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Bureau of Justice Statistics Bulletin

Justice Expenditure and Employment, 1985

Federal, State, and local governments in the United States spent \$45.6 billion in fiscal year 1985 for civil and criminal justice, an increase of 75% since 1979, the last year comparable data were collected. During the same period, total government expenditures for all activities increased by 90% to \$1.58 trillion.

Federal spending for justice activities increased at a slower rate during this period (68%) than all Federal spending (92%), while State and local spending for justice activities increased at a slightly higher rate (76%) than all State and local spending (72%).

Nationally, 2.9% of all government spending in 1985 was for criminal and civil justice activities:

- 1.4% for police protection,
- 0.8% for corrections, and
- 0.6% for judicial and legal services, such as courts (0.4%), prosecution and legal services (0.2%), and public defense (0.1%).

The 2.9% of spending for criminal and civil justice services by all levels of government in 1985 compares with spending for other governmental services as follows:¹

Social insurance payments	20.8%
National defense and international relations	18.3
Education	13.0
Interest on debt	10.9
Housing and the environment	6.8
Public welfare	6.0
Hospitals and health	4.0
Transportation	3.6
Justice	2.9
Space research and technology	.5

This bulletin marks the first time since 1979 that BJS has been able to report on long-term trends in justice expenditure and employment and to present the full detail of expenditure and employment data.

Overall, justice spending increased by 75% since 1979, a lower rate of growth than spending for all government services, which rose 90%. State and local governments, however, which have primary responsibility for justice activities, increased their justice spending at a slightly higher rate than spending for all functions, 76% vs. 72% respectively.

In fiscal 1985, the proportion of total government spending used for justice activities was 2.9%. Of every government dollar spent in the Nation, 1.4 cents went for police protection; 0.8 cent was for

The percent of spending for justice activities varies by level of government and reflects the fact that criminal justice is primarily a State and local responsibility. County governments devoted 13.1% of direct expenditures to justice activities; city and town governments, 10.0%; State governments, 5.4%; and the Federal Government, 0.6% (table 1).

Local governments made over half of the Nation's civil and criminal direct

¹See "Methodology and limitations" for source of data for all government functions and changes in classification since 1983.

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correctional programs such as jails, prisons, probation, and parole; and 0.6 cent went for judicial and legal services. State governments spent 3% of their total spending on corrections.

Altogether, Federal, State, and local governments spent twice as much on housing and the environment as they spent for criminal and civil justice, twice as much on public welfare, and more than four times as much on education.

I would like to express my gratitude to the thousands of State and local governments who participate in the BJS and the Census Bureau surveys. Without the data they provide, Federal, State, and local efforts to develop and implement sound crime control policies would be weakened.

Steven R. Schlesinger
Director

justice expenditures, or \$25.3 billion, followed by State governments with \$14.7 billion and the Federal Government with \$5.7 billion (table 2).

Close to half—\$22 billion—of the Nation's total justice expenditure was for police protection, and over a fourth, \$13 billion, was for corrections, including jails, prisons, probation, and parole. The combined activities of courts, prosecution and legal services, and public defense accounted for \$10 billion, or 22.1% of the total (table 3).

Within each category of justice

Table 1. Percent of total direct government expenditures for justice activities, by level of government, fiscal year 1985

Level of government	Percent of expenditures for justice activities						
	Total	Police protection	Judicial and legal services				Corrections
			Total	Courts only	Prosecution and legal services	Public defense	
All	2.9%	1.4%	0.6	0.4%	0.2%	0.1%	0.8%
Federal government	0.6	0.3	0.2	0.1	0.1	0.0	0.1
Total State and local	6.1	2.9	1.2	0.8	0.4	0.1	1.9
State government	5.4	1.2	1.2	0.8	0.3	0.1	3.0
Total local	6.5	4.1	1.3	0.7	0.4	0.1	1.1
County	13.1	4.6	4.4	2.7	1.3	0.4	4.0
Municipal	10.0	8.3	0.9	0.4	0.4	0.1	0.7

Note: Local data for "total direct government expenditures" include expenditures made by school districts and special districts. Justice data are not collected for these local governments; see "Methodology and limitations." The percents for total justice activities include expenditures for a residual "other" category, not displayed separately. Subcategories may not add to total due to rounding.

Table 2. Justice system expenditures, by level of government, fiscal year 1985

Expenditure type by level of government	Expenditures in thousands of dollars							
	Total	Police protection	Judicial and legal services				Corrections	Other justice activities
			Total	Courts only	Prosecution and legal services	Public defense		
All expenditures	\$45,607,142	\$22,013,594	\$10,070,399	\$5,780,163	\$3,235,732	\$1,054,504	\$13,034,221	\$488,928
Federal	5,819,476	2,767,514	1,998,904	852,095	803,548	343,261	778,581	274,477
Direct	5,683,841	2,767,514	1,998,904	852,095	803,548	343,261	706,653	210,770
Intergovernmental	135,635	0	0	0	0	0	71,928	63,707
State	16,013,455	3,511,035	3,360,030	2,262,380	800,095	297,555	8,883,654	258,736
Direct	14,663,715	3,227,814	3,172,303	2,122,148	771,693	278,462	8,080,703	182,895
Intergovernmental	1,349,740	283,221	187,727	140,232	28,402	19,093	802,951	75,841
Total local	25,372,747	16,025,853	4,934,711	2,840,787	1,660,856	433,068	4,316,481	95,702
Direct	25,259,586	16,018,266	4,899,192	2,805,920	1,650,491	432,781	4,246,865	95,263
Intergovernmental	113,161	7,587	35,519	34,867	365	287	69,616	439
County	10,563,171	3,688,740	3,558,054	2,202,504	1,004,947	350,603	3,252,103	64,274
Direct	10,465,369	3,677,977	3,526,243	2,172,353	1,004,222	349,668	3,197,603	63,546
Intergovernmental	97,802	10,763	31,811	30,151	725	935	54,500	728
Municipal	15,064,352	12,512,804	1,401,212	655,733	659,697	85,782	1,118,504	31,832
Direct	14,794,217	12,340,289	1,372,949	633,567	656,269	83,113	1,049,262	31,717
Intergovernmental	270,135	172,515	28,263	22,166	3,428	2,669	69,242	115

