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Bureau of Justice Statistics
Bulletin

Justice Expenditure and Employment, 1982

Federal, State, and local governments in the United States spent \$34.7 billion in fiscal year 1982 for civil and criminal justice, out of a total governmental expenditure of \$1.2 trillion. Accordingly, 2.8% of all government spending was for criminal and civil justice:

- 1.5% for police protection;
- 0.7% for corrections; and
- 0.6% for judicial and legal services, such as courts, prosecution, and public defense.

The 2.8% of spending for criminal and civil justice services by all levels of government in 1982 compares with spending for other governmental services as follows:

Social insurance payments	21.7%
National defense and international relations	16.6
Education	13.4
Housing and the environment	7.0
Public welfare	6.4
Hospitals and health	4.3
Transportation	3.6
Justice	2.8
Space research and technology ¹	0.5

¹Data for other governmental functions are from U.S. Bureau of the Census, *Compendium of Government Finances, 1982 Census of Governments*, table 1. As noted elsewhere, the justice expenditure data reported here differ slightly from data published by the Census Bureau because of adjustments intended to improve comparability with data for earlier years published by BJS. These do not affect the comparisons made at this level of aggregation, however. "Social insurance payments" is "insurance trust expenditure" in the source; it includes Social Security, unemployment compensation, employee retirement, and a residual "other" category.

August 1985

This bulletin marks the first time since 1979 that reasonably complete national estimates of civil and criminal justice expenditure and employment are available. The data are developed by extracting justice data from the Census Bureau's quinquennial Census of Governments and its annual finance and employment surveys. In the past these surveys produced national and State-by-State estimates only for police protection and corrections, but beginning with 1982, separate data are available for a "judicial and legal" category that combines courts, prosecution and legal services, and public defense.

The major finding of this study is that during fiscal year 1982 less than 3% of all Federal, State, and local government spending in the United States was for civil and criminal justice activities. A little more than half of this was for police protection; one-fourth was for correctional programs such as jails, prisons, probation, and parole; and one-fifth was for courts and other legal activities. Compared to all government spending on justice ac-

tivities, more than twice as much is spent on housing and the environment, more than four times as much on education, and more than five times as much on national defense. This helps to put in context the current debate on the cost and priority of criminal justice expenditures compared to other public spending.

BJS plans to continue the methodology that produced this bulletin on an annual basis, supplemented at 5-year intervals by a large-scale sample survey of governments to obtain more detailed expenditure and employment data. The first of these supplemental surveys will collect data for fiscal 1985, beginning in December 1985. Data will be available in the summer of 1986. 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

Including both direct and inter-governmental expenditures, local governments accounted for three-fifths of the Nation's civil and criminal justice expenditure, or \$21 billion, followed by State governments with

\$11.6 billion and the Federal Government with \$3.3 billion.

More than half, \$18.6 billion, of the Nation's total justice expenditure was for police protection, and one-fourth,

\$9 billion, was for corrections. The combined activities of courts, prosecution and legal services, and public defense accounted for \$7.1 billion, or 20%, of the total (tables 1 and 2).²

Within each category of justice 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 76% of the total police protection expenditure in the country in 1982. Corrections is primarily a State responsibility, and the States accounted for 62% of the Nation's corrections expenditure. Overall, local police spending represents 40.8% of the Nation's total justice expenditure, and State corrections accounts for the second largest portion, 17.3%.

Combined, State and local governments spent 91% of the Nation's justice monies. Local governments alone spent 60% of the total. The Federal Government's 9% of justice spending ranged from 4.7% of total corrections expenditure to 10.7% of total police protection expenditure.

Justice employment

In October 1982, the Nation's civil and criminal justice systems employed close to 1.3 million persons, with a total October payroll of \$2 billion (table 3).

Local governments accounted for more civil and criminal justice employ-

²Separate data for the three functions that make up this category ("judicial," "prosecution and legal services," and "public defense") were last collected in 1979. See the "Methodology and limitations" section for details.

