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Justice Expenditure and Employment in the United States, 1995

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Between 1985 and 1995 expenditures for operating the Nation's justice system increased from almost \$65 billion to over \$112 billion, an increase of about 73% in constant 1995 dollars.

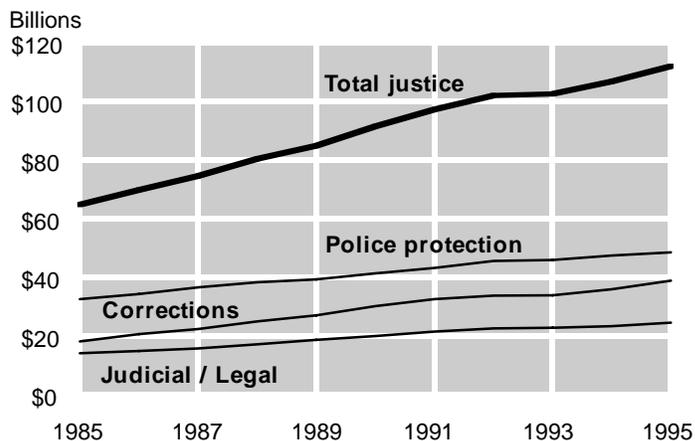
In 1995, criminal and civil justice expenditure comprised 4.4% of all Federal, State, and local expenditures.

Data presented in this report are derived from the Justice Expenditure and Employment Extracts, a compilation from the 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.

Compared to justice expenditures, the Nation spent 5.6 times as much on social insurance payments, 3.4 times as much on education, 2.7 times as much on national defense and international relations, 2.4 times as much on interest on debt, 2.1 times as much on public welfare, and 1.3 times as much on housing and the environment.

Highlights

Federal, State, and local expenditure for the criminal and civil justice system, 1985-95 (in 1995 constant dollars)



- Federal, State, and local governments in the United States spent more than \$112 billion in fiscal year 1995 for criminal and civil justice, an increase of 9% over 1994.
- In 1995 the Nation spent \$48.6 billion for police protection, and \$39.8 billion for corrections, including jails, prisons, probation, and parole. The combined activities of courts, prosecution and legal services, and public defense accounted for \$24.5 billion.
- The Federal Government alone spent more than \$22 billion on criminal and civil justice in 1995, an increase of 253% since 1985. This included about \$5.9 billion for grants to State and local governments. About \$9 billion was spent on police protection and \$4.2 billion on corrections.

- State governments spent more than \$41 billion on criminal and civil justice in 1995, 153% more than in 1985. The majority was spent on corrections, at more than \$26 billion.
- Local governments spent nearly \$59 billion on justice activities in 1995. The largest component was on police protection, at more than \$35 billion.
- In October 1995 the Nation's justice system employed almost 2 million persons, with a total October payroll of \$5.8 billion. More than 900,000 employees worked in police protection, 401,000 were in judicial and legal services, and 656,000 worked in corrections.

The justice share of all spending

Four cents (or 4.4%) of every government dollar spent throughout the Nation in 1995 was for justice activities: 1.8% for police protection, 1.7% for corrections, and 0.9% for judicial and legal services (table 1).

One of the lowest percentages of Federal Government expenditure was for criminal and civil justice (1.1%). In 1995, 37.9% of Federal spending went to social insurance, 22.2% to national defense and international relations, and 15.8% to interest on debt (figure 1).

Compared to the Federal Government, State and local governments had higher percentages going for justice activities, 7.4% and 7.9% respectively. Fifteen percent of combined State and local dollars went to public welfare and 31% went to education.

Of all State and local spending, 3.3% was for police, 2.9% was for corrections, and 1.5% was for judicial and legal service activities.

From 1994 to 1995 justice spending increased more than total government spending for all activities (excluding interest on debt).

