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Justice Expenditure and Employment in the United States, 1999

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In 1999 the United States spent a record \$147 billion for police protection, corrections, and judicial and legal activities. The Nation's expenditure for operations and outlay of the justice system increased 309% from almost \$36 billion in 1982. Discounting inflation, that represents a 145% increase in constant dollars.

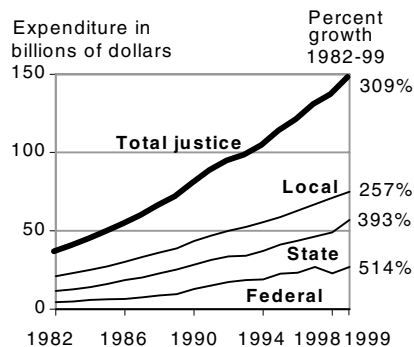
Local governments funded more than half of all justice system expenses. Another 39% of justice funding came from the States.

Criminal and civil justice expenditures comprised approximately 7.7% of all State and local public expenditures in 1999. Compared to justice expenditures, State and local governments in the United States spent almost four times as much on education, almost twice as much on public welfare, and a roughly equal amount on hospitals and healthcare (see figure on page 2).

In March of 1999 the Nation's justice system employed nearly 2.2 million persons, with a total March payroll of \$7.2 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 (65% in corrections). The remaining 8.7% were Federal employees more than half of whom worked in police protection.

Highlights

Federal, State, and local expenditure for the criminal and civil justice system, 1982-99



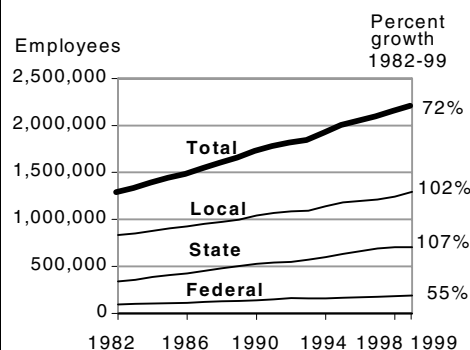
- Federal, State, and local governments in the United States spent \$147 billion in fiscal year 1999 for criminal and civil justice.
- In 1999 the Federal government alone spent \$27 billion dollars on the justice system. Expenditure by the

Federal government grew faster than that for State and local governments (514%). The Federal government share of justice system expenditures was 12% in 1982 compared with 19% in 1999.

- State governments spent \$57 billion on criminal and civil justice in 1999. Sixty percent of State spending was for corrections, at nearly \$35 billion. State justice expenditure has grown approximately 9% each year since 1982.

- Local governments contributed the most (51%) to the criminal and civil justice system — almost \$75 billion. By far the largest component of local expenditure was police protection, at nearly \$46 billion.

Federal, State, and local employment for the criminal and civil justice system, 1982-99



- Federal, State, and local governments had 2.2 million justice-related employees in 1999.
- Local governments employed the most people for justice functions, with about 1.3 million.
- The total number of justice employees grew 72% between 1982 and 1999, the largest growth was in State governments (107%).

Data presented in this report are derived from the Justice Expenditure and Employment Extracts, which is compiled 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.

Trends in spending by level of government

Since 1982 total justice expenditures more than quadrupled from nearly \$36 billion to nearly \$147 billion. The average annual increase for all levels of government between 1982 and 1999 was 8.1% (table 1).

Expenditure on criminal and civil justice reflected a change in responsibility. The Federal government had a larger average annual increase in justice

spending from 1982 to 1999 (10.6%) than the State and local governments (9.3% and 7.3% respectively).

Federal intergovernmental spending on justice activities rose from \$189 million in 1982 to more than \$5.2 billion in 1999. This increase was due to the

creation of several large grant programs in the 1980's and 1990's. Such programs include:

- the Family Services Administration within the Department of Health and Human Services which gives grants to States for child support enforcement
- the COPS program

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 1999 the total expenditure for all governments was almost \$147 billion (table 1).