Note: Intergovernmental expenditure consists of payments from one government to another. Such expenditure eventually will show up as a direct expenditure of a recipient government. Duplicative transactions between levels of governments are excluded from the totals for all governments and local governments.

Table 3. Distribution of justice system direct expenditures, by activity and level of government, fiscal year 1985

Level of government	Activity							
	All	Police protection	Judicial and legal services				Corrections	Other justice activities
			Total	Courts only	Prosecution and legal services	Public defense		
Percent by level of government								
All	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Federal	12.5	12.6	19.8	14.7	24.8	32.6	5.4	43.1
State	32.2	14.7	31.5	36.7	23.8	26.4	62.0	37.4
Total local	55.4	72.8	48.6	48.5	51.3	41.0	32.6	19.5
County	22.9	16.7	35.0	37.6	31.0	33.2	24.5	13.0
Municipal	32.4	56.1	13.6	11.0	20.3	7.9	8.1	6.5
Percent by activity								
All	100.0%	48.3%	22.1%	12.7%	7.1%	2.3%	28.6%	1.1%
Federal	100.0	48.7	35.2	15.0	14.1	6.0	12.4	3.7
State	100.0	22.0	21.6	14.5	5.3	1.9	55.1	1.2
Total local	100.0	63.4	19.4	11.1	6.6	1.7	16.8	0.4
County	100.0	35.1	33.7	20.8	9.6	3.3	30.6	0.6
Municipal	100.0	83.4	9.3	4.3	4.4	0.6	7.1	0.2

activity, the distribution of expenditure by level of government reflects the different responsibilities of each level:

- Police protection is primarily a local responsibility; accordingly, local governments spent 73% of the total police protection expenditure in the country in 1985.

- Corrections is primarily a State responsibility, and the State governments accounted for 62% of the Nation's corrections expenditure.

- Overall, local police spending represented 35% of the Nation's total direct justice expenditure, and State corrections accounted for the second largest portion, 18%.

- The bulk of court cases heard in this country are in State and county courts. Combined, those governments accounted for 74% of total direct expenditure for courts, with the Federal government spending 15% of the total and municipal governments, 11%.

- Prosecution of court cases is most often at the local levels of government, which accounted for 51% of the total prosecution and legal services expenditure.

- Public defense systems are organized at the county level in most States, and counties spent one-third of the total public defense expenditure.

Combined, State and local governments spent 87.6% of the Nation's justice monies. Local governments alone spent 55.4% of the total. The Federal Government accounted for 12.5% of justice spending.

Justice employment

In October 1985, the Nation's civil and criminal justice systems employed more than 1.4 million persons, with a total October payroll exceeding \$2.8 billion (table 4).

Local governments accounted for

more civil and criminal justice employment than the Federal and State governments combined. Of the Nation's total justice employees, 61.6% were engaged in local justice activities (table 5).

Reflecting the fact that law enforcement is essentially the responsibility of local governments, 77.1% of the Nation's police employees were working at the local level. State governments employed 14.6% of police protection workers; the Federal Government, 8.3%.

Local governments also dominate judicial and legal employment, though not as much. Local employees account for 60.2% of court employees, 57.6% of prosecution and legal service employees, and 47.4% of public defense employees.

The distribution of corrections employees reflects State government dominance in that sector—61.0% of corrections employees worked for State governments, followed by 35.3% at the local level, and 3.7% at the Federal level.

Per capita spending

The Federal, State, and local governments combined spent \$191 per capita on civil and criminal justice

Table 4. Justice system employment and payrolls, by activity and level of government, October 1985

Activity and level of government	Employment			October payroll (in thousands)
	Total	Full-time	Full-time equivalent	
Total justice system	1,437,165	1,341,865	1,368,562	\$2,854,834
Federal	108,222	108,222	108,222	277,930
State	443,383	423,302	431,206	878,899
Total local	885,560	810,341	829,134	1,698,005
County	373,058	342,614	352,606	655,120
Municipal	512,502	467,727	476,528	1,042,885
Police protection	737,741	683,754	693,245	1,515,524
Federal	61,342	61,342	61,342	157,335
State	107,606	97,110	98,656	207,784
Total local	568,793	525,302	533,247	1,150,405
County	130,505	121,436	123,455	246,381
Municipal	438,288	403,866	409,792	904,024
Judicial (courts only)	192,504	172,104	180,590	361,380
Federal	15,455	15,455	15,455	38,358
State	61,082	57,608	60,533	151,678
Total local	115,967	99,041	104,602	171,344
County	88,291	78,546	82,307	134,529
Municipal	27,676	20,495	22,295	36,815
Prosecution and legal services	93,742	86,727	89,624	208,832
Federal	15,791	15,791	15,791	43,904
State	23,926	22,523	23,266	53,164
Total local	54,025	48,413	50,567	111,763
County	35,657	32,646	33,901	72,154
Municipal	18,368	15,767	16,666	39,609
Public defense	12,092	11,208	11,709	26,914
Federal	356	356	356	1,000
State	6,003	5,661	5,872	12,307
Total local	5,733	5,191	5,481	13,607
County	5,476	4,982	5,258	12,956
Municipal	257	209	223	651
Corrections	394,677	381,988	387,209	729,699
Federal	14,448	14,448	14,448	35,025
State	240,856	236,599	239,031	446,574
Total local	139,373	130,941	133,730	248,100
County	111,963	103,946	106,594	187,158
Municipal	27,410	26,995	27,136	60,942
Other justice activities	6,409	6,084	6,185	12,485
Federal	830	830	830	2,309
State	3,910	3,801	3,848	7,392
Total local	1,669	1,453	1,507	2,785
Counties	1,166	1,058	1,091	1,941
Municipalities	503	395	416	844