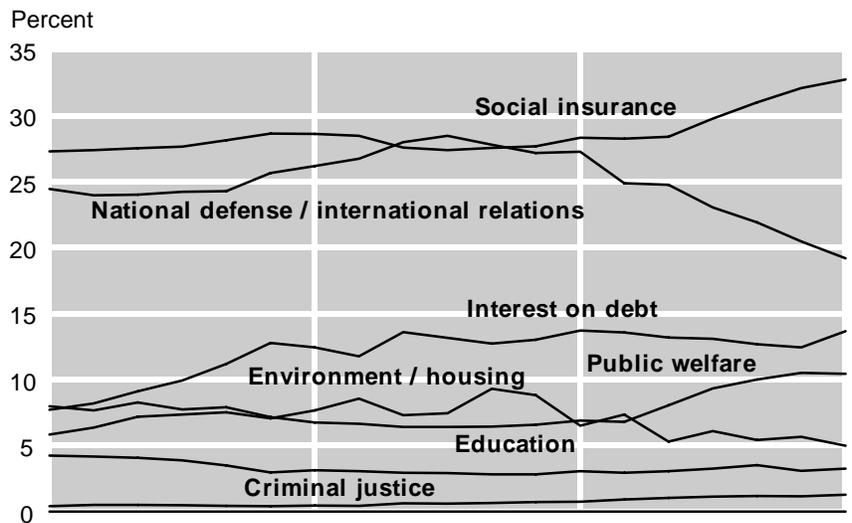
Between 1985 and 1995 per capita expenditures across all levels of government in 1995 constant dollars for —

- all justice activities rose 57% to \$429.56
- police protection rose 35% to \$185.13
- corrections rose 99% to \$151.29
- judicial and legal rose 56% to \$93.14.

Among some other government functions during the decade —

- education increased 78%
- public welfare increased 139%
- hospitals and healthcare increased 88%
- National defense and international relations increased 3%.

Percent of Federal Government expenditure for selected functions, 1977-95



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: *The Budget of the United States Government* (Annual, 1977-1995).

Figure 1

Table 1. Direct expenditure for government functions, by level of government, fiscal year 1995

Activity	Total		Federal		State		Local	
	Expenditure (in millions)	Percent of expenditure						
Total expenditure	\$2,723,454	100%	\$1,471,734	100%	\$508,282	100%	\$743,438	100%
National defense and international relations	327,231	12.0	327,231	22.2	0	-	0	-
Education and libraries	410,827	15.1	27,270	1.9	101,790	20.0	281,767	37.9
Public welfare	250,356	9.2	57,246	3.9	160,421	31.6	32,689	4.4
Hospitals and health	136,616	5.0	26,517	1.8	49,487	9.7	56,474	7.6
Transportation	99,064	3.6	10,126	0.7	48,380	9.5	40,558	5.5
Criminal justice, total	119,304	4.4	15,988	1.1	37,360	7.4	58,720	7.9
Police protection	48,618	1.8	7,563	0.5	5,735	1.1	35,320	4.8
Judicial and legal services	24,528	0.9	5,360	0.4	7,534	1.5	11,634	1.6
Corrections	46,158	1.7	3,065	0.2	24,091	4.7	11,766	1.6
Environment and housing	150,426	5.5	57,205	3.9	20,150	4.0	73,071	9.8
Interest on debt	290,195	10.7	233,225	15.8	24,485	4.8	32,485	4.4
Insurance trust (social insurance payments)	665,631	24.4	558,291	37.9	93,692	18.4	13,648	1.8
Space research and technology	13,316	0.5	13,316	0.9	0	-	0	-

Note: Detail may not add to total because of rounding. These figures are taken directly from the Government Finances, U.S. Bureau of the Census, 1996. Numbers may not match those from the Expenditure and Employment Extracts because of definitional differences.
- Not applicable.

Changes in per capita expenditure on corrections have been more erratic than changes in spending on judicial/legal services and police between 1985 and 1995, mainly due to the year-to-year fluctuation in capital outlays, including the cost of prison construction.

Between 1985 and 1995 the Federal government increased its expenditure on police protection by 121%, judicial/legal services by 152%, and corrections by 326%. The State and local governments combined increased their police protection expenditure by 96%, their judicial/legal services by 127%, and their corrections by 179%.

Spending by level of government

Local governments spent over half of the Nation's civil and criminal direct justice expenditures in 1995: almost \$59 billion, followed by State governments with \$37.4 billion and the Federal Government with \$16.7 billion (table 2).

Reflecting a change in responsibility for criminal and civil justice, the Federal Government had a larger average annual increase in justice spending from 1982 to 1995 (9%) than the State and local governments (6.3% and 4.5% respectively). The average annual increase for all levels of government between 1982 and 1995 was 5.3%.

