

Historical Statistics on Expenditure and Employment
for the Criminal Justice System:
1971-1973

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Special Studies, No. 73

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INTRODUCTION

This publication is the first in a series of ~~criminal~~ reports that will present historical statistics on public expenditure and employment for criminal justice activities in the United States. In this first report, expenditure data are ^{presented} for fiscal years 1970-71, 1971-72, and 1972-73 ^{and} employment data are ^{presented} for the month of October in 1971, 1972, and 1973.

These data are extracted from a series of annual reports entitled Expenditure and Employment Data for the Criminal Justice System. The annual volumes present the data in much greater detail including data for large Standard Metropolitan Statistical Areas (SMSA's) and for the 312 counties with a 1970 population of 100,000 or more and for the 384 cities with a 1970 population of 50,000 or more. Although the annual series began with fiscal year ~~1966-67~~ ¹⁹⁶⁷, caution should be exercised in comparing data in the first four volumes (1966-67 through ~~1969-70~~ ^{FY 1967}) with data in the subsequent three volumes (1970-71 through ~~1972-73~~ ^{FY 1970}). Beginning with ~~1970-71~~ ^{FY 1971}, the survey sample of governmental units was increased by a third and the number of units for which data are compiled in the field by specially trained agents was more than doubled. Data collection further benefited by a growing familiarity with the criminal justice systems in the various States and with individual governmental units within the States. Data from the ~~1970-71~~ ^{FY 1971}, ~~1971-72~~ ^{FY 1972}, and ~~1972-73~~ ^{FY 1973} survey years are therefore ^{essentially} entirely comparable ^{because} since they were collected in the same way each year from the same sample of governments and were edited and processed in a uniform fashion. (See the section on Survey Methodology for ^{more} further detail.)

The report covers six sectors of the criminal justice system: police protection, judicial, legal services and prosecution, indigent defense, correction, and a residual category entitled "other criminal justice".

Definitions for concepts, categories, and terms used in this report are contained in appendix 1.

Distribution of ^F Responsibility by level of government

^F 3 fiscal

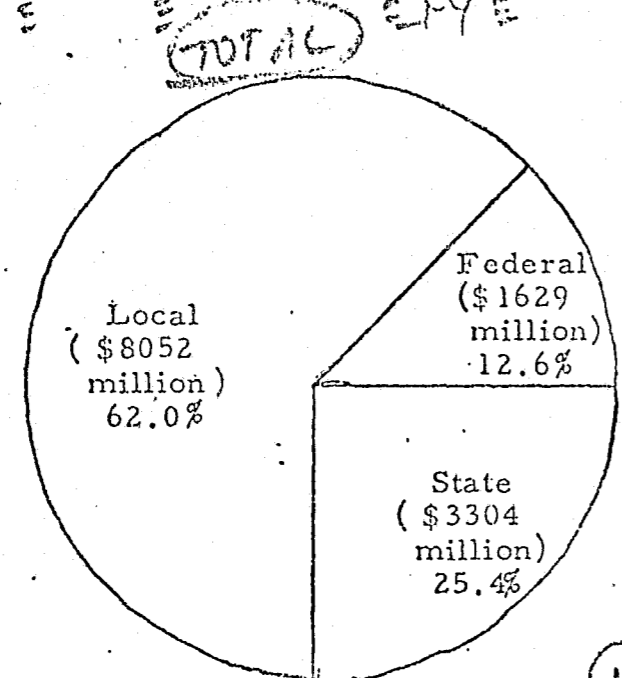
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In each of the ~~three~~ years covered in this report, local governments spent more for criminal justice activities than the Federal and State governments combined. Figure 1 shows that in ~~1972-73~~ ^{FY 1973}, local governments accounted for 62.0 percent of all direct criminal justice expenditure, while State governments contributed 25.4 percent and the Federal government 12.6 percent. The distribution among the three levels of government in the preceding ~~two~~ ² years was very similar.