Activity and level of government	Employment			October payroll (in thousands)
	Total	Full-time	Full-time equivalent	
Total justice system	1,270,342	---	---	\$2,064,748
Federal	94,555	---	---	209,433
State	341,010	330,588	334,161	577,808
Local	834,777	726,388	750,362	1,277,507
Police protection	723,923	---	---	1,195,538
Federal	55,922	---	---	126,591
State	77,538	76,408	76,757	140,874
Local	590,463	511,148	528,175	928,073
Judicial and legal	247,697	---	---	413,067
Federal	28,588	---	---	63,141
State	79,825	75,431	76,786	155,880
Local	139,284	117,311	122,260	194,045
Corrections	298,722	---	---	456,142
Federal	10,045	---	---	19,701
State	183,647	178,749	180,618	281,053
Local	105,030	97,929	99,927	155,388

Note: Source does not provide full-time employment for the Federal Government, hence full-time equivalent employment cannot be computed. --- Not available.

ment than the Federal and State governments combined. Of the Nation's total justice employees, 65.7% were engaged in local justice activities (table 4).

Reflecting the fact that law enforcement is essentially the

responsibility of local governments, 590,463 (81.6%) of the Nation's police employees were working at the local level. State governments employed 10.7% of police protection workers; the Federal Government, 7.7% (tables 3 and 4).

Local governments also dominate judicial and legal employment, though

Activity and level of government	Total employment	October payroll
Total justice system	100.0%	100.0%
Federal	7.4	10.1
State	26.8	28.0
Local	65.7	61.9
Police protection	100.0%	100.0%
Federal	7.7	10.6
State	10.7	11.8
Local	81.6	77.6
Judicial and legal	100.0%	100.0%
Federal	11.5	15.3
State	32.2	37.7
Local	56.2	47.0
Corrections	100.0%	100.0%
Federal	3.4	4.3
State	61.5	61.6
Local	35.2	34.1

Level of government	Expenditure in thousands of dollars			
	Total	Police protection	Judicial and legal	Corrections
All	\$34,707,477	\$18,642,184	\$7,109,785	\$8,955,508
Federal	3,318,000	2,139,000	729,000	450,000
Direct expenditure	3,137,000	1,986,000	729,000	422,000
Intergovernmental expenditure	181,000	153,000	0	28,000
State	11,599,341	2,833,370	2,748,364	6,017,607
Direct expenditure	10,648,697	2,485,767	2,605,577	5,557,353
Intergovernmental expenditure	950,644	347,603	142,787	460,254
Local	20,967,562	14,172,313	3,784,285	3,010,964
Direct expenditure	20,921,780	14,170,417	3,775,208	2,976,155
Intergovernmental expenditure	45,782	1,896	9,077	34,809

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.

Level of government	Activity			
	All	Police protection	Judicial and legal	Corrections
Percent by level of government				
All	100.0%	100.0%	100.0%	100.0%
Federal	9.0	10.7	10.3	4.7
State	30.7	13.3	36.6	62.1
Local	60.3	76.0	53.1	33.2
Percent by activity				
All	100%	53.7%	20.5%	25.8%
Federal	100	63.3	23.2	13.5
State	100	23.3	24.5	52.2
Local	100	67.7	18.0	14.2

Definition of terms

This section provides brief definition of the terms used in this report. More explicit definitions are contained in the full report, *Justice Expenditure and Employment Extracts, 1982*.

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 intra-governmental transfers and noncash transactions, such as the provision of meals or housing of employees. It also excludes retirement of debt (including interest), investment in securities, extensions of loans or agency transactions.

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).

• **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, 1982. 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 represents 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 1982.

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 police department or a sheriff's department. Private security police are outside the scope of the survey.

Judicial and legal services include all civil and criminal courts and activities associated with courts; the civil and criminal justice activities of the attorneys general, district attorneys, State's attorneys, and their variously named equivalents; corporation counsels, solicitors, and legal departments with various names; and 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 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."

