



# Bureau of Justice Statistics Bulletin

April 2006, NCJ 212260

## Justice Expenditure and Employment in the United States, 2003

Kristen A. Hughes  
*BJS Statistician*

In 2003 the United States spent a record \$185 billion for police protection, corrections, and judicial and legal activities. Expenditures for operating the Nation's justice system increased from almost \$36 billion in 1982 to over \$185 billion in 2003, an increase of 418%.

Local governments funded half of all justice system expenses. Another 33% of direct justice funding came from the States.

Total justice expenditures comprised approximately 7.2% of all State and local public expenditures in 2003. Compared to justice expenditures, State and local governments continued to spend almost 4 times as much on education, twice as much on public welfare, and roughly an equal amount on hospitals and healthcare (figure 3).

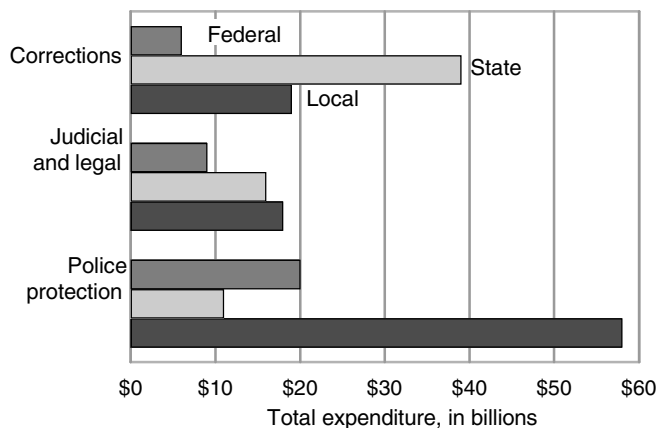
In March 2003 the Nation's justice system employed nearly 2.4 million persons, with a total March payroll of approximately \$9 billion. More than half of all justice employees worked at the local level (58%), a third were State employees (31%), and the remaining 11% worked at the Federal level.

Data presented in this report are derived from the Justice Expenditure and Employment Extracts, compiled from the U.S. Census Bureau's Annual Government Finance Survey and Annual Survey of Public Employment.

### Highlights

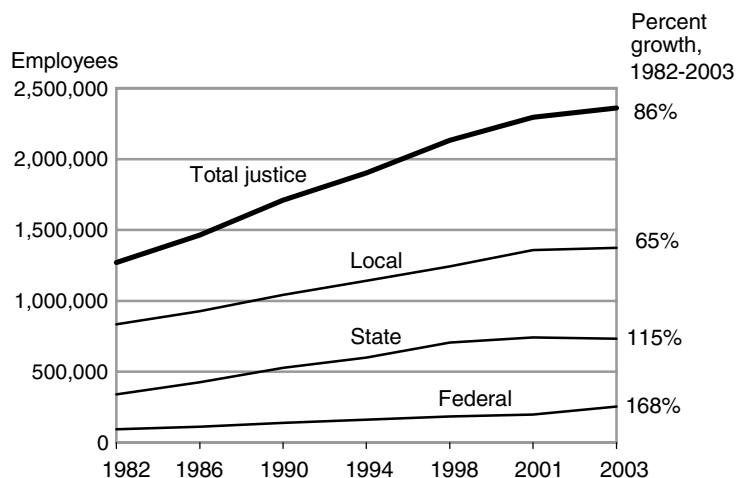
#### Expenditure for justice functions varies by level of government

In fiscal year 2003 States spent the most — \$39.2 billion — for corrections. Local governments spent the most for police functions — \$57.5 billion.



#### Justice employees by level of government

The total number of justice employees grew 86% between 1982 and 2003 with the Federal Government having the largest percentage increase — 168%.



The extracts present public expenditure and employment data pertaining to justice activities in the United States, including police protection, judicial and legal services, and correctional activities. (For definition of terms, see page 9).

### Trends in spending by level of government

Between 1982 and 2003, per capita expenditure, including Federal, State, and local governments across justice functions, increased from \$158 to \$638, over 300% (see *Appendix table*, page 9). During the same time period:

- Correction expenditures increased **423%**, from **\$40** to \$209 per U.S. resident (figure 1).
- Judicial and legal expenditures increased **321%**, from \$34 to \$143.
- Police protection expenditures increased **241%**, from \$84 to \$286.

Since 1982 total direct expenditures increased more than five-fold from nearly \$36 billion to over **\$185 billion**, a 418% increase (figure 2). The average annual increase between 1982 and 2003 was nearly 8% (table 1).

The total justice expenditure reflected the Federal Government's expanded role as it had a larger average annual increase in justice spending from 1982 to 2003 (10%) than State and local governments (8% and 7% respectively).