Table 1. Total, direct, and intergovernmental justice expenditure and percent change, by level of government, fiscal years 1982-99

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
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	33,175	90
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
1996	120,194	23,344	17,480	5,864	43,803	39,903	3,900	62,970	62,811	159
1997	129,793	27,065	20,524	6,541	46,444	42,353	4,091	67,083	66,916	167
1998	135,899	22,834	19,365	3,469	49,454	45,995	3,459	70,831	70,539	292
1999	146,556	27,392	22,148	5,244	57,186	49,965	7,222	74,830	74,443	387
Percent change										
1982-99	308.9%	514.4%	418.8%	2674.6%	392.9%	369.1%	659.4%	256.9%	255.8%	741.3%
Average annual	8.1%	10.6%	9.6%	20.3%	9.3%	9.0%	11.9%	7.3%	7.3%	12.6%

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 the box on this page for further details.

- Edward Byrne Memorial State and Local Law Enforcement Assistance Programs
- Local Law Enforcement Block Grants.

Between 1982 and 1999 the Federal government increased its expenditure on police protection by 485.5%, judicial and legal services by 512.6%, and corrections by 654.2%. The State and local governments had smaller increases in all functions (table 2).

The average annual increase was highest for corrections, ranging from a 9.4% increase per year by the local governments to an 11.9% increase per year by the Federal government.

Police protection was the justice function with the lowest annual increase. Among State and local governments, the average annual increase on police protection was only about 7%. The Federal government expenditure for police protection increased by about 10% annually.

Accounting for inflation

The Consumer Price Index (CPI), reported by the Bureau of Labor Statistics, is the most commonly used indicator of inflation.¹ According to the CPI, the increase in the average price level for all urban consumers between the base years of 1982-84 and 1999 was 166.6%, or an annual average increase of 2.9%.

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 (166.6%) after 1982, expenditure in 1999 would have been \$59.7 billion, as opposed to the actual \$146.6 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 1999 the ratio of justice expenditure to GDP was \$146.6 billion/\$9,268.6 billion (1.58%). 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/>>.

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

Table 2. Total expenditure of Federal, State, and local governments for each justice function, and percent change, fiscal years 1982-99

Year	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
1983	4,844	2,815	1,523	606	12,785	2,963	2,950	6,873	23,186	15,276	4,361	3,548
1984	5,868	3,396	1,785	687	14,213	3,173	3,271	7,768	25,154	16,516	4,627	4,011
1985	6,416	3,495	2,129	792	16,252	3,469	3,636	9,148	27,462	17,847	5,090	4,524
1986	6,595	3,643	2,090	862	18,556	3,749	4,005	10,802	30,178	19,356	5,691	5,132
1987	7,496	4,231	2,271	994	20,157	4,067	4,339	11,691	33,265	21,089	6,230	5,947
1988	8,851	4,954	2,639	1,258	22,837	4,531	4,886	13,420	36,098	22,371	6,826	6,901
1989	9,674	5,307	2,949	1,418	25,269	4,780	5,442	15,047	38,825	23,672	7,682	7,471
1990	12,798	5,666	5,398	1,734	28,345	5,163	5,971	17,211	43,559	26,097	8,676	8,786
1991	15,231	6,725	6,384	2,122	31,484	5,507	6,754	19,223	47,075	28,017	9,418	9,640
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
1993	18,591	8,069	7,832	2,690	34,227	5,603	7,820	20,803	52,562	31,733	10,283	10,546
1994	19,084	8,059	8,184	2,841	37,161	6,000	8,026	23,135	55,517	33,365	11,023	11,130
1995	22,651	9,298	9,184	4,169	41,196	6,451	8,676	26,069	58,933	35,364	11,674	11,895
1996	23,344	10,115	9,459	3,766	39,903	6,499	8,110	25,294	62,811	38,227	12,355	12,229
1997	27,065	12,518	10,651	3,896	42,353	6,670	8,567	27,117	66,916	40,974	13,079	12,863
1998	22,834	12,208	7,462	3,165	49,454	7,996	10,858	30,599	70,831	43,312	13,559	13,960
1999	27,392	14,797	8,515	4,080	57,186	9,632	12,875	34,680	74,830	45,593	14,142	15,096
Percent change												
1982-99	514.4%	485.5%	512.6%	654.2%	392.9%	239.9%	368.5%	476.1%	256.9%	221.7%	273.7%	401.4%
Average annual	10.6%	10.3%	10.6%	11.9%	9.3%	7.0%	9.0%	10.2%	7.3%	6.7%	7.6%	9.4%

Notes: Detail may not add to total because of rounding.