Methodology and limitations

The data in this report are preliminary and subject to change. A more complete discussion of data findings and survey methodology will be contained in the forthcoming issue of *Justice Expenditure and Employment Extracts, 1982*. Data in that report will be presented in greater geographical, functional, and financial detail.

These data were compiled by the U.S. Bureau of the Census for the Bureau of Justice Statistics using existing available sources and data from the Census Bureau's 1982 Census of Governments. The census is conducted at 5-year intervals. The 1982 census covered four major subject areas: governmental organization, taxable property values, public employment, and governmental finances. Detailed description of the census methodology can be found in Census Bureau publica-

tions and in the forthcoming BJS final report for 1982, expenditure and employment data cited in the "Further reading" section of this report.

The justice data in this report include the expenditures and employment of the Federal Government, the State governments, and the county, municipal, and township governments. Unless otherwise noted, data for other governmental functions also include the expenditures of special districts and school districts, which generally do not have justice functions. The comparisons that are made between expenditures for justice functions and other government functions are not affected by this difference.

The data contained in this report represent the second major modification in the criminal justice expenditure and employment series. From 1971 to 1979, the Department of Justice sponsored a survey specifically designed to produce national and State-by-State estimates of expenditure and employment for six civil and criminal justice sectors: police protection, judicial functions, prosecution and legal services, public defense, corrections, and a residual "other" category. Data collection was suspended in 1980 for budgetary reasons.

For 1980 and 1981, the Bureau of Justice Statistics sponsored the extraction of justice expenditure and employment data from the Census Bureau's ongoing annual finance and employment surveys. However, national and State-by-State estimates were available only for police protection and corrections.

Beginning with the 1982 Census of Governments, the Census Bureau initiated a new category of governmental finance and employment, "judicial and legal," which includes the courts, prosecution and legal services, and public defense sectors of earlier surveys. Consequently, it is possible to estimate 1982 public expenditure and employment for all justice functions except the residual "other" category. In the 1971-79 surveys, this category included expenditure and employment data that were not elsewhere classified, that cut across more than one category, or that were not allocable to separate categories, such as the operation of State criminal justice planning agencies and crime commissions. Much of the data included in this category reflected block grants from the now defunct Law Enforcement Assistance Administration (LEAA). In 1979, this category accounted for 1.7% of total justice expenditure and less than 1% of

not as much. Local employees account for 56.2% of judicial and legal sector employment; State governments, 2.2%; and the Federal Government, 11.5%.

The distribution of corrections employees reflects State government dominance in that sector—61.5% of corrections employees worked for State governments, followed by 35.2% at the local level and 3.4% at the Federal.

Per capita spending

The Federal, State, and local governments combined spent \$150 per capita on civil and criminal justice

activities in 1982. Of this, \$80 per capita was for police protection, \$39 was for corrections, and \$31 was for judicial and legal services, such as courts, prosecution, and public defense.

The \$150 per capita for justice activities compares with a total of \$5,322 per capita for all governmental functions.³ The per capita figures for various categories of governmental expenditure are as follows:

³The per capita amounts reported here differ from data published previously by the Census Bureau because the earlier per capita amounts were calculated using 1980 population data. These per capita amounts are based on 1982 population estimates.

Social insurance payments	\$1,155
National defense and international relations	881
Education	715
Housing and the environment	370
Public welfare	340
Hospitals and health	230
Transportation	193
Justice	150
Space research and technology	27

State comparisons

Across the Nation, State and local governments spent \$136 per capita on justice activities in fiscal 1982. This ranged from less than \$70 per capita in

West Virginia and Arkansas to \$200 or more per capita in three States and the District of Columbia: New York (\$200), Nevada (\$254), District of Columbia (\$512), and Alaska (\$546) (tables 5 and 6).