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When each criminal justice activity is examined separately, however, the proportion accounted for by the different levels of government varied throughout the criminal justice system. Three of the activities -- police protection, judicial, and legal services and prosecution -- were supported mainly by local governments; the Federal government was the principal supporter of indigent defense; and State governments were the largest supporters of correction and those activities included in the "other criminal justice" sector. Table A shows the percent distribution by activity for ~~1972-73~~ ^{FY 1973}; the distribution in the prior ~~two~~ ² years was very close, with two exceptions: State governments assumed a larger share of total indigent defense expenditure (17.9 percent in ~~1972-73~~ ^{FY 1973} compared to 12.8 percent in ~~1970-71~~ ^{FY 1971}) with a corresponding drop in the Federal government's proportionate share; and local governments assumed a larger share of "other criminal justice" expenditure (36.4 percent in

Percent distribution of criminal justice system direct expenditure by level of government: fiscal year 1973



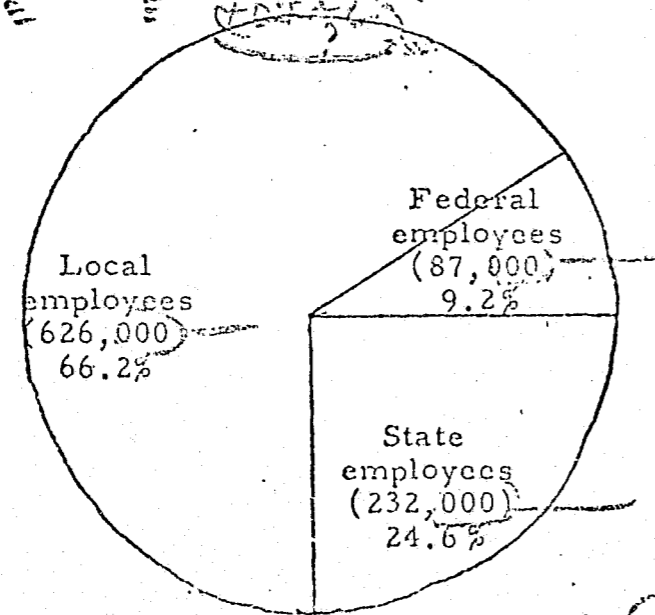
The percents have remained stable from year to year:

	FY 1973	FY 1972 1971-72	FY 1971 1970-71
Federal	12.6%	12.7%	11.5%
State	25.4%	25.2%	25.5%
Local	62.0%	62.1%	63.0%

Detail may be added to total section of 100%

Figure 2

Percent distribution of criminal justice system full-time equivalent employment by level of government: October 1973



The percents have remained stable from year to year:

	October 1973	October 1972	October 1971
Federal	9.2%	9.5%	9.0%
State	24.6%	24.1%	23.9%
Local	66.2%	66.4%	67.1%

FY 1973 1972-73; 24.7 percent in FY 1971 1970-71) with a corresponding drop in the States' States proportionate share.

Table A. Percent distribution of total direct expenditure for the criminal justice system by activity and level of government: fiscal year 1973

Level of government	Total	Police protection activities	Judicial activities	Prosecution activities	Indigent defense activities	Correction activities	Other activities
Total....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Federal...	12.6	14.3	7.5	18.6	43.8	6.2	21.8
State.....	25.4	14.8	24.4	21.6	17.9	56.0	41.8
Local.....	62.0	70.9	68.1	59.8	38.3	37.8	36.4