Between 1982 and 1995, the Federal Government increased its intergovernmental spending on justice activities by an annual average of 24%, to \$5,910 million in 1995.

Federal intergovernmental spending on activities such as corrections and judicial and legal services rose from

What is included in 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 monies 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 1995 the total expenditure for all governments was \$112,868 million (table 2).

Table 2. Total, direct, and intergovernmental justice expenditure (in 1995 constant dollars) and percent change, by level of government, fiscal years 1982-95

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) constant 1995 dollars										
1982	\$54,416	\$6,768	\$6,481	\$287	\$17,614	\$16,171	\$1,444	\$31,834	\$31,764	\$70
1983	57,664	7,185	7,039	145	18,580	17,016	1,564	33,695	33,609	86
1984	60,823	8,122	8,010	112	19,673	18,106	1,567	34,816	34,707	109
1985	64,911	8,576	8,393	183	21,723	19,920	1,803	36,706	36,598	108
1986	70,057	8,636	8,420	216	24,299	22,232	2,066	39,517	39,405	113
1987	74,863	9,532	9,195	337	25,632	23,481	2,152	42,301	42,183	118
1988	80,824	10,967	10,487	480	28,296	25,871	2,425	44,727	44,466	261
1989	85,161	11,612	11,048	564	30,331	27,618	2,713	46,602	46,495	107
1990	91,443	14,733	11,764	2,969	32,630	29,659	2,971	50,144	50,020	124
1991	97,299	16,924	13,451	3,472	34,983	31,660	3,323	52,307	52,188	119
1992	101,542	18,866	14,649	4,216	36,550	32,777	3,773	54,265	54,115	150
1993	103,042	19,639	15,243	4,397	36,157	32,427	3,730	55,526	55,373	153
1994	106,855	19,708	15,104	4,604	38,377	34,591	3,786	57,333	57,160	174
1995	112,868	22,651	16,741	5,910	41,196	37,360	3,836	58,933	58,768	165
Percent change										
1982-95	107.4%	234.7%	158.3%	1959.9%	133.9%	131.0%	165.7%	85.1%	85.0%	136.6%
Average annual	5.3%	9.0%	7.0%	24.1%	6.3%	6.2%	7.2%	4.5%	4.5%	6.3%

Note: 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 will show up as a direct expenditure of a recipient government. See the box on this page for further details and see *Appendix table 1* for actual dollar values.

\$564 million in 1989 to almost \$3 billion in 1990 (in 1995 constant dollars). This unusually large increase was primarily due to the creation of the Family Services Administration within the Department of Health and Human Services which gives grants to States for child support enforcement.

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

- Police protection is primarily a local responsibility; accordingly, local governments spent 72.7% of the total police protection expenditure in the country in 1995.
- Corrections is primarily a State responsibility, and the State governments accounted for 65.6% of the Nation's corrections expenditure.
- Overall, local police spending represented 31.3% of the Nation's total justice expenditure, and State corrections accounted for the second largest portion, 23.1%.

The Federal Government spent the most on intergovernmental grants-in-aid, shared revenues, and amounts paid to other governments for services performed. More than half of the Federal intergovernmental expenditure was for judicial and legal services, much of which were the grants for child support enforcement. About half of the State intergovernmental expenditure and more than two-thirds of local intergovernmental expenditure were for corrections.

State comparisons

Across the Nation, State and local governments spent \$354 per capita on justice activities. This ranged from \$156 per capita in West Virginia to more than \$500 per capita in New York (\$542), Alaska (\$773), and the District of Columbia (\$1,224) (table 4).

Table 3. Expenditure, by level of government and justice activity, fiscal year 1995

Activity	Amount (thousands of dollars) spent fiscal year 1995			
	All governments	Federal Government	State governments	Local governments
Total justice system	\$112,868,448	\$22,651,000	\$41,196,021	\$58,932,933
Direct expenditure	112,868,448	16,741,000	37,359,746	58,767,702
Intergovernmental	-	5,910,000	3,836,275	165,231
Police protection	\$48,644,529	\$9,298,000	\$6,451,364	\$35,364,493
Direct expenditure	48,644,529	7,548,000	5,734,937	35,361,592
Intergovernmental	-	1,750,000	716,427	2,901
Judicial and legal	\$24,471,689	\$9,184,000	\$8,675,619	\$11,673,851
Direct expenditure	24,471,689	5,309,000	7,533,740	11,628,949
Intergovernmental	-	3,875,000	1,141,879	44,902
Correction	\$39,752,230	\$4,169,000	\$26,069,038	\$11,894,589
Direct expenditure	39,752,230	3,884,000	24,091,069	11,777,161
Intergovernmental	-	285,000	1,977,969	117,428

Note: Local government data are estimates subject to sampling variability. Federal Government data are for the fiscal period beginning October 1, 1994, and ending September 30, 1995. 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.