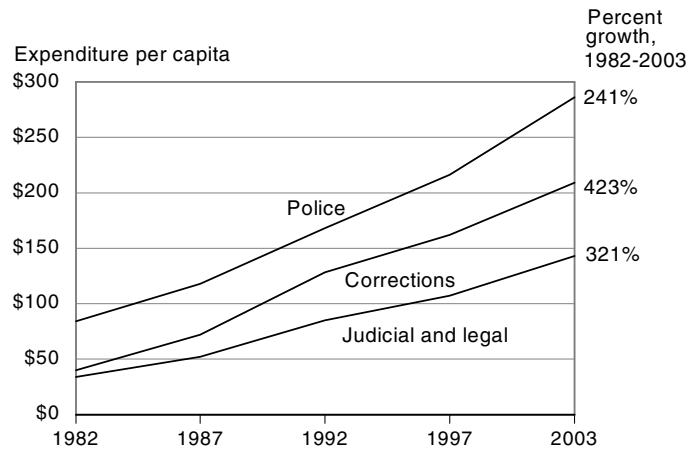
Federal intergovernmental spending on justice activities rose from \$189 million in 1982 to more than \$5.1 billion in 2003. This increase was due primarily to the creation of several large law

enforcement related grant programs in the 1980's and 1990's.<sup>1</sup>

Between 1982 and 2003, the Federal Government increased expenditures on police protection by 708%, judicial and legal services by 573%, and corrections by 925%. State and local governments had smaller percent increases in all functions (table 2).

<sup>1</sup>For detailed information on Federal Government grants and payments to State and local governments see U.S. Census Bureau publication *Federal Aid to States for Fiscal Year 2003* at <<http://www.census.gov/prod/abs/fas.html>>.

**Total per capita expenditure for each justice functions increased between 1982 and 2003, with corrections having the largest per capita increase — 423%**



Note: See *Appendix table* on page 9 for more information.

Figure 1

**Table 1. Total, direct, and intergovernmental justice expenditure and percent change, by level of government fiscal years 1982-2003**

Year	Total* (Federal, State, and local direct)	Federal			State			Local		
		Total	Direct	Intergov- ernmental	Total	Direct	Intergov- ernmental	Total	Direct	Intergov- ernmental
<b>Expenditure (in millions)</b>										
1982	\$35,842	\$4,458	\$4,269	\$189	\$11,602	\$10,651	\$951	\$20,968	\$20,922	\$46
1987	58,871	7,496	7,231	265	20,157	18,465	1,692	33,265	33,175	90
1992	93,777	17,423	13,529	3,894	33,755	30,271	3,484	50,115	49,977	138
1997	129,793	27,065	20,524	6,541	46,444	42,353	4,091	67,083	66,916	167
2000	155,722	27,820	23,086	4,734	58,165	53,991	4,175	78,995	78,644	351
2001	167,113	30,443	25,285	5,158	63,372	58,820	4,552	83,377	83,007	370
2002	179,580	34,346	28,548	5,798	65,508	60,912	4,596	90,485	90,120	366
2003	185,490	35,323	30,197	5,126	66,114	61,743	4,371	93,877	93,550	327
<b>Percent change</b>										
1982-2003	417.5%	692.4%	607.4%	2,612.2%	469.9%	479.7%	359.6%	347.7%	347.1%	610.9%
<b>Average annual percent change, 1982-2003</b>										
	7.7%	9.9%	9.3%	16.2%	8.2%	8.3%	7.2%	7.1%	7.0%	9.3%

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

\*Duplicative transactions between levels of government (intergovernmental transfers) are excluded from the total for all governments, the State total, and the local total. These intergovernmental expenditures consist of payments from one government to another and are presented as a direct expenditure of a recipient government. See page 9 for further details.

## Trends by function

The average annual increase was highest for corrections, ranging from a 9% increase by the local governments to an 11% increase by the Federal Government.

Among State and local governments police protection experienced the lowest average annual increase; the average annual increase was about 6.5%. The Federal Government expenditure for police protection has increased 10% annually.