Distribution of 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 31.1% of the Nation's total justice expenditure, and State corrections accounted for the second largest portion, 23.7%.
- Police protection is primarily a local responsibility; accordingly, local governments spent 69.8% of the total police protection expenditure in the country in 1999.
- Corrections is primarily a State responsibility, and the State governments accounted for 62.8% of the Nation's corrections expenditure.
- Judicial and legal services in the United States were funded primarily by local (43.2%) and State (35.4%) 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 1999

Activity	Amount (millions of dollars) spent fiscal year 1999			
	All governments	Federal Government	State governments	Local governments
Total justice system	\$146,556	\$27,392	\$57,186	\$74,830
Direct expenditure	146,556	22,148	49,965	74,443
Intergovernmental	-	5,244	7,222	387
Police protection	\$65,364	\$14,797	\$9,632	\$45,593
Direct expenditure	65,364	11,964	7,810	45,590
Intergovernmental	-	2,833	1,822	2
Judicial and legal	\$32,185	\$8,515	\$12,875	\$14,142
Direct expenditure	32,185	6,885	11,385	13,914
Intergovernmental	-	1,630	1,490	227
Corrections	\$49,007	\$4,080	\$34,680	\$15,096
Direct expenditure	49,007	3,299	30,770	14,938
Intergovernmental	-	781	3,910	157

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

Nearly 8 cents of every dollar spent by State and local governments in 1999 was for justice activities. Among all State and local expenditures, 3.3% was for police protection, 2.8% for corrections, and 1.6% for judicial and legal services.

By comparison, 29.7% of State and local government spending went to education, 13.5% to public welfare, 7.3% to health and hospitals, and 4.8% to interest on debt.

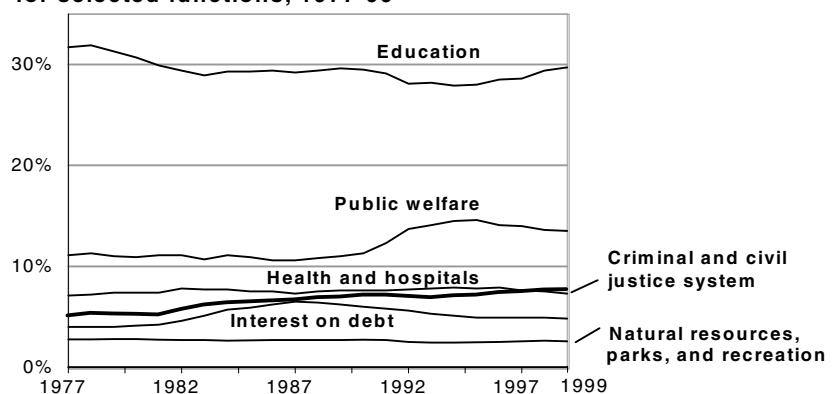
From 1977 to 1999 total State and local expenditures for all functions increased 401%.

- police protection rose 411%
- corrections rose 946%
- judicial and legal rose 1,518%.

Among some other government functions during the same period —

- education increased 370%
- hospitals and healthcare increased 418%
- interest on debt increased 490%
- public welfare increased 510%.

Percent of State and local expenditure for selected functions, 1977-99



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.

Table 4. State and local justice system per capita expenditure, by State and activity, fiscal year 1999