Full-time equivalent employment in State and local justice activities stood at 46.8 per 10,000 population nationally. In proportion to its population, Nevada was the State with the most justice employees, 70.6 per 10,000 population, followed by Alaska with 66.5 and New York with 64.3. (The District of Columbia had 137.3.) The States with the fewest were West Vir-

ginia with 29.4, Mississippi with 31.7, and Arkansas with 32.4 (tables 7 and 8).

Trends

From 1980 to 1982, total police expenditure increased by 23% and corrections increased by 30%, matching the 30% increase in all expenditure by general-purpose governments.⁴ (During this time prison population increased about 18%.)

⁴General-purpose governments exclude special districts and school districts. Changes in methodology over the 1971 to 1982 life of the criminal justice expenditure and employment survey program prevent trend comparisons for a longer period of

The increase in justice system expenditure varied among the three levels of government. The Federal Government experienced the least growth, 10% each in police and corrections. The most rapid rates of growth were for State and local corrections, each increasing at 32%. State police expenditure increased by 29%, followed by local police expenditure at 24%.

time or for other justice functions. Police and corrections expenditure data for 1980 to 1982 are roughly comparable because they were derived from the Census Bureau's annual finance and employment statistics program, although some refinements were made in 1982. See also the "Methodology and limitations" section.

Table 5. State and local justice system direct expenditure, by activity and State, fiscal year 1982

State	Expenditure in thousands of dollars			
	Total justice system	Police protection	Judicial and legal	Corrections
Total	\$31,570,477	\$16,656,184	\$6,380,785	\$8,533,508
Alabama	387,858	191,413	79,389	117,056
Alaska	242,513	116,186	62,816	83,511
Arizona	553,487	284,378	100,692	168,417
Arkansas	159,096	84,253	26,826	48,017
California	4,710,323	2,441,519	1,039,696	1,229,108
Colorado	407,902	226,416	90,148	91,338
Connecticut	372,164	211,138	75,540	85,486
Delaware	105,254	47,272	22,879	35,103
Dist. of Columbia	307,094	144,732	52,737	109,625
Florida	1,486,255	827,058	309,548	349,649
Georgia	618,904	304,312	103,696	210,896
Hawaii	160,282	72,950	58,220	29,112
Idaho	86,542	50,217	18,897	17,428
Illinois	1,620,526	971,983	286,176	362,367
Indiana	452,482	242,806	74,477	135,199
Iowa	278,869	144,864	58,938	75,067
Kansas	238,770	125,478	61,050	52,242
Kentucky	358,059	170,505	92,426	95,128
Louisiana	597,424	321,959	107,422	168,043
Maine	95,053	52,001	18,765	24,287
Maryland	670,646	331,037	117,345	222,264
Massachusetts	750,209	393,040	167,573	189,596
Michigan	1,452,742	757,275	331,076	364,391
Minnesota	478,696	254,845	106,301	117,550
Mississippi	183,761	106,125	30,578	47,058
Missouri	515,773	315,008	94,652	106,113
Montana	87,588	46,808	18,679	22,101
Nebraska	153,431	79,313	28,024	46,094
Nevada	222,262	93,340	43,064	85,858
New Hampshire	88,818	51,810	17,616	19,392
New Jersey	1,153,607	633,739	247,666	272,202
New Mexico	209,373	95,858	43,202	70,313
New York	3,515,513	1,812,674	715,749	987,090
North Carolina	632,536	313,400	87,043	232,093
North Dakota	60,798	30,873	17,232	12,693
Ohio	1,152,013	658,931	255,852	237,230
Oklahoma	309,582	164,713	47,388	97,481
Oregon	382,868	193,681	88,548	100,639
Pennsylvania	1,378,322	713,322	317,836	347,066
Rhode Island	120,689	67,146	28,224	25,319
South Carolina	283,772	143,185	49,137	91,450
South Dakota	59,660	32,074	14,782	12,804
Tennessee	445,408	233,067	78,488	133,853
Texas	1,595,932	845,611	276,150	474,171
Utah	185,357	103,524	35,021	46,812
Vermont	50,725	25,186	12,423	13,116
Virginia	711,658	322,317	125,948	263,393
Washington	574,065	282,697	61,872	229,496
West Virginia	129,157	70,390	30,402	28,365
Wisconsin	687,288	402,437	133,670	151,181
Wyoming	89,469	51,318	18,906	19,245