**The total direct justice expenditure for all levels of government grew from \$36 billion in 1982 to \$185 billion in 2003, a 418% increase**

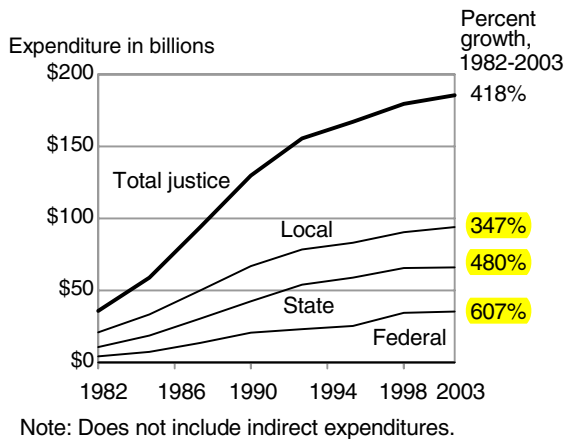


Figure 2

## Accounting for inflation

The Consumer Price Index (CPI), reported by the Bureau of Labor Statistics, is a commonly used measure of inflation.\* According to the CPI, the average price level for all urban consumers increased 184% between the base years 1982-84 and 2003; the annual average increase was 2.3%.

To maintain consistency in reporting, the expenditure data discussed in this Bulletin are not adjusted for inflation. However, expenditure on all justice functions and among all levels of government increased at a rate greater than inflation. For example, if increases in total justice expenditure were limited to the rate of inflation (184%) after 1982, expenditures in 2003 would have been approximately \$65.7 billion (\$35.7B x 184%), as opposed to the actual \$185.5 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."\*\*\* In 2003, the ratio of justice expenditure to GDP was \$185 billion/\$10,182 billion (1.8%). In 1982 the percent GDP was 1.1%.

\*For more information about the Bureau of Labor Statistics website: <<http://www.bls.gov>>.

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

**Table 2. Total direct and intergovernmental expenditure of Federal, State, and local governments for each justice function, and percent change, fiscal years 1982-2003**

	Federal				State				Local			
	Total	Police protection	Judicial and legal	Corrections	Total	Police protection	Judicial and legal	Corrections	Total	Police protection	Judicial and legal	Corrections
<b>Expenditure (in millions)</b>												
1982	\$4,458	\$2,527	\$1,390	\$541	\$11,602	\$2,833	\$2,748	\$6,020	\$20,968	\$14,172	\$3,784	\$3,011
1987	7,496	4,231	2,271	994	20,157	4,067	4,339	11,691	33,265	21,089	6,230	5,947
1992	17,423	7,400	7,377	2,646	33,755	5,593	7,723	20,439	50,115	29,659	10,052	10,404
1997	27,065	12,518	10,651	3,896	46,444	7,501	9,803	29,141	67,083	40,976	13,101	13,007
2000	27,820	13,999	9,353	4,467	58,165	9,787	13,249	35,129	78,995	48,219	14,842	15,934
2001	30,443	15,014	10,230	5,199	63,372	10,497	14,444	38,432	83,377	50,718	15,938	16,721
2002	34,346	17,626	11,013	5,707	65,508	11,081	15,365	39,062	90,485	55,086	17,042	18,358
2003	35,323	20,422	9,356	5,545	66,114	11,144	15,782	39,187	93,877	57,503	17,718	18,656
<b>Percent change</b>												
1982-2003	692.4%	708.2%	573.1%	925.0%	469.9%	293.4%	474.3%	550.9%	347.7%	305.8%	368.2%	519.6%
<b>Average annual percent change, 1982-2003</b>	9.9%	10.0%	9.1%	11.2%	8.2%	6.4%	8.3%	8.9%	7.1%	6.6%	7.3%	8.6%

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

Sources for Federal Expenditure Data: 1982-96 Annual Finance Survey, U.S. Census Bureau. For 1997-99, detailed functional tables, *Budget Authority by Function, Category and Program*. For 2000-03, historical tables, "Outlays by function and subfunction," Office of Management and Budget, Executive Office of the President.

### Distribution of direct expenditure by level of government and activity

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

- Overall, police spending represented 45% of the Nation's total justice expenditure, and corrections accounted for the second largest portion, 33%.
- Police protection is primarily a local responsibility; accordingly, local governments spent 69% of the total police protection expenditure in the country in 2003.
- Corrections is primarily a State responsibility; as such State governments accounted for 61% of the Nation's corrections expenditure.
- Judicial and legal services in the United States were funded primarily by local (42%) and State (36%) governments.

The Federal Government spent the most on intergovernmental grants-in-aid, shared revenues, and amounts paid to other governments for services performed. Almost 92% of the Federal intergovernmental expenditure

was for police protection, much of which was distributed through law enforcement related grants.