Rank of total per capita expenditure	State	Expenditure per capita			
		Total justice system	Police protection	Judicial and legal	Corrections
1	District of Columbia	\$1,212.3	\$592.1	\$66.8	\$553.4
2	Alaska	724.9	283.4	195.1	246.4
3	New York	630.1	292.4	113.4	224.2
4	California	602.9	240.9	169.2	192.8
5	Delaware	561.1	194.0	109.8	257.3
6	Nevada	542.7	231.7	107.8	203.2
7	New Jersey	518.4	236.6	113.9	167.9
8	Florida	503.1	224.2	84.0	194.9
9	Wyoming	482.6	189.2	100.9	192.5
10	Arizona	472.4	201.8	105.0	165.6
11	Massachusetts	464.8	218.7	99.8	146.3
12	Oregon	463.5	184.3	74.6	204.6
13	Connecticut	455.0	193.6	107.8	153.6
14	Maryland	451.1	191.2	87.8	172.1
15	Wisconsin	448.6	196.6	79.3	172.8
	All State and local	\$442.1	\$189.8	\$89.9	\$162.4
16	New Mexico	\$440.6	\$194.1	\$85.2	\$161.3
17	Michigan	439.3	172.3	83.2	183.7
18	Colorado	438.3	180.9	74.3	183.1
19	Hawaii	429.7	182.5	136.4	110.8
20	Pennsylvania	424.4	171.2	79.6	173.7
21	Ohio	424.2	179.4	95.6	149.3
22	Washington	418.3	162.0	83.8	172.5
23	Illinois	418.2	224.4	70.6	123.3
24	Louisiana	410.7	183.3	76.3	151.2
25	Rhode Island	408.1	179.2	94.7	134.2
26	Utah	400.4	161.4	80.7	158.4
27	Virginia	388.3	156.6	67.9	163.8
28	Texas	387.6	148.5	60.0	179.2
29	Idaho	384.2	149.1	75.7	159.3
30	Georgia	364.8	144.6	63.1	157.2
31	Minnesota	363.6	166.8	85.2	111.6
32	Kansas	355.0	161.6	74.4	119.0
33	North Carolina	350.9	155.4	58.1	137.5
34	Montana	339.5	134.5	71.0	134.0
35	South Carolina	330.9	147.0	43.9	140.0
36	Missouri	324.5	153.9	56.2	114.4
37	Tennessee	323.3	151.0	70.2	102.1
38	Iowa	314.7	135.8	82.7	96.2
39	Kentucky	302.8	109.6	69.2	124.0
40	Oklahoma	301.6	119.9	51.1	130.6
41	New Hampshire	299.0	141.8	69.7	87.4
42	Alabama	295.0	145.3	57.9	91.7
43	Nebraska	284.0	128.8	54.3	100.9
44	Indiana	283.2	124.5	50.0	108.7
45	Mississippi	281.7	135.7	53.6	92.5
46	Arkansas	279.7	126.2	48.4	105.1
47	South Dakota	268.0	115.3	49.2	103.5
48	Maine	257.4	122.5	50.9	84.0
49	Vermont	248.1	102.8	81.2	64.2
50	North Dakota	243.3	102.9	66.2	74.3
51	West Virginia	228.0	87.3	55.7	85.0

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.

Expenditures by State

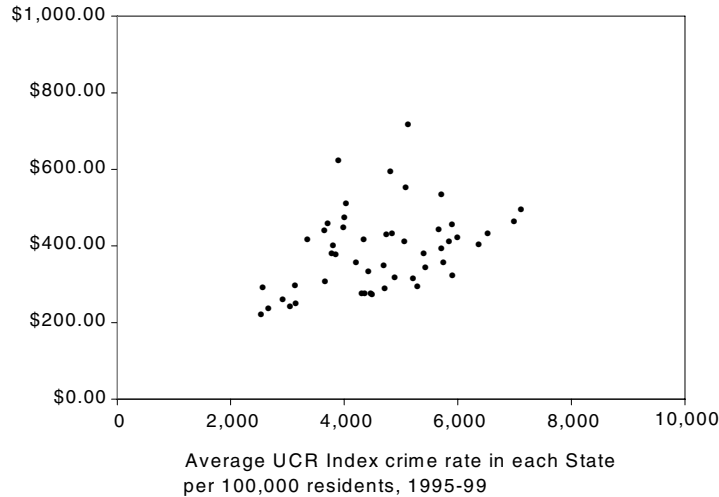
Across the Nation, State and local governments spent \$442.14 per capita on justice activities. This ranged from \$227.96 per capita in West Virginia to \$1,212.27 in the District of Columbia (table 4).

In 14 States and the District of Columbia the per capita expenditure was above that of the nation as a whole. As in 1995 (the most recent employment and expenditure Bulletin), West Virginia had the least per capita justice expenditure, while New York, Alaska, and the District of Columbia had the highest per capita expenditure. However, Alaska, was one of two States in addition to the District of Columbia whose per capita expenditure decreased after 1995. (See *Justice Expenditure and Employment in the United States, 1995*, NCJ 178235).

All State and local per capita justice expenditure increased by 25%. The State with the highest increase in per capita expenditure since 1995 was Wyoming, which increased 65%.

States with high crime rates tended to have higher expenditures for criminal and civil justice

Per capita State and local justice expenditure, 1999*



*Does not include direct Federal expenditure.