Table 4. State and local justice system per capita expenditure, by State, fiscal year 1995

Rank	State	Justice expenditure per capita
1	District of Columbia	\$1,223.71
2	Alaska	772.66
3	New York	541.86
4	Maryland	493.47
5	California	487.12
6	New Jersey	462.01
7	Nevada	458.44
8	Florida	436.72
9	Delaware	409.25
10	Connecticut	385.83
11	Arizona	383.24
12	Hawaii	381.94
13	Michigan	362.73
14	Rhode Island	359.72
	All State and local	353.95
15	Massachusetts	348.86
16	Texas	340.30
17	Illinois	331.28
18	Wisconsin	330.19
19	Washington	328.69
20	New Mexico	328.44
21	Ohio	326.39
22	Colorado	319.00
23	Oregon	310.28
24	North Carolina	305.63
25	Wyoming	292.66
26	Virginia	292.13
27	Georgia	291.09
28	Pennsylvania	290.81
29	Louisiana	285.14
30	Utah	276.99
31	Minnesota	270.28
32	Kansas	266.60
33	Idaho	265.33
34	South Carolina	251.88
35	Tennessee	247.28
36	New Hampshire	244.46
37	Oklahoma	236.84
38	Iowa	235.40
39	Missouri	234.37
40	Vermont	231.49
41	Alabama	224.17
42	Montana	216.29
43	Nebraska	209.99
44	South Dakota	204.28
45	Kentucky	199.59
46	Indiana	196.99
47	Arkansas	191.65
48	Maine	186.62
49	Mississippi	180.58
50	North Dakota	162.21
51	West Virginia	156.28

Note: These data are based on a summation of responses from individual State and local government agencies. Some data for individual governments may be for a prior reporting period.

Table 5. Ratio of justice full-time equivalent (FTE) employment to resident population and average monthly earnings, by State, October 1995

State	State and local justice systems	
	Number of FTE employees per 10,000 residents	Average employee earnings October 1995
All States	65.7	\$2,951
Alabama	51.5	2,404
Alaska	71.2	4,268
Arizona	73.4	2,727
Arkansas	52.2	1,951
California	63.3	3,909
Colorado	60.1	3,035
Connecticut	63.2	3,361
Delaware	73.9	2,938
District of Columbia	189.7	3,568
Florida	81.8	2,827
Georgia	75.7	2,219
Hawaii	68.4	3,068
Idaho	65.0	2,440
Illinois	68.2	3,258
Indiana	52.4	2,183
Iowa	45.3	2,732
Kansas	63.4	2,374
Kentucky	51.9	2,155
Louisiana	69.7	2,012
Maine	42.9	2,501
Maryland	86.6	2,891
Massachusetts	59.5	3,166
Michigan	57.6	3,193
Minnesota	48.2	3,233
Mississippi	54.9	1,959
Missouri	57.2	2,176
Montana	47.7	2,262
Nebraska	51.6	2,474
Nevada	75.7	3,468
New Hampshire	48.4	2,902
New Jersey	86.5	3,516
New Mexico	73.4	2,411
New York	89.3	3,797
North Carolina	58.1	2,275
North Dakota	43.5	2,315
Ohio	61.0	2,743
Oklahoma	66.2	1,964
Oregon	54.2	3,093
Pennsylvania	58.3	2,794
Rhode Island	58.7	3,727
South Carolina	65.5	2,067
South Dakota	46.0	2,228
Tennessee	57.0	2,291
Texas	75.5	2,319
Utah	50.6	2,564
Vermont	46.3	2,693
Virginia	62.3	2,688
Washington	55.1	3,112
West Virginia	33.8	2,030
Wisconsin	55.2	2,849
Wyoming	66.6	2,315

Note: These data are based on a summation of responses from individual State and local government agencies. Some data for individual governments may be for a prior reporting period. Average earnings are computed by dividing the October payrolls by the number of full-time equivalent employees.