**Table 3. Expenditure by level of government and justice activity, fiscal year 2003**

Activity	Amounts (millions of dollars) spent fiscal year 2003			
	All governments	Federal government	State government	Local government
Total justice system	--	\$35,323	\$66,114	\$93,877
Direct Expenditure	\$185,490	30,197	61,743	93,550
Intergovernmental	--	5,126	4,371	327
Police protection	--	\$20,422	\$11,144	\$57,503
Direct Expenditure	\$83,089	15,728	9,860	57,501
Intergovernmental	--	4,694	1,284	2
Judicial and legal	--	\$9,356	\$15,782	\$17,718
Direct Expenditure	\$41,545	9,085	14,945	17,516
Intergovernmental	--	271	837	203
Corrections	--	\$5,545	\$39,188	\$18,656
Direct Expenditure	\$60,855	5,384	36,938	18,533
Intergovernmental	--	161	2,250	123

Note: Detail may not add to total because of rounding. Local government data are estimates subject to sampling variability. The total figure 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

### Justice share of State and local expenditures

In 2003, 7.2% of total State and local expenditures was for justice activities – 3% for police protection, 2.6% for corrections, and 1.5% for judicial and legal services (figure 3).

By comparison, 29% of State and local government spending went to education, 14% to public welfare, 7% to health care and hospitals, and 4% to interest on debt.

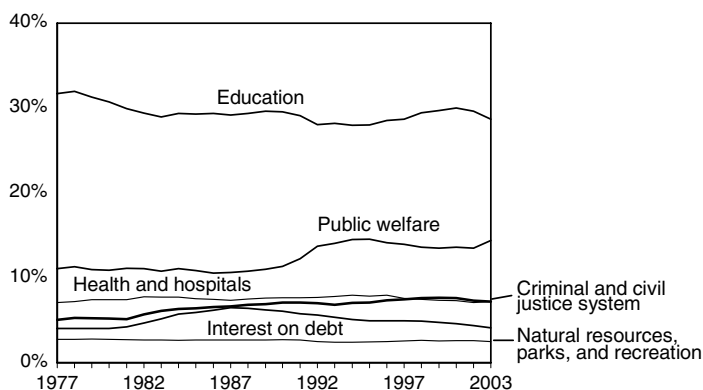
From 1977 to 2003 total State and local expenditure for all functions increased 567%:

- police protection — 545%
- corrections — 1,173%
- judicial and legal — 1,974%

Other government functions also increased during the same period:

- education — 505%
- hospitals and health care — 572%
- interest on debt — 577%
- public welfare — 766%

### Percent of State and local direct expenditures for selected functions, 1977-2003



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 difference.

Source: Historical Finances, U.S. Census Bureau

Figure 3

## Expenditure of State governments

In 2003 total justice system expenditure of State governments increased from \$34 billion in 1993 to over \$66 billion in 2003 — a 93% increase.

Total per capita justice expenditure of all State governments was \$227 (table 4). Alaska spent the most on justice functions at \$621 per U.S. resident, followed by Delaware (\$478) and Connecticut (\$372). Mississippi and Nevada spent the least per capita for all justice functions at \$150 and \$147, respectively.

**Table 4. Per capita justice system expenditure of State governments, 2003**

State	Population (2003)	Total	Per capita
Alaska	648,510	\$402,981,000	\$621
Delaware	817,827	391,138,000	478
Connecticut	3,485,881	1,295,675,000	372
Massachusetts	6,417,565	2,195,841,000	342
Wyoming	501,915	166,963,000	333
Maryland	5,512,477	1,779,373,000	323
Vermont	619,092	185,909,000	300
New Mexico	1,879,252	550,994,000	293
Virginia	7,383,387	2,151,666,000	291
Rhode Island	1,075,729	304,930,000	283
California	35,456,602	9,999,263,000	282
Hawaii	1,248,200	340,525,000	273
New Jersey	8,640,028	2,331,274,000	270
New York	19,228,031	5,119,031,000	266
Oregon	3,562,681	905,606,000	254
Kentucky	4,116,780	995,024,000	242
Pennsylvania	12,364,930	2,952,157,000	239
Wisconsin	5,471,792	1,288,541,000	235
Louisiana	4,490,380	1,034,713,000	230
Colorado	4,548,071	1,040,540,000	229
<b>All States</b>	<b>290,292,159</b>	<b>66,114,297,000</b>	<b>228</b>
Michigan	10,078,146	2,263,094,000	225
Oklahoma	3,504,917	766,469,000	219
Montana	917,885	198,787,000	217
Kansas	2,724,224	582,578,000	214
Iowa	2,941,362	624,765,000	212
North Carolina	8,422,375	1,740,172,000	207
Utah	2,378,696	489,339,000	206
Ohio	11,431,748	2,279,090,000	199
Florida	16,993,369	3,349,401,000	197
Georgia	8,746,849	1,716,621,000	196
Maine	1,308,245	254,318,000	194
Arizona	5,577,784	1,073,579,000	192
Texas	22,099,136	4,232,878,000	192
Idaho	1,368,111	261,872,000	191
West Virginia	1,810,347	339,981,000	188
Arkansas	2,726,166	505,996,000	186
New Hampshire	1,287,594	235,600,000	183
Washington	6,131,131	1,121,650,000	183
Missouri	5,718,717	1,033,070,000	181
Minnesota	5,061,662	904,850,000	179
South Carolina	4,146,753	740,178,000	178
Nebraska	1,738,013	301,564,000	174
South Dakota	764,599	132,376,000	173
Illinois	12,649,940	2,089,490,000	165
Alabama	4,501,862	712,838,000	158
Tennessee	5,841,585	914,068,000	156
Indiana	6,196,269	959,292,000	155
North Dakota	633,051	97,689,000	154
Mississippi	2,880,793	432,090,000	150
Nevada	2,241,700	328,458,000	147