Table 5. Distribution of justice system total employment and payrolls, by activity and level of government, October 1985

Activity and level of government	Total employment	October payroll
Total justice system	100.0%	100.0%
Federal	7.5	9.7
State	30.9	30.8
Local	61.6	59.5
Police protection	100.0%	100.0%
Federal	8.3	10.4
State	14.6	13.7
Local	77.1	75.9
Judicial (courts only)	100.0%	100.0%
Federal	8.0	10.6
State	31.7	42.0
Local	60.2	47.4
Prosecution and legal services	100.0%	100.0%
Federal	16.8	21.0
State	25.5	25.5
Local	57.6	53.5
Public defense	100.0%	100.0%
Federal	2.9	3.7
State	49.6	45.7
Local	47.4	50.6
Corrections	100.0%	100.0%
Federal	3.7	4.8
State	61.0	61.2
Local	35.3	34.0
Other justice activities	100.0%	100.0%
Federal	13.0	18.5
State	61.0	59.2
Local	26.0	22.3

activities in 1985. Of this, \$92 per capita was for police protection, \$55 was for corrections, and \$42 was for judicial and legal services, such as courts (\$24), prosecution and legal services (\$14), and public defense (\$4). Spending was \$2 per capita for other justice activities that were not elsewhere classified, such as State criminal justice coordinating councils.

The \$191 per capita for justice activities compares with a total of \$6,623 per capita for all governmental functions. The per capita figures for various categories of governmental expenditure are as follows:

Social insurance payments	\$1,377
National defense and international relations	1,209
Education	862
Interest on debt	723
Housing and the environment	449
Public welfare	397
Hospitals and health	267
Transportation	240
Justice	191
Space research and technology	31

Trends

Expenditure for justice activities by all governments increased by 75% since 1979, the last year for which comparable data are available (table 6). During this same period, expenditure for all government activities increased by 90%. This disparity is due to larger increases in Federal spending for all functions (92%) than for justice (68%). State and local governments registered a slightly larger increase in justice spending (76%) than for all their spending (72%) during this period.

State governments displayed larger increases in justice spending from 1979 to 1985 (98%) than local governments (66%).

The percent of total government spending at all levels for justice activities decreased from 3.1% in 1979 to 2.9% in 1985. However, criminal justice is primarily a State and local responsibility, and those governments increased the percent of their spending for justice activities from 5.9% in 1979 to 6.1% in 1985.

The 1985 expenditure and employment data were collected through a special survey that is essentially comparable to the surveys that produced data for 1971-79, allowing the examination of long-term trends. The largest percent increases in spending in

Table 6. Percent change in direct expenditure for justice activity, by activity and level of government, 1976-85 and 1979-85

Level of government	Percent change in direct expenditures for:					
	Total	Police protection	Judicial (courts only)	Prosecution and legal services	Public defense	Corrections
1976-85						
All governments	132%	100%	138%	209%	219%	197%
Federal	132	85	288	295	231	176
State	182	90	263	212	297	227
Total local	110	108	73	155	175	157
1979-85						
All governments	75	58	71	96	77	116
Federal	68	45	131	122	43	100
State	98	62	77	79	136	129
Total local	66	62	55	74	81	97

Note: Federal data for 1985 were modified for this table from what is presented in other tables; see "Methodology and Limitations."

the decade from 1976 to 1985 occurred in public defense as governments continued to implement programs and establish agencies in response to Supreme Court rulings. *Gideon v. Wainwright*, 372 U.S. 335 (1963) was the landmark decision extending the right to counsel to all felony cases in State courts. In *Argersinger v. Hamlin*, 407 U.S. 25 (1972) the Court extended the right to counsel to misdemeanor cases in which the defendant may receive a sentence of imprisonment. In *re Gault*, 387 U.S. 1 (1967) accorded the right to counsel to juveniles.

Other large increases were in State and Federal judicial expenditures. During the decade ending in 1985—

- States increased their court expenditures by 263% as they developed consolidated State-level court systems, replacing local courts.
- The Federal Government increased its court expenditures by 288% in response to the creation of a total of 237 new district and appellate court judgeships during the period to deal with case backlogs.
- Federal prosecution spending increased by 295%, as 2,707 Federal prosecutors and support staff were added.

For all governments combined, corrections expenditures increased at a greater rate (116%) than other justice activities from 1979 to 1985. For State governments, the increase was 129%, for the Federal Government, 100%, and for local governments, 97%. During this period, the number of State and Federal prisoners increased by 51.5%, although it is difficult to compare this to the expenditure data because they are not adjusted for inflation.

At each level of government, increases for police protection were among the lowest of the various justice activities.