In 1995 full-time equivalent employment in State and local justice functions was 65.7 persons per 10,000 population nationally. California had the highest number of justice employees (almost 57,000 full-time equivalent employees). Excluding the District of Columbia, New York had the most justice employees per 10,000 residents (89.3) (table 5).

The monthly average earnings of State and local full-time equivalent justice employees was \$2,951 for October, 1995. Alaska had the highest average earnings at \$4,268. The lowest average State and local justice system earnings were in Arkansas (\$1,951) and Oklahoma (\$1,964).

There were regional variations in State justice expenditure. In 1995 per capita spending for justice was —

- \$428 in the South
- \$425 in the Northeast
- \$334 in the West
- \$309 in the Midwest

In general crime rates and expenditure are related. States with high crime rates tend to have higher than average expenditures and employment devoted to criminal and civil justice. These States include Alaska, California, and Maryland. Other States, such as North Dakota, West Virginia, and New Hampshire have both low crime rates and low justice expenditure (figure 2).

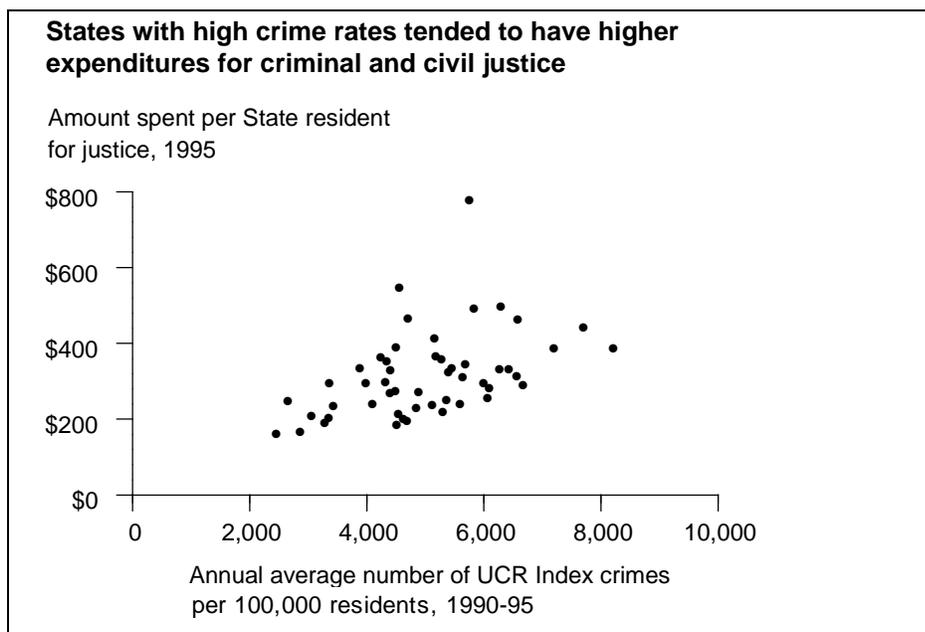


Figure 2

Justice employment

In October 1995 the Nation's civil and criminal justice system employed almost 2 million persons, with a total October payroll of \$5.8 billion (table 6).

Local governments accounted for more civil and criminal justice employment than the Federal and State governments combined. Of all the Nation's justice employees, 60% were engaged in local justice activities.

Combined, the State and local governments employed 91.6% of all justice system workers. The Federal Government employed 8.4% of all justice system employees.

The distribution of corrections employees reflects State government dominance in that sector — 63% of corrections employees worked for State governments, followed by 32.7% at the local level and 4.3% at the Federal level.

Because law enforcement is essentially the responsibility of local governments, 80.9% of the Nation's police employees were working at the local level. State governments employed 9.9% of police protection workers; the Federal Government, 9.3%.

The October 1995 average earnings for Federal-level justice employees (such as Federal law enforcement officers, investigators, and judges) was \$4,310. The monthly average earnings for State justice employees was \$2,799 and for local justice employees it was \$2,805 (figure 3).

State and local employees' average earnings were similar for police protection activities (\$3,141 and \$2,925 respectively) and corrections (\$2,569 and \$2,612). State judicial earnings (averaging \$3,290 per employee) were higher than those of local judicial earnings (averaging \$2,585 per employee).