Note: Population figures are from the U.S. Census Bureau, Annual Population Estimates 2000-2005.

Source: Criminal Justice Expenditure and Employment Extracts Program (CJEE), table 9. <[www.ojp.usdoj.gov/bjs/eande.htm](http://www.ojp.usdoj.gov/bjs/eande.htm)>

### Distribution of employment by level of government and activity

In March 2003 the Nation's civil and criminal justice system employed over 2.3 million persons, with a total March payroll of \$9 billion (table 5). Relative to the entire employed population in 2003, approximately 2% of the Nation's labor force worked in the justice system. (For more detailed information on the national labor force, see <<http://www.bls.gov/cps/cpsaat1.pdf>>.)

Local governments accounted for more justice employment than the Federal and State governments combined. Of all the Nation's justice employees, 58% were engaged in local justice activities.

The State and local governments employed almost 89% of all justice system workers, while the Federal Government employed the remaining 11%.

The distribution of corrections employment reflects State government dominance in that sector — 62% of corrections employees worked for State governments, followed by 33% at the local level and 5% at the Federal level (figure 4).

As law enforcement is primarily the responsibility of local governments, 77% of the Nation's police employees worked at the local level. The Federal Government employed 14% of police protection personnel while State governments employed the remaining 10%.

Throughout the justice system, an estimated 59% of total justice expenditures were for payroll.<sup>2</sup>

<sup>2</sup>This figure was calculated by multiplying the March 2003 payroll figure by 12 and dividing by total justice expenditure.

In 2003, the Federal Government spent less on payrolls relative to total expenditure (\$15 billion out of 35 billion or 43%) than did State and local governments (48% and 65% respectively).

Police protection was the activity with the highest percentage of expenditure going to payrolls (66%). In particular 70% of local government justice expenditure went to police protection.

The activity with the lowest percentage of payroll expenditure for all levels of government was corrections at approximately 50%.