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 in 1999 included Alaska, California, and Delaware. Other States, such as North Dakota, West Virginia, and New Hampshire, had both low crime rates and low justice expenditure (figure above).

*The State and local per capita justice expenditure and the average Index crime rate for the 50 States and the District of Columbia (not shown in the scatter plot graph) had a correlation coefficient of 0.635.

Distribution of employment by level of government and activity

In March 1999 the Nation's civil and criminal justice system employed over 2 million persons, with a total March payroll of \$7.2 billion (table 5). Relative to the entire employed population in 1999, approximately 1.6% of the Nation's labor force worked in the justice system. (See <<http://www.bls.gov/cps/cpsaat1.pdf>>.)

Local governments accounted for more civil and criminal justice employment than the Federal and State governments combined. Of all the Nation's

justice employees, 59.1% were engaged in local justice activities.

The State and local governments employed 91.3% of all justice system workers. The Federal Government employed 8.7% of all justice system employees.

The distribution of corrections employees reflects State government dominance in that sector — 63.7% of corrections employees worked for State governments, followed by 31.9% at the local level and 4.3% at the Federal level.

Because law enforcement is essentially the responsibility of local governments, 80% of the Nation's police employees were working at the local level. State governments employed 9.8% of police protection workers; the Federal Government, 10.2%.

Throughout the justice system, approximately 58.7% of expenditures were for payrolls (not shown in table).

The Federal government spent less on payrolls relative to their total expenditure (\$11 billion out of \$27.4 billion, or 40%) than did the State and local governments (46.4% and 64.8% respectively).

Table 5. Employment and monthly payroll of the justice system, by activity and level of government, March 1999

Activity	All governments	Federal	State	Local	Percent distribution			
					Total	Federal	State	Local
Total justice system								
Total employees	2,189,477	191,169	704,902	1,293,406	100%	8.7%	32.2%	59.1%
March payrolls (in millions)	\$7,166	\$913	\$2,212	\$4,042	100	12.7	30.9	56.4
Police protection								
Total employees	1,017,922	104,096	99,686	814,140	100	10.2	9.8	80.0
March payrolls (in millions)	\$3,521	\$514	\$351	\$2,656	100	14.6	10.0	75.4
Judicial and legal								
Total employees	454,982	56,099	148,463	250,420	100	12.3	32.6	55.0
March payrolls (in millions)	\$1,540	\$280	\$535	\$725	100	18.2	34.7	47.1
Corrections								
Total employees	716,573	30,974	456,753	228,846	100	4.3	63.7	31.9
March payrolls (in millions)	\$2,104	\$118	\$1,326	\$660	100	5.6	63.0	31.4

Notes: 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.

Police protection was the activity with the highest percentage of expenditure going to payrolls (64.7%). The local governments in particular spent 69.9% of their expenditures for police protection on salaries.

The activity with the lowest percentage of expenditure for payrolls was corrections (51.5% for all governments).

Employment by State

In all States, 12.8% of State and local employees worked in the justice

system. Florida had the highest percent of justice employees relative to employees for other government functions (17.1%), followed by the District of Columbia (table 6). In 1999 Florida and the District of Columbia had the highest rates of index crimes in the Nation (see *Crime in the United States, 1999*, FBI).

The States with the lowest percentage of justice employees were West Virginia and North Dakota (less than 8% of all

Table 6. State and local justice system employment, and percent of all employment, by State, March 1999