Average monthly earnings by justice activity for each level of government, October 1995

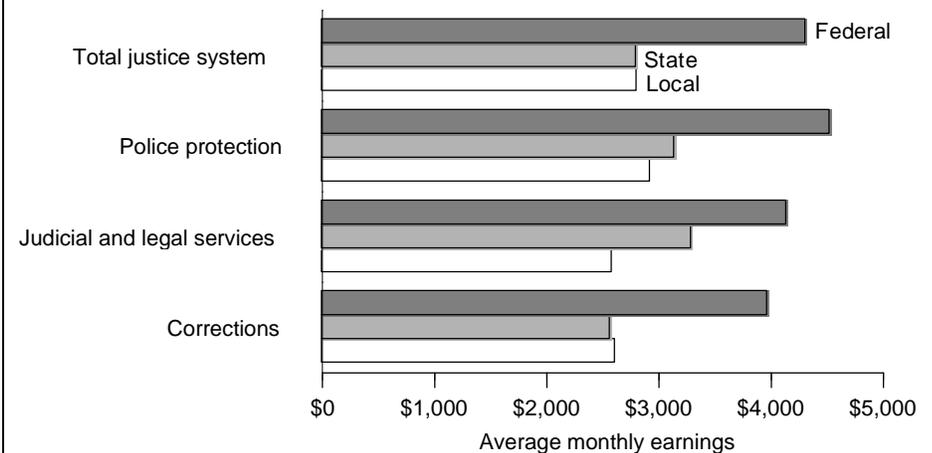


Figure 3

Table 6. Employment and monthly payroll of the justice system, by activity and level of government, October 1995

Activity	All governments	Federal	State	Local	Percent distribution			
					Total	Federal	State	Local
Total justice system								
Total employees	1,983,747	167,115	634,692	1,181,940	100%	8.4%	32.0%	59.6%
October payrolls*	\$5,812,706	\$720,212	\$1,776,63	\$3,315,856	100	12.4	30.6	57.0
Police protection								
Total employees	926,086	86,087	91,252	748,747	100	9.3	9.9	80.9
October payrolls*	\$2,866,683	\$389,681	\$286,650	\$2,190,352	100	13.6	10.0	76.4
Judicial and legal								
Total employees	401,444	52,535	130,169	218,740	100	13.1	32.4	54.5
October payrolls*	\$1,211,045	\$217,404	\$428,295	\$565,346	100	18.0	35.4	46.7
Corrections								
Total employees	656,217	28,493	413,271	214,453	100	4.3	63.0	32.7
October payrolls*	\$1,734,978	\$113,127	\$1,061,69	\$560,158	100	6.5	61.2	32.3

Note: Local government data are estimates subject to sampling variability, see methodology for details. Percents may not sum to 100 due to rounding.

*Payroll amounts in thousands of dollars.

Appendix table 1. Total, direct, and intergovernmental justice expenditure and percent change, by type of government, fiscal years 1982-95

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) actual dollars										
1982	\$35,842	\$4,458	\$4,269	\$189	\$11,60	\$10,651	\$951	\$20,968	\$20,922	\$46
1983	39,680	4,944	4,844	100	12,785	11,709	1,076	23,186	23,127	59
1984	43,943	5,868	5,787	81	14,213	13,081	1,132	25,154	25,075	79
1985	48,563	6,416	6,279	137	16,252	14,903	1,349	27,462	27,381	81
1986	53,500	6,595	6,430	165	18,556	16,978	1,578	30,178	30,092	86
1987	58,871	7,496	7,231	265	20,157	18,465	1,692	33,265	33,172	93
1988	65,231	8,851	8,464	387	22,837	20,880	1,957	36,098	35,887	211
1989	70,949	9,674	9,204	470	25,269	23,009	2,260	38,825	38,736	89
1990	79,434	12,798	10,219	2,579	28,345	25,764	2,581	43,559	43,451	108
1991	87,567	15,231	12,106	3,125	31,484	28,493	2,991	47,075	46,968	107
1992	93,777	17,423	13,529	3,894	33,755	30,271	3,484	50,115	49,977	138
1993	97,542	18,591	14,429	4,162	34,227	30,696	3,531	52,562	52,417	145
1994	103,471	19,084	14,626	4,458	37,161	33,495	3,666	55,517	55,349	168
1995	112,868	22,651	16,741	5,910	41,196	37,360	3,836	58,933	58,768	165
Percent change										
1982-95	214.9%	408.1%	292.2%	3027.0%	255.1%	250.8%	303.4%	181.1%	180.9%	259.2%
Average annual	8.5%	12.3%	10.3%	27.9%	9.5%	9.4%	10.5%	7.7%	7.7%	9.6%

Note: 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 will show up as a direct expenditure of a recipient government. See box on page 3 for further details.