Focus on corrections

The special survey used to collect the 1985 expenditure and employment data also collected more detailed corrections data than are available for 1980-84, allowing more in-depth analysis of corrections expenditure and employment. During the period 1971 to 1985—

- State government expenditures to operate correctional institutions rose at about the same rate as total direct corrections expenditures (513% and 511%, respectively).
- Corrections capital outlay expenditures by State governments rose at a higher rate for the entire period (653%), but since 1976 the rate of such growth has been about twice as high as the growth in operating costs for prisons.
- The proportion of total direct expenditures by State governments for capital outlays increased from a low of 6.4% in 1973 to a high of 13.4% in 1985 (table 7).

The bulk of capital outlay expenditures is for the construction of correctional institutions, but other types of construction and purchases of equipment, of existing structures, and of land are included. Data are available on the construction of State prisons beginning in 1977. Since that time State governments increased the percent of total corrections direct expenditure for prison construction from a low of 7.7% in 1977 to 11.2% in 1985.

Also beginning in 1977, data became available on all expenditures for correctional institutions vs. probation, parole, and pardon programs. Over this period, State and local governments changed the distribution of their corrections spending (including capital and operating costs) between institutions and probation, parole, and pardon. Between 1977 and 1985—

- State governments increased the proportion of their direct corrections spending for institutions from 76.3% to 83.9%, while the percent for probation, parole, and pardon decreased from 12.8% to 9.6% (table 8).

- County governments increased their percent for institutions from 70.1% to 79.8%, decreasing the percent for probation, parole, and pardon from 27.6% to 20.2%.

- Municipalities increased their percent for institutions from 76% to 91.9%, decreasing the percent for probation, parole, and pardon from 17.3% to 8.1%.

- Similar data for the Federal Government are available only for 1985. In that year, Federal institutions accounted for 75.8% of Federal direct corrections expenditure; probation, parole, and pardon accounted for 16.2%.

Table 8. Percent of total direct corrections expenditures for institutions and probation, parole, and pardon, by level of government, 1977 and 1985

Level of government	Percent change in direct expenditures for:			
	Institutions		Probation, parole, pardon	
	1977	1985	1977	1985
All State and local	74.4%	83.5%	17.6%	12.4%
State	76.3	83.9	12.8	9.6
Total local	71.5	82.8	25.2	17.2
County	70.1	79.8	27.6	20.2
Municipal	76.0	91.9	17.3	8.1

Note: Data include capital and operational expenditures. Institutions include prisons, jails, halfway houses, or other corrections institutions. Percents generally will not add to 100 because data for a miscellaneous category are included in the total, but not displayed separately. For 1985, however, they were not collected for local governments.

State comparisons

Across the Nation, State and local governments spent \$167 per capita on justice activities (table 9). This ranged from less than \$90 per capita in Arkansas (\$87), West Virginia, and Mississippi (each with \$82) to more than \$200 per capita in six States and the District of Columbia: Arizona (\$206), New Jersey (\$208), California (\$225), Nevada (\$244), New York (\$293), Alaska (\$592), and the District of Columbia (\$613).

Per capita justice expenditures varied by region: They were highest in the Northeast (\$208) and West (\$205) and lowest in the Midwest and South (\$140 each).

Table 9. State and local justice system per capita expenditures, by State, fiscal year 1985

Rank	State	Expenditures per capita
1	Dist. of Columbia	\$612.87
2	Alaska	592.04
3	New York	293.19
4	Nevada	244.01
5	California	224.78
6	New Jersey	207.67
7	Arizona	205.93
8	Wyoming	199.43
9	Hawaii	191.66
10	Maryland	191.17
11	Delaware	186.28
12	New Mexico	184.63
13	Florida	175.38
14	Michigan	173.28
15	Massachusetts	172.61
16	Colorado	172.03
17	Illinois	170.93
	All State and local	167.23
18	Connecticut	164.79
19	Washington	160.14
20	Oregon	154.94
21	Louisiana	153.59
22	Rhode Island	152.10
23	Wisconsin	151.13
24	Virginia	149.90
25	Minnesota	140.86
26	Pennsylvania	137.30
27	Texas	136.41
28	Utah	135.01
29	Georgia	131.42
30	North Carolina	129.29
31	Montana	128.78
32	New Hampshire	126.42
33	Vermont	126.09
34	Kansas	125.66
35	Missouri	124.41
36	Ohio	121.15
37	Oklahoma	118.36
38	South Carolina	116.86
39	Nebraska	115.40
40	Alabama	113.41
41	Tennessee	113.41
42	Iowa	105.91
43	Kentucky	104.86
44	Idaho	104.80
45	Indiana	101.40
46	South Dakota	100.84
47	Maine	96.21
48	North Dakota	93.88
49	Arkansas	86.63
50	West Virginia	82.18
51	Mississippi	82.16

Table 7. Percent of State government total direct corrections expenditures for prison operations, all capital outlay, and prison construction, 1971-85

	Total Direct	Prison Operations	Capital Outlay	
			All	Prison Construction Only
1971	100.0%	70.6%	10.8%	...
1972	100.0	75.1	7.8	...
1973	100.0	74.3	6.4	...
1974	100.0	72.7	6.9	...
1975	100.0	70.7	8.1	...
1976	100.0	69.9	8.0	...
1977	100.0	68.5	10.0	7.7
1978	100.0	70.5	10.1	7.8
1979	100.0	70.8	10.1	8.1
1985	100.0	70.9	13.4	11.2

Note: Includes only direct outlays; does not include the cost of interest for projects such as prison construction financed over time. ...Not available.