State	Full-time equivalent employment		
	All State and local	State/local justice	Percent justice of total
Florida	739,081	126,330	17.1%
District of Columbia	43,208	7,385	17.1
Nevada	84,835	14,061	16.6
Arizona	236,330	37,458	15.8
New Jersey	446,885	69,403	15.5
New York	1,153,870	175,739	15.2
Delaware	42,821	6,250	14.6
Maryland	271,172	38,794	14.3
Illinois	614,108	86,611	14.1
Pennsylvania	525,583	73,958	14.1
California	1,612,201	220,607	13.7
Connecticut	170,857	23,308	13.6
Massachusetts	316,998	41,951	13.2
Ohio	587,859	77,486	13.2
Texas	1,148,712	148,226	12.9
All State and local	14,761,969	1,895,845	12.8%
Georgia	452,228	57,836	12.8%
Hawaii	66,928	8,556	12.8
Missouri	300,132	38,224	12.7
Virginia	372,682	46,766	12.5
Michigan	482,199	59,216	12.3
Louisiana	279,974	34,256	12.2
New Mexico	114,684	13,724	12.0
South Carolina	233,745	27,862	11.9
North Carolina	436,073	51,804	11.9
Wisconsin	274,226	32,274	11.8
Colorado	223,833	26,339	11.8
Oregon	177,507	20,850	11.7
Tennessee	296,324	33,533	11.3
Rhode Island	54,409	6,089	11.2
Oklahoma	195,888	21,777	11.1
Washington	296,861	32,899	11.1
Kansas	168,007	18,224	10.8
Indiana	312,217	32,584	10.4
Arkansas	146,936	14,668	10.0
Kentucky	214,243	21,607	10.1
New Hampshire	61,362	6,074	9.9
Utah	120,396	11,908	9.9
Idaho	73,544	7,229	9.8
South Dakota	39,772	3,733	9.4
Alabama	261,680	24,534	9.4
Montana	51,525	4,693	9.1
Alaska	48,832	4,397	9.0
Mississippi	190,783	16,971	8.9
Minnesota	270,967	23,880	8.8
Nebraska	105,153	9,165	8.7
Wyoming	39,333	3,411	8.7
Maine	69,884	5,885	8.4
Vermont	34,242	2,878	8.4
Iowa	169,788	14,233	8.4
North Dakota	37,491	2,964	7.9
West Virginia	93,601	7,235	7.7

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.

Expansion of Nation's justice system, 1982-99

The increase in justice expenditures over nearly 20 years reflects the expansion of the Nation's criminal justice system. For example, in 1982 the justice system employed approximately 1.27 million persons; in 1999 it reached over 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 14 million in 1999^a. 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 filed in general and limited jurisdiction State courts went from about 86 million to 91 million in the 15-year period, 1984-99.^b The juvenile court workload also expanded from 1 million delinquency cases in 1982 to 1.8 million in 1998.^c The total of judicial and legal employees grew about 84% to 455,000 persons in 1999.

Corrections

The total number of State and Federal inmates grew from 400,000 in 1982 to nearly 1,300,000 in 1999.^d This was accompanied by the opening of over 600 State^e and at least 51 Federal correctional facilities.^d The number of local jail inmates also tripled, from approximately 200,000 in 1982 to 600,000 in 1999.^d Adults on probation increased from over 1.3 to nearly 3.8 million persons.^d Overall corrections employment more than doubled from nearly 300,000 to over 716,000 during this period.

Sources:

^a*Crime in the United States, 1982* (FBI, 1983) and *1999* (FBI, 2000).

^b*Examining the Work of State Courts, 1999-2000* (National Center for State Courts, 2001).

^c*OJJDP Statistical Briefing Book* (OJJDP, 2001).

^d*Sourcebook of Criminal Justice Statistics, 2000*, NCJ 190251.

^e*Prisoners in 2000*, NCJ 188207 (BJS Bulletin, 2001), and *1984 Census of State Adult Correctional Facilities*, NCJ 105585 (BJS report, 1987).

employees). These two States consistently have among the lowest crime rates in the country.

California had the most State and local employees (1.6 million) and the most employees in the justice system (over 220,000). Vermont was the State with the fewest employees in State and local government for justice (fewer than 3,000) and for all functions (approximately 34,000).

Per capita justice employment of all State and local governments was about 67 per 10,000 resident population in 1999. Per capita employment was lowest in West Virginia, where there were 40 full-time equivalent justice employees per 10,000 residents, and highest in the District of Columbia where there were nearly 140 employees per 10,000 residents (table 7).

Vermont had the fewest State and local sworn police per capita, with 15.5 per 10,000 residents. In the District of Columbia, there were 65.6 sworn State or local police officers per 10,000 residents. The District of Columbia also had the most State and local corrections employees (54.4 per 10,000 residents) followed by Texas (32.8) and New York (32.4). However, the District of Columbia had the fewest State and local employees in judicial and legal services (6.5) while New Jersey had the most (24.4 per 10,000 residents).