Appendix table 2. State and local justice system direct expenditures, by activity and State, fiscal year 1995

State	Expenditure in thousands of dollars			
	Total justice system	Police protection	Judicial and legal	Corrections
Total	\$96,127,448	\$41,096,529	\$19,162,689	\$35,868,230
Alabama	998,970	478,061	213,553	307,356
Alaska	466,441	148,729	174,598	143,114
Arizona	1,657,057	712,639	382,946	561,472
Arkansas	503,548	230,748	83,867	188,933
California	15,609,416	6,411,661	3,416,068	5,781,687
Colorado	1,272,001	569,411	253,219	449,371
Connecticut	1,263,588	521,593	260,729	481,266
Delaware	293,434	116,334	67,028	110,072
District of Columbia	677,937	238,408	147,148	292,381
Florida	6,432,682	2,871,260	1,110,661	2,450,761
Georgia	2,242,421	902,064	344,256	996,101
Hawaii	452,981	192,855	149,888	110,238
Idaho	321,283	145,292	71,709	104,282
Illinois	3,980,112	2,109,244	713,322	1,157,546
Indiana	1,245,069	553,030	221,638	470,401
Iowa	700,505	348,514	176,124	175,867
Kansas	710,025	344,242	151,715	214,068
Kentucky	828,750	354,527	176,836	297,387
Louisiana	1,302,973	629,703	249,038	424,232
Maine	259,903	119,693	48,750	91,460
Maryland	2,058,791	816,840	370,098	871,853
Massachusetts	2,141,992	1,001,450	452,180	688,362
Michigan	3,555,018	1,397,323	697,364	1,460,331
Minnesota	1,331,485	611,048	324,446	395,991
Mississippi	507,567	264,882	91,031	151,654
Missouri	1,282,768	664,252	214,073	404,443
Montana	194,367	88,000	50,538	55,829
Nebraska	367,431	172,784	74,252	120,395
Nevada	722,649	304,550	159,667	258,432
New Hampshire	295,624	139,881	72,269	83,474
New Jersey	3,731,148	1,765,305	858,267	1,107,576
New Mexico	587,885	253,994	117,049	216,842
New York	10,041,919	4,312,526	1,922,326	3,807,067
North Carolina	2,308,154	917,997	372,752	1,017,405
North Dakota	110,912	50,282	36,048	24,582
Ohio	3,721,293	1,593,981	804,080	1,323,232
Oklahoma	780,477	373,681	145,892	260,904
Oregon	1,046,709	467,687	238,700	340,322
Pennsylvania	3,670,610	1,392,650	795,188	1,482,772
Rhode Island	355,765	155,700	85,694	114,371
South Carolina	978,540	404,380	136,297	437,863
South Dakota	161,350	73,546	34,986	52,818
Tennessee	1,348,565	589,396	261,927	497,242
Texas	6,674,245	2,357,577	1,025,394	3,291,274
Utah	558,864	237,814	132,296	188,754
Vermont	135,226	60,440	33,593	41,193
Virginia	2,089,240	851,783	346,128	891,329
Washington	1,891,047	759,912	417,844	713,291
West Virginia	307,415	123,575	88,184	95,656
Wisconsin	1,796,975	823,822	351,467	621,686
Wyoming	154,321	71,463	39,566	43,292

Note: These data do not include justice system expenditure of special districts and independent school districts.