In 1985, full-time equivalent employment in State and local justice was 52.8 persons per 10,000 population nationally (table 10). In proportion to its population, New York was the State with the most justice employees (79.6 per 10,000 population), followed by Alaska (78.5), and Nevada (72.6). (The District of Columbia had 151.2). The States with the fewest were West Virginia with 33.8, North Dakota with 35.1, Arkansas with 36.7, and Mississippi with 36.8.

Nationally, 6.1% of all State and local spending was devoted to civil and criminal justice. About half of this was for police (2.9%), followed by correc-

tions (1.9%), and judicial and legal service activities (1.2%) (table 11). The proportion of State and local spending directed to justice functions ranged from a low of 3.2% in North Dakota to a high of 8.3% in Nevada. (The District of Columbia allotted 10.1% of its total expenditure to justice activities).

State governments spent 5.4% of their total direct expenditures for all functions on criminal and civil justice (table 12). Of the total, 3% went for corrections, 1.2% went for police protection, and 1.2% went for the combined judicial activities of courts, prosecution and legal services, and public defense.

Definition of terms

This section provides brief definitions of the terms used in this report. More explicit definitions will be contained in the full report, Justice Expenditure and Employment in the U.S., 1985 Final Report.

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

Table 10. State and local justice system full-time equivalent employment per 10,000 population, by State, October 1985

Rank	State	Full-time employment per 10,000 population
1	Dist. of Columbia	151.2
2	New York	79.6
3	Alaska	78.5
4	Nevada	72.6
5	New Jersey	68.3
6	Delaware	66.7
7	Florida	63.8
8	Arizona	63.7
9	Wyoming	62.6
10	Maryland	62.5
11	Louisiana	61.7
12	New Mexico	61.0
13	Hawaii	56.4
14	California	55.2
15	Illinois	54.3
16	Massachusetts	53.0
17	Virginia	52.8
	All State and local	52.8
18	Georgia	51.7
19	Texas	50.2
20	Colorado	49.3
21	Kansas	48.8
22	Missouri	48.0
23	Michigan	47.6
24	Rhode Island	46.6
25	South Carolina	46.6
26	Connecticut	46.5
27	Oregon	46.3
28	North Carolina	46.2
29	Oklahoma	46.2
30	Tennessee	45.9
31	Washington	45.7
32	Wisconsin	45.1
33	Montana	44.7
34	Pennsylvania	44.5
35	Ohio	44.0
36	Alabama	43.0
37	Indiana	41.8
38	Nebraska	41.7
39	Kentucky	41.3
40	Utah	40.8
41	South Dakota	40.7
42	New Hampshire	39.9
43	Idaho	39.4
44	Minnesota	38.5
45	Vermont	38.4
46	Iowa	37.8
47	Maine	37.1
48	Mississippi	36.8
49	Arkansas	36.7
50	North Dakota	35.1
51	West Virginia	33.8

Table 11. Percent of State and local total direct expenditures for justice activities, by State, fiscal year 1985

State	Percent for justice activities			
	Total	Police protection	Judicial and legal services	Corrections
Dist. of Columbia	10.1	3.9	1.8	4.3
Nevada	8.3	3.7	1.7	2.8
Florida	7.6	3.7	1.5	2.3
New Jersey	7.4	3.8	1.6	2.0
Arizona	7.3	3.6	1.5	2.2
New York	7.3	3.4	1.4	2.4
Maryland	7.2	3.2	1.3	2.6
California	7.2	3.3	1.6	2.2
Illinois	6.8	3.8	1.1	1.8
Virginia	6.8	3.1	1.1	2.5
New Mexico	6.7	2.8	1.2	2.6
Hawaii	6.3	2.9	2.0	1.4
Delaware	6.2	2.7	1.4	2.0
New Hampshire	6.2	3.3	1.2	1.8
Missouri	6.2	3.5	1.2	1.5
Connecticut	6.2	3.3	1.4	1.5
Michigan	6.1	2.8	1.3	1.9
All State and local	6.1	2.9	1.2	1.9
Colorado	5.9	3.1	1.3	1.5
Massachusetts	5.8	3.0	1.2	1.6
North Carolina	5.8	2.7	1.2	1.9
Louisiana	5.7	2.8	1.1	1.8
Texas	5.7	2.8	1.1	1.7
Pennsylvania	5.6	2.7	1.3	1.7
Alaska	5.5	2.0	1.3	2.2
South Carolina	5.4	2.5	0.8	2.1
Georgia	5.4	2.5	1.0	1.9
Rhode Island	5.4	3.0	1.2	1.2
Wisconsin	5.4	2.8	1.0	1.5
Oregon	5.1	2.3	1.2	1.5
Kentucky	5.1	2.3	1.2	1.5
Kansas	5.0	2.5	1.0	1.5
Idaho	5.0	2.8	1.2	1.0
Oklahoma	5.0	2.4	0.9	1.7
Alabama	4.9	2.2	1.0	1.7
Indiana	4.8	2.3	0.9	1.6
Ohio	4.8	2.2	1.1	1.4
Vermont	4.6	1.9	1.1	1.6
Washington	4.6	2.0	0.9	1.7
Tennessee	4.6	2.2	0.9	1.5
Arkansas	4.6	2.3	0.7	1.5
Montana	4.4	2.0	0.9	1.5
Wyoming	4.3	2.2	0.9	1.0
Minnesota	4.3	2.0	1.1	1.2
Maine	4.1	2.1	0.8	1.1
Iowa	4.1	2.1	0.9	1.1
Mississippi	4.0	2.1	0.7	1.2
South Dakota	4.0	2.0	0.9	1.1
Utah	3.9	1.9	0.8	1.2
Nebraska	3.6	1.9	0.7	1.0
West Virginia	3.5	1.8	1.0	0.7
North Dakota	3.2	1.6	1.0	0.7

Note: See Note table 1.