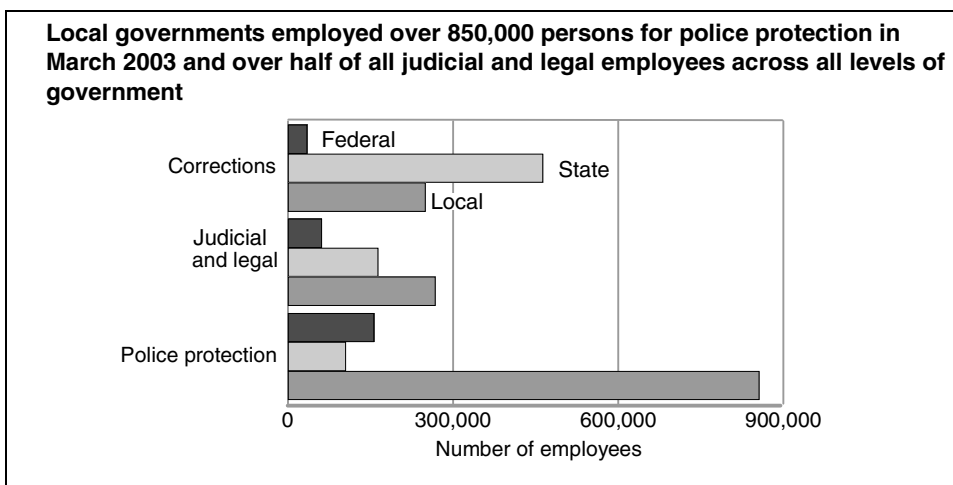


Figure 4

**Table 5. Employment and monthly payroll of the justice system, by activity and level of government, March 2003**

Activity	All governments	Federal	State	Local	Percent distribution			
					Total	Federal	State	Local
Total justice system								
Total employees	2,361,193	253,367	733,570	1,374,256	100%	10.7%	31.1%	58.2%
2003 March payroll*	\$9,041	\$1,279	\$2,639	\$5,123	100	14.1	29.2	56.1
Police protection								
Total employees	1,118,936	156,607	105,933	856,396	100%	14.0%	9.5%	76.5%
2003 March payroll*	\$4,545	\$760	\$438	\$3,347	100	16.7	9.6	73.6
Judicial and legal								
Total employees	494,007	61,984	164,051	267,972	100%	12.5%	33.2%	54.2%
2003 March payroll*	\$1,969	\$353	\$682	\$934	100	17.9	34.6	47.4
Corrections								
Total employees	748,250	34,776	463,586	249,888	100%	4.6%	62.0%	33.4%
2003 March payroll*	\$2,526	\$165	\$1,519	\$842	100	6.5	60.1	33.3

Note: Detail may not add to total because of rounding. These data are based on a summation of responses from individual State and local government agencies. Local government data are estimates subject to sampling variability, see Methodology for details. Refer to Bureau of Justice Statistics Report, *Federal Law Enforcement Officers, 2002* for detail of Federal employment <<http://www.ojp.usdoj.gov/bjs/abstract/fleo02.htm>>.

\*Payroll is in millions.

## Employment by State

In total, almost 13% of State and local employees worked in the justice system (table 6). Nevada had the highest percentage of justice employees relative to all public employees (16.9%), followed by Florida (16.6%).

The States with the lowest percentage of justice employees were Vermont and North Dakota (both at less than 8%).

### Expansion of the Nation's justice system 1982-2003

The increase in justice expenditures over nearly 20 years reflects the expansion of the Nation's justice system. For example, in 1982 the justice system employed approximately 1.27 million persons; in 2003 it reached over 2.3 million.

#### Police protection

One indicator of police workload, the FBI's arrest estimates for State and local police agencies, grew from 12 million in 1982 to an estimated 13.6 million in 2003.\* The number of employees in police protection increased from approximately 724,000 to over 1.1 million.

#### Judicial and legal

The judicial and legal workload, including civil and criminal cases, prosecutor functions, and public defender services, also expanded during this period. Cases of all kinds (criminal, civil, domestic, juvenile, and traffic) filed in the nearly 16,000 general and limited jurisdiction State courts went from about 86 million to 100 million in the 16-year period, 1987-2003.\*\* The total of judicial and legal employees grew about 101% to over 494,000 persons in 2003.

#### Corrections

The total number of State and Federal inmates grew from 403,000 in 1982 to over 1.4 million in 2003. The number of local jail inmates more than tripled from approximately 207,000 in 1982 to over 691,000 in 2003. Adults on probation increased from over 1.4 million to about 4.1 million persons.\*\*\* Overall, corrections employment more than doubled from nearly 300,000 to over 748,000 during this same period.

\* Crime in the United States, 1982 (FBI, 1983) and 2003 (FBI, 2004), <[http://www.fbi.gov/ucr/cius\\_03/pdf/toc03.pdf](http://www.fbi.gov/ucr/cius_03/pdf/toc03.pdf)>.

\*\*Examining the Work of State Courts, 2003: A National Perspective from the Court Statistics Project, National Center for State Courts, <[http://www.ncsconline.org/D\\_Research/csp/2003\\_Files/2003\\_Main\\_Page.html](http://www.ncsconline.org/D_Research/csp/2003_Files/2003_Main_Page.html)>.

\*\*\*Sourcebook of Criminal Justice Statistics, 2003 (table 6.1.2004), <<http://www.albany.edu/sourcebook/pdf/t612004.pdf>>.