Table 6. State and local justice system per capita expenditure, fiscal year 1982, by State

Rank	State	Total direct expenditure per capita
1	Alaska	\$546.20
2	Dist. of Columbia	511.82
3	Nevada	253.72
4	New York	200.12
5	Arizona	191.39
6	California	190.72
7	Wyoming	175.77
8	Delaware	168.14
9	Hawaii	160.76
10	Michigan	159.36
11	Maryland	157.06
12	New Jersey	155.33
13	New Mexico	153.16
14	Wisconsin	144.84
15	Oregon	143.50
16	Florida	142.01
17	Illinois	141.33
18	Louisiana	136.30
	All State and local	136.21
19	Washington	134.25
20	Colorado	132.82
21	Massachusetts	130.47
22	Virginia	129.75
23	Rhode Island	126.64
24	Connecticut	119.05
25	Utah	117.99
26	Pennsylvania	116.02
27	Minnesota	115.82
28	Georgia	109.58
29	Montana	108.80
30	Ohio	106.95
31	North Carolina	105.09
32	Missouri	104.37
33	Texas	104.11
34	Kansas	99.16
35	Alabama	98.42
36	Vermont	97.55
37	Kentucky	96.98
38	Nebraska	96.56
39	Iowa	95.96
40	Oklahoma	95.96
41	Tennessee	95.66
42	New Hampshire	93.69
43	North Dakota	90.47
44	Idaho	88.58
45	South Carolina	87.94
46	South Dakota	85.97
47	Maine	83.67
48	Indiana	82.54
49	Mississippi	71.53
50	Arkansas	68.96
51	West Virginia	65.86

Table 7. State and local justice system full-time equivalent employment, by activity and State, October 1982

State	Total justice system	Police protection		Judicial and legal	Corrections
		Total	Sworn only		
Total	1,084,523	604,932	470,909	199,046	280,545
Alabama	15,081	8,613	6,637	3,045	3,423
Alaska	2,953	1,260	889	911	782
Arizona	16,025	8,515	5,997	3,164	4,346
Arkansas	7,483	4,472	3,468	1,169	1,842
California	120,072	66,010	48,709	21,755	32,307
Colorado	14,769	8,424	6,210	3,400	2,945
Connecticut	13,908	8,306	6,773	2,308	3,294
Delaware	3,754	1,513	1,143	1,027	1,214
Dist. of Columbia	8,236	4,389	3,750	1,257	2,590
Florida	58,791	31,370	22,260	10,425	16,996
Georgia	27,052	14,121	11,046	4,207	8,724
Hawaii	5,078	2,629	2,183	1,589	860
Idaho	3,841	2,351	1,676	805	685
Illinois	58,348	37,320	30,334	9,780	11,248
Indiana	20,541	11,873	9,148	3,769	4,899
Iowa	10,073	5,894	4,465	1,821	2,358
Kansas	10,533	5,949	4,457	2,417	2,167
Kentucky	13,293	6,950	5,089	2,893	3,450
Louisiana	21,985	11,863	9,767	3,882	6,240
Maine	3,991	2,415	1,949	554	1,022
Maryland	23,749	12,638	10,551	3,555	7,556
Massachusetts	27,021	15,608	13,624	4,844	6,569
Michigan	39,471	21,286	17,015	8,795	9,390
Minnesota	13,993	7,704	6,066	2,841	3,448
Mississippi	8,150	5,171	3,804	926	2,053
Missouri	22,660	13,547	10,039	4,312	4,801
Montana	3,350	1,897	1,334	639	814
Nebraska	6,488	3,513	2,669	1,220	1,755
Nevada	6,188	3,229	2,673	1,178	1,781
New Hampshire	3,425	2,302	1,792	458	665
New Jersey	47,400	28,049	21,089	8,603	10,748
New Mexico	6,942	3,528	2,584	1,327	2,087
New York	112,982	60,710	50,240	20,376	31,896
North Carolina	25,868	13,335	10,809	3,946	8,587
North Dakota	2,253	1,312	1,086	588	353
Ohio	43,417	24,182	18,687	9,342	9,893
Oklahoma	14,135	7,987	6,063	2,209	3,939
Oregon	11,601	6,085	4,576	2,311	3,205
Pennsylvania	51,242	29,047	23,651	11,891	10,304
Rhode Island	4,275	2,522	2,052	787	966
South Carolina	12,617	6,847	5,317	1,792	3,978
South Dakota	2,429	1,469	1,102	546	414
Tennessee	19,288	10,534	8,359	2,760	5,994
Texas	60,003	35,408	26,421	10,094	14,501
Utah	5,639	3,334	2,518	1,079	1,226
Vermont	2,012	1,145	850	399	468
Virginia	26,969	12,600	9,863	3,523	10,846
Washington	16,534	8,456	6,276	3,233	4,845
West Virginia	5,765	3,321	2,556	1,289	1,155
Wisconsin	19,993	12,184	10,049	3,461	4,348
Wyoming	2,857	1,745	1,244	544	568