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 exist-

ing 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).

Employees are all persons on government payrolls during the pay period

including October 12, 1985. 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 is a statistical measure that estimates the number of employees that would be on the payrolls if the total hours worked by part-time workers were actually worked by full-time workers. It is calculated by dividing the total payroll (full-time plus part-time) by the full-time payroll and multiplying the result by the number of full-time employees.

Payroll is the gross payroll before deductions and includes salaries, wages, fees, and commissions paid to employees as defined above for the month of October 1985.

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 agencies such as the FBI and the Drug Enforcement Administration. Private security police are outside the scope of the survey.

Judicial (courts only) includes all civil and criminal courts and activities associated with courts such as law libraries, grand juries, petit juries, and the like. It is not the same as the "judicial and legal services" category in reports for 1982-84. That category also included "prosecution and legal services" and "public defense," which are displayed separately in this report.

Prosecution and legal services 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.

Public defense includes legal counsel and representation in either criminal or civil proceedings as provided by public defenders and other government programs that pay the fees of court-appointed counsel.

Corrections involves the confinement and rehabilitation of adults and juveniles convicted of offenses against the law and the confinement of persons

Table 12. Percent of State government total direct expenditures for justice activities, by State, fiscal year 1985

State	Percent for justice activities			
	Total	Police protection	Judicial and legal services	Corrections
Florida	9.5	1.3	2.4	5.5
North Carolina	8.4	1.9	2.2	4.2
Arizona	8.0	2.6	0.9	4.6
New Mexico	7.8	1.5	2.2	4.1
Delaware	7.6	2.1	1.9	3.4
Alaska	7.4	1.8	2.1	3.5
Maryland	7.3	1.4	1.5	4.3
New York	7.0	0.8	2.2	3.9
Virginia	6.8	1.5	1.3	3.9
Connecticut	6.6	1.3	2.4	2.9
Massachusetts	6.3	1.1	2.2	2.9
Georgia	5.9	1.5	0.6	3.9
New Hampshire	5.9	1.2	2.0	2.8
Colorado	5.9	1.1	2.1	2.7
Vermont	5.8	1.5	1.6	2.7
Kansas	5.8	1.0	1.6	3.2
New Jersey	5.8	1.6	1.3	2.7
South Carolina	5.7	1.5	0.6	3.5
Oklahoma	5.5	1.2	1.2	3.1
Nevada	5.5	1.0	0.7	3.7
Kentucky	5.5	1.4	2.0	2.1
All State government	5.4	1.2	1.2	3.0
California	5.4	1.5	0.5	3.3
Illinois	5.4	1.1	0.9	3.3
Missouri	5.3	1.2	1.5	2.5
Michigan	5.3	1.1	0.9	3.2
Oregon	5.2	1.1	1.9	2.1
Alabama	4.9	1.1	1.4	2.3
Indiana	4.9	1.4	0.6	2.9
Utah	4.8	1.3	1.0	2.5
Tennessee	4.8	0.9	0.9	3.0
Texas	4.8	1.1	0.6	3.1
Nebraska	4.8	1.4	0.8	2.5
Louisiana	4.6	1.2	0.8	2.6
South Dakota	4.5	1.4	1.2	2.0
Rhode Island	4.5	0.9	1.7	1.9
Wyoming	4.5	1.0	1.1	1.9
Wisconsin	4.3	0.7	0.9	2.7
Arkansas	4.3	1.3	0.6	2.3
Mississippi	4.0	1.3	0.5	2.2
Hawaii	4.0	0.2	2.0	1.8
Washington	3.9	0.9	0.5	2.4
Idaho	3.9	1.3	0.9	1.6
Maine	3.7	1.0	1.2	1.5
Montana	3.7	1.0	0.5	2.2
Iowa	3.6	1.0	0.8	1.8
Pennsylvania	3.6	1.3	0.6	1.6
Minnesota	3.3	0.9	0.7	1.6
West Virginia	3.1	1.1	1.0	0.9
Ohio	2.8	0.6	0.4	1.8
North Dakota	2.0	0.5	0.8	0.7

Note: The percents for total justice system include expenditures for a residual "other" category not displayed separately.

suspected of a crime awaiting trial or adjudication. It includes costs 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."

Correctional institutions are prisons, reformatories, jails, houses of correction, penitentiaries, correctional farms, workhouses, reception centers, diagnostic centers, industrial schools, training schools, detention centers, and a variety of other types of institutions for the confinement and correction of convicted adults or juveniles who are adjudicated delinquent or in need of supervision. It also includes facilities for the detention of adults and juveniles accused of a crime and awaiting trial or hearing. In this report, prison is sometimes used to refer to State correctional institutions.

Probation, parole, and pardon includes data on probation agencies, boards of parole, boards of pardon, and their variously named equivalents. Although probation departments frequently function under the administration of a court, the data are presented separately under corrections after having been deducted from the judicial data.

Other justice activities includes expenditure and employment data that are not elsewhere classified, that cut across more than one category, or that are not allocable to separate categories. Examples are crime commissions, neighborhood crime councils, and State criminal justice coordinating councils.