**Table 6. State and local justice system employment and percent of all public employment, by State, March 2003**

State	Full-time equivalent employment		
	All State and local public	State and local justice	Justice as a percent of total
Nevada	92,655	15,687	16.9%
Florida	806,682	133,772	16.6
Arizona	261,492	40,583	15.5
District of Columbia	44,271	6,870	15.5
Delaware	45,947	73,934	15.1
New Jersey	489,448	6,926	15.1
New York	1,193,262	176,622	14.8
Maryland	287,513	39,577	13.8
Pennsylvania	569,356	78,232	13.7
Louisiana	279,087	37,861	13.6
Illinois	641,248	86,279	13.5
Missouri	311,972	41,803	13.4
Georgia	484,515	64,637	13.3
California	1,805,446	238,806	13.2
Massachusetts	320,372	42,151	13.2
Connecticut	176,369	22,626	12.8
<b>All State and local</b>	<b>15,760,451</b>	<b>2,002,706</b>	<b>12.7%</b>
Ohio	619,869	78,124	12.6%
Hawaii	71,764	8,879	12.4
Texas	1,253,022	155,979	12.4
Michigan	512,026	62,597	12.2
Wisconsin	288,044	35,225	12.2
Tennessee	311,601	37,024	11.9
New Mexico	122,040	14,348	11.8
South Carolina	242,222	28,496	11.8
Virginia	411,100	47,922	11.7
Oregon	181,607	21,049	11.6
Rhode Island	55,944	6,469	11.6
Colorado	256,018	29,205	11.4
Indiana	332,380	38,048	11.4
North Carolina	469,942	53,684	11.4
Arkansas	153,382	17,345	11.3
Washington	321,153	35,619	11.1
Utah	122,209	13,146	10.8
Oklahoma	201,632	21,597	10.7
Idaho	78,548	8,194	10.4
Alaska	51,102	5,191	10.2
Kansas	178,042	18,221	10.2
Wyoming	43,651	4,467	10.2
Montana	52,886	5,337	10.1
New Hampshire	68,192	6,893	10.1
Kentucky	227,902	22,879	10.0
West Virginia	93,383	9,341	10.0
Alabama	269,674	26,036	9.7
Mississippi	186,130	17,592	9.5
Minnesota	283,691	26,155	9.2
Nebraska	113,703	10,372	9.1
South Dakota	43,445	3,865	8.9
Iowa	179,633	14,868	8.3
Maine	75,041	6,205	8.3
North Dakota	41,178	3,110	7.6
Vermont	38,660	2,858	7.4

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

Source: Annual Survey of Government Employment, U.S. Census Bureau, March (2003).

California had the most State and local employees (1.8 million) as well as the largest number of employees in the justice system (247,110).<sup>3</sup> Vermont was the State with the fewest justice employees in State and local government (slightly over 3,000) and for all functions (approximately 39,000).

In March 2003 the number of full-time equivalent (FTE) State and local government justice system employees was just over 2 million (table 7). Almost 45% of all FTE justice system State and local employees worked in police protection; 35% were employed in corrections, while the remaining 20% were in judicial and legal jobs.

The District of Columbia had the largest percentage of FTE State and local justice system employees working in police protection at 63%. Massachusetts and Rhode Island followed at 56% and 54%, respectively. At 37%, Delaware had the smallest percentage of employees working in police protection.

In corrections, Texas had the largest percentage of FTE State and local justice system employees at 46%. Virginia and North Carolina followed at 44% and 43%, respectively.

<sup>3</sup>Source for these data is the Criminal Justice Expenditure and Employment Extracts Program (CJEE), table 5. <[www.ojp.usdoj.gov/bjs/eande.htm](http://www.ojp.usdoj.gov/bjs/eande.htm)>.

**Table 7. Justice system employment and percent distribution of full-time equivalent employment, by State and local government and activities, March 2003.**

State	Total justice system	Full-time equivalent employees*		
		Police protection	Judicial and legal	Corrections
<b>Total</b>	2,002,706	44.7%	20.4%	35.0%
California	238,806	42.6	22.8	34.6
New York	176,622	49.0	17.3	33.7
Texas	155,979	38.8	15.7	45.5
Florida	133,772	44.7	24.0	31.3
Illinois	86,279	53.2	19.8	27.0
Pennsylvania	78,232	40.6	22.5	36.8
Ohio	78,124	42.3	25.6	32.1
New Jersey	73,934	48.0	29.2	22.8
Georgia	64,637	39.4	18.4	42.2
Michigan	62,597	41.6	19.5	38.9
North Carolina	53,684	44.2	12.4	43.4
Virginia	47,922	41.0	15.4	43.6
Massachusetts	42,151	55.6	21.9	22.6
Missouri	41,803	45.2	19.5	35.3
Arizona	40,583	43.1	22.5	34.4
Maryland	39,577	43.2	18.6	38.2
Indiana	38,048	45.2	19.2	35.6
Louisiana	37,861	43.5	20.0	36.4
Tennessee	37,024	48.7	16.4	34.9
Washington	35,619	40.2	21.6	38.2
Wisconsin	35,225	46.3	17.0	36.7
Colorado	29,205	45.5	20.1	34.4
South Carolina	28,496	48.9	13.9	37.3
Minnesota	26,155	43.8	24.0	32.2
Alabama	26,036	51.0	19.5	29.5
Kentucky	22,879	42.6	27.2	30.2
Connecticut	22,626	45.8	20.9	33.2
Oklahoma	21,597	49.0	19.2	31.7
Oregon	21,049	39.3	21.3	39.4
Kansas	18,221	47.3	19.6	33.0
Mississippi	17,592	51.0	15.0	34.0
Arkansas	17,345	45.9	18.8	35.3
Nevada	15,687	44.4	20.7	34.9
Iowa	14,868	48.7	21.3	30.0
New Mexico	14,348	39.2	21.0	39.7
Utah	13,146	42.6	20.6	36.8
Nebraska	10,372	46.1	17.5	36.4
West Virginia	9,341	40.3	24.3	35.4
Hawaii	8,879	41.0	31.9	27.1
Idaho	8,194	45.0	19.9	35.1
Delaware	6,926	36.9	22.8	40.3
New Hampshire	6,893	53.2	18.1	28.7
District of Columbia	6,870	63.0	21.7	15.3
Rhode Island	6,469	53.6	19.4	27.1
Maine	6,205	50.0	16.4	33.6
Montana	5,337	43.4	24.5	32.1
Alaska	5,191	39.4	25.3	35.3
Wyoming	4,467	48.3	19.3	32.4
South Dakota	3,865	45.5	20.9	33.6
North Dakota	3,110	45.6	24.8	29.6
Vermont	2,858	43.2	22.3	34.4

