www.ojp.usdoj.gov/bjs/>

The data from the Justice Expenditure and Employment Extracts are available from the National Archive of Criminal Justice Data, maintained by the Inter-university Consortium for Political and Social Research at the University of Michigan, 1-800-999-0960. The archive may also be accessed through the BJS Internet site.

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

BJS Bulletins present the first release of findings from permanent data collection programs.

Lynn Bauer wrote this report under the supervision of Steven K. Smith. Statistician Intern Kinny Jeng provided data analysis assistance. Steven W. Perry provided statistical review. Tom Hester produced and edited the report. Jayne Robinson prepared the report for publication.

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