Methodology and limitations

The data in this report are preliminary and subject to change. They were collected by the U.S. Bureau of the Census for the Bureau of Justice Statistics using a special sample survey of State and local governments. Data were collected for the Federal Government, all State governments, all county governments, all municipalities (and townships in the six New England States, the three Middle Atlantic States, and Michigan and Wisconsin) having a 1980 population of 10,000 or more, and for a sample of the remaining municipalities and townships. A total of 8,223 local governments were included in the survey panel (3,041 county governments, 4,215 municipalities, and 967 townships).

The survey was accomplished using two methods of data collection: field compilation and mail canvass. Trained field representatives compiled expenditure and employment data from the governments' own records for all States and a reduced number of counties and municipalities in 1979. Other units in the sample were canvassed by mail. Response for the field-compiled units was 100%. For the mail canvass units, the response rate was 88%.

Data for the Federal Government were extracted from Budget of the United States Government, FY 1987, Appendix. For 1985, that document allowed the classification of appropriate expenditure and employment amounts for the Naturalization and Immigration Service, the U.S. Customs Service, and the Internal Revenue Service as "prosecution and legal services." In earlier years, those amounts could not be broken out of the "police protection" category. These dollar and employment amounts are included as Federal legal services and prosecution in the appropriate tables in this report, but, to allow comparability with earlier years, they have been treated as police protection expenditures in the trend analysis in table 6 and in the text.

Data for all governmental functions are from U.S. Bureau of the Census, Governmental Finances in 1984-85, table 1. Changes in the format for that table allow the inclusion of expenditure amounts that were not included in previous BJS expenditure and employment reports. "Housing and the environment" now includes "parks and recreation," "sewerage," and "other sanitation" not previously included. "Transportation" now includes "other transportation" not previously included. "Social insurance payments" is "insurance trust expenditure" in the source; it includes Social Security, unemployment compensation, employee retirement, workers compensation, and a residual "other" category.

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. Justice expenditure data for these districts are not collected, although in 1978 (the most recent year for which such data are available) 0.6% of justice expenditure

was made by such districts. The special district and school district data are included in the total government spending to allow State-by-State comparisons across States that make varying use of school districts to finance education.

A more detailed description of the survey methodology (including sample design and sampling errors) will be included in the final report from this survey Justice Expenditure and Employment in the U.S., 1985 Final Report. Data in that report will be presented in greater geographical, functional, and financial detail.

It is important to note that long-term trend comparisons between the data in this report and reports covering data for 1980 through 1984 are complicated by changes in methodology in the justice expenditure and employment series. These changes are described in the BJS reports for these years and in the forthcoming final report for 1985.

Further reading

To obtain other BJS justice expenditure and employment reports or to be added to the bulletin and/or expenditure and employment mailing lists, write to the National Criminal Justice Reference Service (301/251-5500 or toll-free 800-732-3277), User Services Dept. 2, Box 6000, Rockville, Md. 20850. Other expenditure and employment reports include—

- Justice Expenditure and Employment in the U.S., 1985 Final Report (forthcoming).
- Justice Expenditure and Employment in the U.S., 1979 Final report, 12/83, NCJ-87242 (and annual volumes from 1971 to 1979).
- Trends in Justice Expenditure and Employment 1971-1979, 11/84, NCJ-92596.
- Justice Expenditure and Employment Extracts: 1980 and 1981, 3/85, NCJ-96007.
- Justice Expenditure and Employment Extracts: 1982 and 1983 (forthcoming).

Bureau of Justice Statistics Bulletins are prepared principally by the staff of BJS. This bulletin was written by Sue A. Lindgren. It was edited by Frank D. Balog. Marilyn Marbrook, publications unit chief, administered bulletin production, assisted by Jeanne Harris and Arlene F. James.