Notes: Local government data are estimates subject to variability.

\*Justice system employment of independent school districts and special school districts (primarily for special police) are not available.

**Appendix table. Direct and per capita justice expenditure across government and by function, selected years, 1982-2003**

Year	Population	Justice expenditure across government and function		Police protection expenditure		Judicial and legal expenditure		Corrections expenditure	
		Total (in millions)	Per capita	Total (in millions)	Per capita	Total (in millions)	Per capita	Total (in millions)	Per capita
2003	290,850,000	\$185,490	\$638	\$83,089	\$286	\$41,545	\$143	\$60,855	\$209
2002	287,985,000	179,580	624	79,540	276	40,431	140	59,609	207
1997	267,784,000	129,793	485	57,754	216	28,529	107	43,511	162
1992	245,807,000	93,777	382	41,327	168	20,989	85	31,461	128
1987	243,400,000	58,871	242	28,778	118	12,555	52	17,549	72
1982	226,548,000	35,842	158	19,022	84	7,771	34	9,049	40

Note: Using the Consumer Price Index (CPI) to adjust the 2003 per capita figure of \$638 for inflation would yield approximately \$335 in 1982 dollars. For more information on the CPI see the Bureau of Labor Statistics website <www.bls.gov>. Population figures are from the U.S. Census Bureau, Annual Population Estimates 2000-2005.

### Definition of terms

*Expenditure* includes only external cash payments made from any source of funds, including any payments financed from borrowing, fund balances, intergovernmental revenue, and other current revenue. It excludes any 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.

*Expenditures 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, 2003. 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 2003.

### 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.

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 2003, the total direct expenditure for all governments was over \$185 billion.

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

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

## Methodology

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

This report is based on a compilation of data from the U.S. Census Bureau's annual surveys of governmental finances and employment. The survey sample was selected from the 1997 Census of Local Governments and consists of large units of government (including all 50 States) sampled with certainty and smaller units selected with a probability proportional to the unit's expenditure. The total number of local governments in the finance sample was 7,002, and the number of local governments in the employment sample was 10,574.

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

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

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

Data on State and local justice system per capita expenditure by State and activity were not collected in 2003. These data are available for 2002.

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

*Law Enforcement Management and Administrative Statistics, Prosecutors in State Courts* and various court statistics series, *The Census of Local Jails, 1999, The Census of State and Federal Correctional Facilities, 2000, and the report State Prison Expenditures, 2001.*

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

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

---

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

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

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

This report is available in portable document format and in ASCII. Its related statistical data and tables are available at the BJS World Wide Web Internet site: <http://www.ojp.usdoj.gov/bjs/>

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

Office of Justice Programs  
Partnerships for Safer Communities  
<http://www.ojp.usdoj.gov>

The Bureau of Justice Statistics is the statistical agency of the U.S. Department of Justice. Jeffrey L. Sedgwick is acting deputy director.

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

Kristen Hughes wrote this report under the supervision of Steven K. Smith. Mark Motivans and Steven D. Owens provided statistical review. Tina Dorsey and Marianne W. Zawitz produced and edited the report. Jayne Robinson prepared the report for final printing.

The data extraction, editing, and tabulation for the 2002 and 2003 Justice Expenditure and Employment Extracts were performed at the U.S. Census Bureau by Steven D. Owens.

April 2006, NCJ 212260

**U.S. Department of Justice**  
Office of Justice Programs  
Bureau of Justice Statistics



PRESORTED STANDARD  
POSTAGE & FEES PAID  
DOJ/BJJS  
Permit No. G-91

Washington, DC 20531

Official Business  
Penalty for Private Use \$300