Table 7. Per capita employment of State and local governments, by State and activity, March 1999

State	Population 1999 (thousands)	Full-time equivalent justice employment per 10,000 population, March 1999				
		Total justice system	Police protection			Corrections
			Total	Sworn only	Judicial and legal	
Total	281,375	67.4	30.2	22.7	13.3	23.9
Alabama	4,447	55.2	28.1	21.9	11.1	15.9
Alaska	627	70.1	26.9	17.1	20.9	22.3
Arizona	5,131	73.0	30.8	24.2	17.7	24.6
Arkansas	2,673	54.9	28.5	21.7	6.8	19.5
California	33,872	65.1	28.0	18.8	14.7	22.4
Colorado	4,301	61.2	28.4	20.6	12.5	20.4
Connecticut	3,406	68.4	30.7	24.4	12.0	25.7
Delaware	784	79.7	29.8	20.9	20.1	29.8
District of Columbia	529	139.6	78.8	65.6	6.5	54.3
Florida	15,982	79.0	33.3	22.6	17.2	28.5
Georgia	8,186	70.7	28.2	22.7	10.9	31.5
Hawaii	1,212	70.6	28.9	22.2	22.8	18.9
Idaho	1,294	55.9	25.2	17.8	10.7	20.0
Illinois	12,419	69.7	36.4	27.3	13.2	20.1
Indiana	6,080	53.6	26.7	18.9	9.5	17.4
Iowa	2,926	48.6	23.7	17.5	10.9	14.1
Kansas	2,688	67.8	33.0	24.7	13.4	21.5
Kentucky	4,042	53.5	24.1	17.6	14.2	15.2
Louisiana	4,469	76.7	34.3	26.0	15.1	27.3
Maine	1,275	46.2	25.6	17.8	6.6	14.0
Maryland	5,296	73.3	33.2	25.3	13.1	27.0
Massachusetts	6,349	66.1	35.7	29.5	11.0	19.4
Michigan	9,938	59.6	24.9	19.5	11.5	23.2
Minnesota	4,919	48.5	21.5	16.2	11.5	15.6
Mississippi	2,845	59.7	30.0	21.3	10.2	19.4
Missouri	5,595	68.3	30.7	21.4	13.0	24.6
Montana	902	52.0	24.2	16.2	11.0	16.8
Nebraska	1,711	53.6	25.9	19.2	10.4	17.2
Nevada	1,998	70.4	30.7	19.6	16.2	23.5
New Hampshire	1,236	49.1	26.4	20.0	9.2	13.5
New Jersey	8,414	82.5	39.3	28.6	24.4	18.8
New Mexico	1,819	75.4	29.3	21.3	15.9	30.2
New York	18,976	92.6	44.7	38.7	15.6	32.4
North Carolina	8,049	64.4	27.6	22.0	8.2	28.5
North Dakota	642	46.2	22.3	17.6	11.6	12.3
Ohio	11,353	68.3	28.0	21.4	17.6	22.6
Oklahoma	3,451	63.1	31.6	22.9	11.1	20.4
Oregon	3,421	60.9	24.6	17.3	13.6	22.8
Pennsylvania	12,281	60.2	25.0	19.9	14.2	20.9
Rhode Island	1,048	58.1	29.2	22.7	11.8	17.2
South Carolina	4,012	69.4	33.3	24.4	8.8	27.3
South Dakota	755	49.4	22.1	16.6	9.8	17.5
Tennessee	5,689	58.9	29.6	22.8	9.6	19.8
Texas	20,852	71.1	27.8	21.2	10.5	32.8
Utah	2,233	53.3	24.2	16.9	11.7	17.5
Vermont	609	47.3	21.8	15.5	10.3	15.1
Virginia	7,079	66.1	25.4	19.2	9.6	31.0
Washington	5,894	55.8	23.3	16.5	12.5	20.0
West Virginia	1,808	40.0	20.2	15.8	11.3	8.5
Wisconsin	5,364	60.2	28.6	21.8	10.2	21.4
Wyoming	494	69.0	34.0	22.8	14.1	21.0

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 Bureau of the Census, Current Population Reports, Series P-25, No. 1045, July 1999.

Definition of terms

Expenditure includes only external cash payments made from any source of moneys, 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 March 15, 1999. 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 1999.

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 services 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 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 13,480, 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 (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.

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 2001, 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, 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 1980-99 *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. Lawrence A. Greenfeld is acting director.

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

Sidra Lea Gifford wrote this report under the supervision of Steven K. Smith. Greg Steadman provided statistical review. Tina Dorsey and Tom Hester produced and edited the report. Jayne Robinson prepared the report for publication.

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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.