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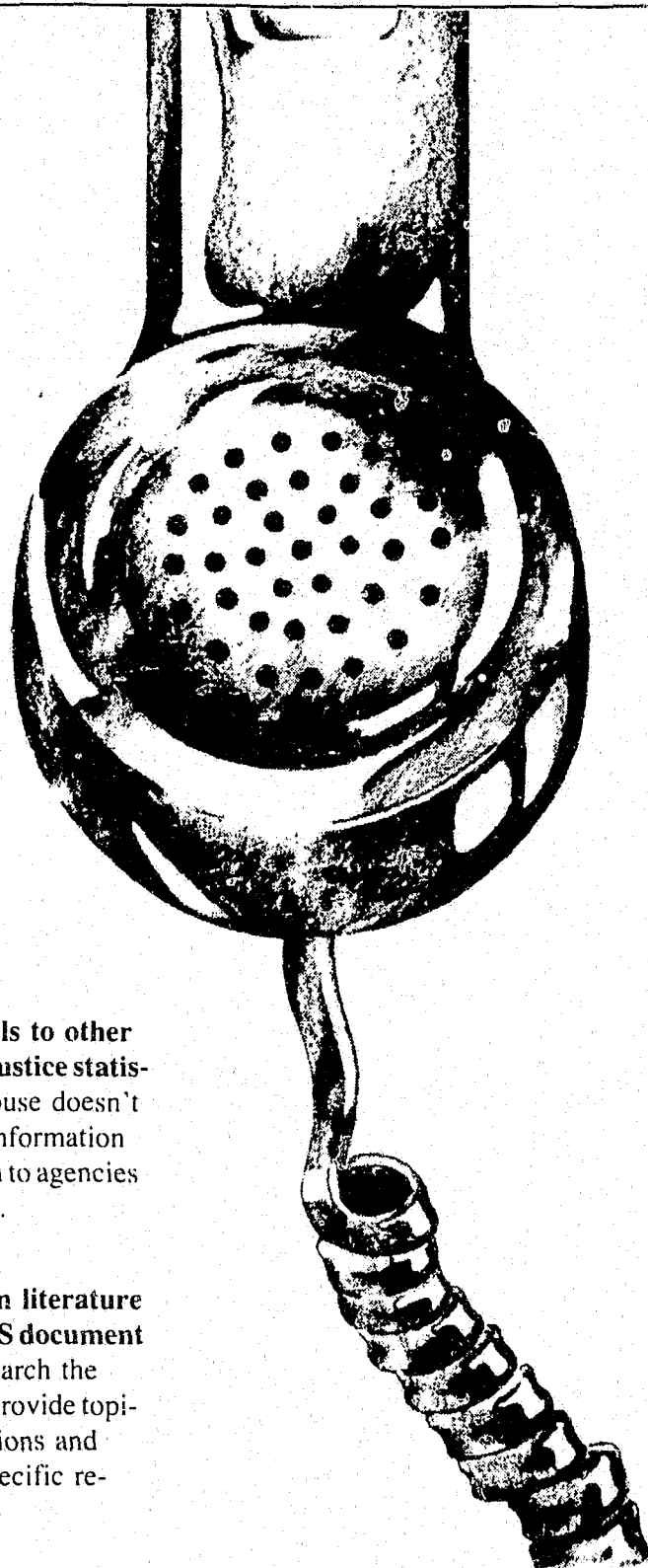
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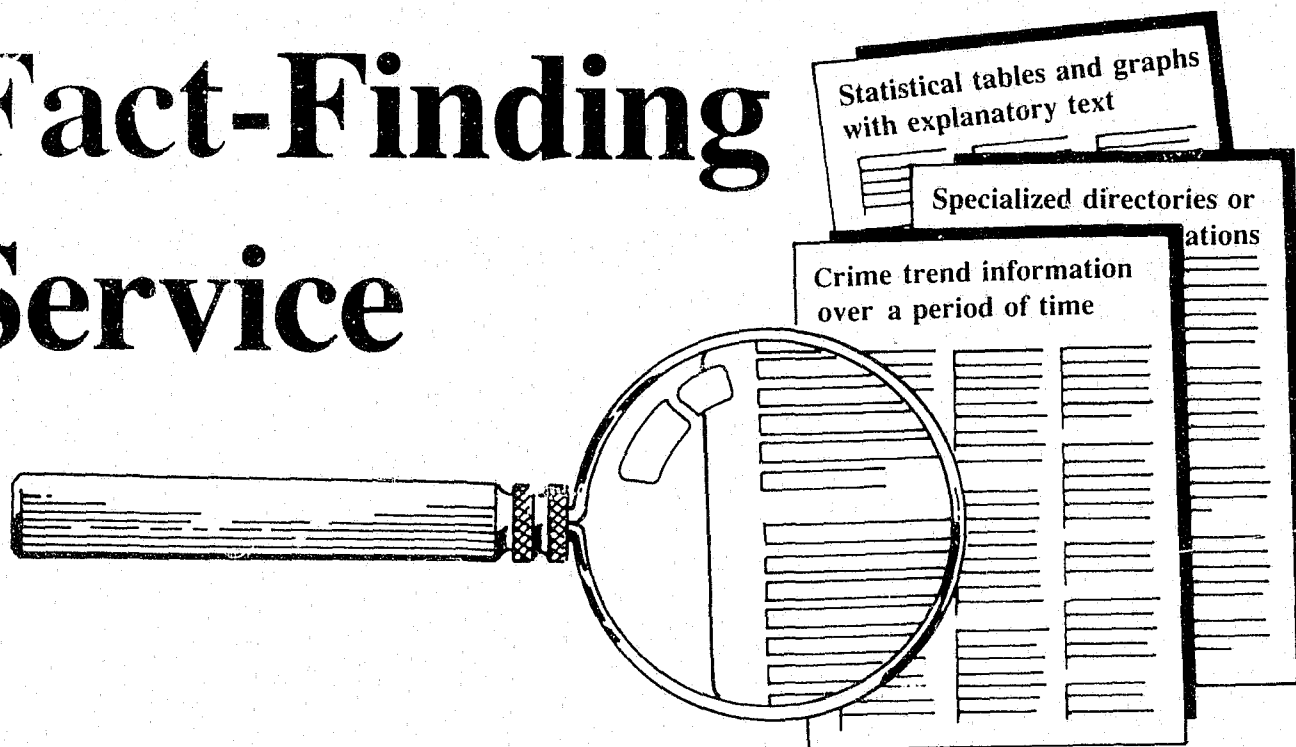
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Public-use tapes of BJS data sets and other criminal justice data are available from the Criminal Justice Archive and Information Network, P.O. Box 1248, Ann Arbor, MI 48106 (313-763-5010).

National Crime Survey

Criminal victimization in the U.S.:

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- Justice expenditure and employment: 1983, NCJ-101776, 7/86
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- Imprisonment in four countries, NCJ-103967, 2/87
- Probation and parole, NCJ-103683, 1/87
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The prosecution of felony arrests:

- 1981, NCJ-101380, 9/86, \$7.60 domestic/\$9.20 Canadian/\$12.20 foreign
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- Compendium of State legislation, 1984 overview, NCJ-98077, 9/85

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- Automated fingerprint identification systems: Technology and policy issues, NCJ-104342, 4/87

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- Proceedings of a BJS/SEARCH conference, NCJ-101849, 12/86

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- Pretrial release and misconduct, NCJ-96132, 1/85

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