Appendix table 3. State and local justice system employment, by State, October 1995

State	Number of justice system employees		
	Total	Full-time only	Full-time equivalent
Total	1,816,632	1,657,921	1,725,803
Alabama	23,212	21,200	21,901
Alaska	4,357	4,225	4,296
Arizona	31,716	30,340	30,937
Arkansas	13,612	12,645	12,964
California	209,268	191,032	199,984
Colorado	23,386	21,834	22,508
Connecticut	21,878	19,950	20,712
Delaware	5,507	5,116	5,301
District of Columbia	10,578	10,375	10,511
Florida	119,310	113,319	115,799
Georgia	56,871	53,134	54,500
Hawaii	8,341	8,034	8,118
Idaho	7,756	6,748	7,165
Illinois	85,594	78,326	81,006
Indiana	32,526	28,823	30,419
Iowa	13,828	12,122	12,866
Kansas	17,631	15,628	16,265
Kentucky	22,019	18,799	20,017
Louisiana	31,299	29,168	30,278
Maine	6,061	4,869	5,321
Maryland	35,931	33,354	35,011
Massachusetts	39,088	34,596	36,161
Michigan	58,178	52,772	55,027
Minnesota	24,061	20,844	22,193
Mississippi	16,462	14,161	14,801
Missouri	31,177	28,583	30,443
Montana	4,636	3,863	4,150
Nebraska	8,944	8,150	8,454
Nevada	12,056	11,198	11,577
New Hampshire	6,567	5,088	5,556
New Jersey	71,861	62,641	68,745
New Mexico	12,653	12,016	12,363
New York	173,467	158,086	162,789
North Carolina	42,887	41,261	41,810
North Dakota	3,135	2,645	2,789
Ohio	72,974	65,116	68,049
Oklahoma	22,705	21,042	21,698
Oregon	18,195	16,214	17,007
Pennsylvania	76,433	65,088	70,333
Rhode Island	6,064	5,671	5,805
South Carolina	24,926	23,521	24,074
South Dakota	3,760	3,094	3,353
Tennessee	31,048	29,363	29,976
Texas	144,928	138,810	141,360
Utah	10,960	9,047	9,872
Vermont	3,104	2,470	2,736
Virginia	43,137	39,926	41,255
Washington	31,001	28,264	29,906
West Virginia	6,596	6,027	6,187
Wisconsin	31,574	26,244	28,256
Wyoming	3,374	3,079	3,199

Definition of terms

Expenditure includes only external cash payments made from any source of monies, including any payments financed from borrowing, fund balances, intergovernmental revenue, and other current revenue. It excludes any intragovernmental 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 is divided into 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 October 12, 1995. 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 October 1995.

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 and the Drug Enforcement Administration. Private security police are outside the scope of the survey.

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 service department in other jurisdictions (such as a county counsel).

Corrections involves the 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 Census Bureau's annual surveys of governmental finances and employment. The survey sample was selected from the 1987 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 or indebtedness. The total number of local governments in the sample is 13,035.

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 (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 are preliminary and subject to change. They 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.

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 1997, 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.

The deflation procedures to produce constant dollars are described in *Report to the Nation on Crime and Justice: Technical Appendix, Second Edition*, pp. 82-86. The current analysis differs from the methodology described there in two ways. First, the current analysis adjusted Federal expenditures in addition to State and local expenditures. Second, the current methodology used October payroll data for the collection year rather than the fiscal year of the payroll period. The procedures employed were identical, using the U.S. Department of Commerce, Bureau of Economic Analysis "government implicit price deflators" separately for total State and local expenditures and Federal nondefense expenditures.

Trend comparisons between the data in this report and reports covering data for 1971-79, 1985, 1988, and 1990 from the *Justice Expenditure and Employment* survey series 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, and 1990 from the *Justice Expenditure and Employment* survey series
- recent year-to-year trends from the 1980-95 *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>.

The Bureau of Justice Statistics is the statistical agency of the U.S. Department of Justice. Jan M. Chaiken, Ph.D., is director.

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

Lea S. Gifford and Sue A. Lindgren, under the supervision of Steve K. Smith, wrote this report. Marika F. X. Litras provided statistical review. Tom Hester and Tina Dorsey produced and edited the report. Jayne Robinson prepared the report for publication.

The data extraction, editing and tabulation for the 1995 Justice Expenditure and Employment Extracts were performed at the U.S. Bureau of the Census by Carl Handy with assistance from Victoria Campbell and Duane Cavanaugh under the supervision of Steve Owens and Stephanie Brown.

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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 Institute for Social Research at the University of Michigan, 1-800-999-0960. The archive may also be accessed through the BJS Internet site. Refer to study number 2840.