Table 8. State and local justice system full-time equivalent employment per 10,000 population, October 1982, by State

Rank	State	Full-time employment per 10,000 population
1	Dist. of Columbia	137.3
2	Nevada	70.6
3	Alaska	66.5
4	New York	64.3
5	New Jersey	63.8
6	Delaware	60.0
7	Florida	56.2
8	Wyoming	56.1
9	Maryland	55.6
10	Arizona	55.4
11	Hawaii	50.9
12	Illinois	50.9
13	New Mexico	50.8
14	Louisiana	50.2
15	Virginia	49.2
16	California	48.6
17	Colorado	48.1
18	Georgia	47.9
19	Massachusetts	47.0
	All State and local	46.8
20	Missouri	45.9
21	Rhode Island	44.9
22	Connecticut	44.5
23	Oklahoma	43.8
24	Kansas	43.7
25	Oregon	43.5
26	Michigan	43.3
27	Pennsylvania	43.1
28	North Carolina	43.0
29	Wisconsin	42.1
30	Montana	41.6
31	Tennessee	41.4
32	Nebraska	40.8
33	Ohio	40.3
34	Idaho	39.3
35	South Carolina	39.1
36	Texas	39.1
37	Vermont	38.7
38	Washington	38.7
39	Alabama	38.3
40	Indiana	37.5
41	New Hampshire	36.1
42	Kentucky	36.0
43	Utah	35.9
44	Maine	35.1
45	South Dakota	35.0
46	Iowa	34.7
47	Minnesota	33.9
48	North Dakota	33.5
49	Arkansas	32.4
50	Mississippi	31.7
51	West Virginia	29.4

Definition of terms

This section provides brief definition of the terms used in this report. More explicit definitions are contained in the full report, Justice Expenditure and Employment Extracts, 1982.

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 intra-governmental transfers and noncash transactions, such as the provision of meals or housing of employees. It also excludes retirement of debt (including interest), investment in securities, extensions of loans or agency transactions.

Expenditure is divided into two major categories:

- **Direct expenditure** is all expenditure except that classified as inter-governmental. 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).

- **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, 1982. 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 represents 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 1982.

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 police department or a sheriff's department. Private security police are outside the scope of the survey.

Judicial and legal services include all civil and criminal courts and activities associated with courts; the civil and criminal justice activities of the attorneys general, district attorneys, State's attorneys, and their variously named equivalents; corporation counsels, solicitors, and legal departments with various names; and 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 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."

Methodology and limitations

The data in this report are preliminary and subject to change. A more complete discussion of data findings and survey methodology will be contained in the forthcoming issue of Justice Expenditure and Employment Extracts, 1982. Data in that report will be presented in greater geographical, functional, and financial detail.

These data were compiled by the U.S. Bureau of the Census for the Bureau of Justice Statistics using existing available sources and data from the Census Bureau's 1982 Census of Governments. The census is conducted at 5-year intervals. The 1982 census covered four major subject areas: governmental organization, taxable property values, public employment, and governmental finances. Detailed description of the census methodology can be found in Census Bureau publica-

tions and in the forthcoming BJS final report for 1982 expenditure and employment data cited in the "Further reading" section of this report.

The **justice** data in this report include the expenditures and employment of the Federal Government, the State governments, and the county, municipal, and township governments. Unless otherwise noted, data for **other governmental functions** also include the expenditures of special districts and school districts, which generally do not have justice functions. The comparisons that are made between expenditures for justice functions and other government functions are not affected by this difference.

The data contained in this report represent the second major modification in the criminal justice expenditure and employment series. From 1971 to 1979, the Department of Justice sponsored a survey specifically designed to produce national and State-by-State estimates of expenditure and employment for six civil and criminal justice sectors: police protection, judicial functions, prosecution and legal services, public defense, corrections, and a residual "other" category. Data collection was suspended in 1980 for budgetary reasons.

For 1980 and 1981, the Bureau of Justice Statistics sponsored the extraction of justice expenditure and employment data from the Census Bureau's ongoing annual finance and employment surveys. However, national and State-by-State estimates were available only for police protection and corrections.

Beginning with the 1982 Census of Governments, the Census Bureau initiated a new category of governmental finance and employment, "judicial and legal," which includes the courts, prosecution and legal services, and public defense sectors of earlier surveys. Consequently, it is possible to estimate 1982 public expenditure and employment for all justice functions except the residual "other" category. In the 1971-79 surveys, this category included expenditure and employment data that were not elsewhere classified, that cut across more than one category, or that were not allocable to separate categories, such as the operation of State criminal justice planning agencies and crime commissions. Much of the data included in this category reflected block grants from the now defunct Law Enforcement Assistance Administration (LEAA). In 1979, this category accounted for 1.7% of total justice expenditure and less than 1% of

employment and payroll. For 1982, data for activities previously included in the "other" category were classified under one of the three major categories wherever possible. This, plus the absence of LEAA funds, should mean that the amount of expenditure and employment that is not covered in the totals is considerably less than in 1979.

Every effort has been made to make the data from the three methodologies as comparable as possible. These special efforts include additional review of the 1980 through 1982 data, data adjustments, and reclassification of activities. As a result, the data published by BJS may differ from data published by the Census Bureau in its regular finance and employment reports. However, considerable differences may still exist, and trend comparisons using data developed by more than one of these procedures may be misleading. They should not be attempted without consulting in detail the methodology sections in each of the full Justice Expenditure and Employment reports. Research continues at the Census Bureau and BJS concerning how reliable such comparisons might be.

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 Extracts: 1982 (forthcoming)

- Justice Expenditure and Employment Extracts: 1980 and 1981, 3/85, NCJ-96007

- 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 (and annually from 1971-73 through 1977 and 1971-1979)

Census Bureau publication order forms are available from Data User Services Division, Customer Services Branch (Publications), Bureau of the Census, Washington, D.C. 20233.

Relevant Census Bureau reports are:

- Bureau of the Census, Census of Governments: 1982, Vol. 4, No. 5, Governmental Finances Compendium of Government Finances, (GC82(4)-5), 12/84.

- Bureau of the Census, Census of Governments: 1982, Vol. 3, No. 2, Government Employment Compendium of Public Employment, (GC82(3)-2), 11/84.

- Bureau of the Census, Census of Governments: 1982, Vol. 6, No. 4, Topical Studies Historical Statistics on Governmental Finances and Employment, (GC82(6)-4), 1/85.

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