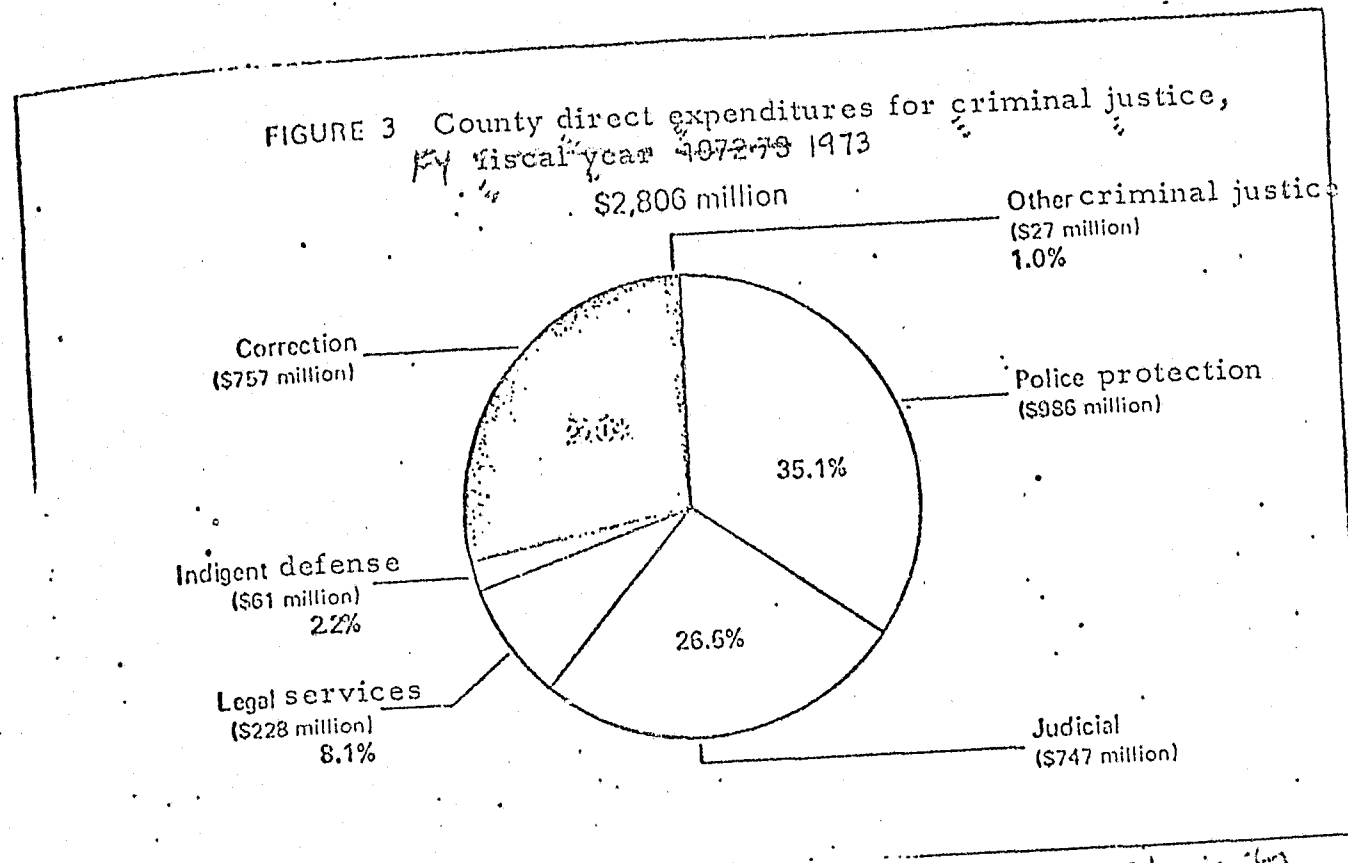
Relationships similar to those found for expenditure from FY 1971 1970-71 to FY 1973 1972-73 also applied to the employment situation. Figure 2 shows that in October 1973, two-thirds of the total full-time equivalent criminal justice employees of all governments were employed by local governments. However, the distribution of employees at each level of government varied for each criminal justice activity (see Table B). In general, the level of government which accounted for the largest amount of total expenditure for an activity also employed the greatest number of workers for that activity. The area of indigent defense was an exception to this pattern because of the extensive use of court-appointed counsel systems whereby fees are paid to private counsel to defend indigent clients accused of crimes. Therefore, though the Federal Government expended the largest amount on indigent defense, 43.8 percent of the Fiscal Year FY 1973 1972-73 total, local governments accounted for 57.3 percent of the employment in this area.

As with expenditure, the percent distribution of employment over the ³ years has remained generally stable with the exception of indigent defense. As the States' proportionate share of indigent defense expenditure and employment has risen over the ³ years, local governments' proportionate share has dropped.

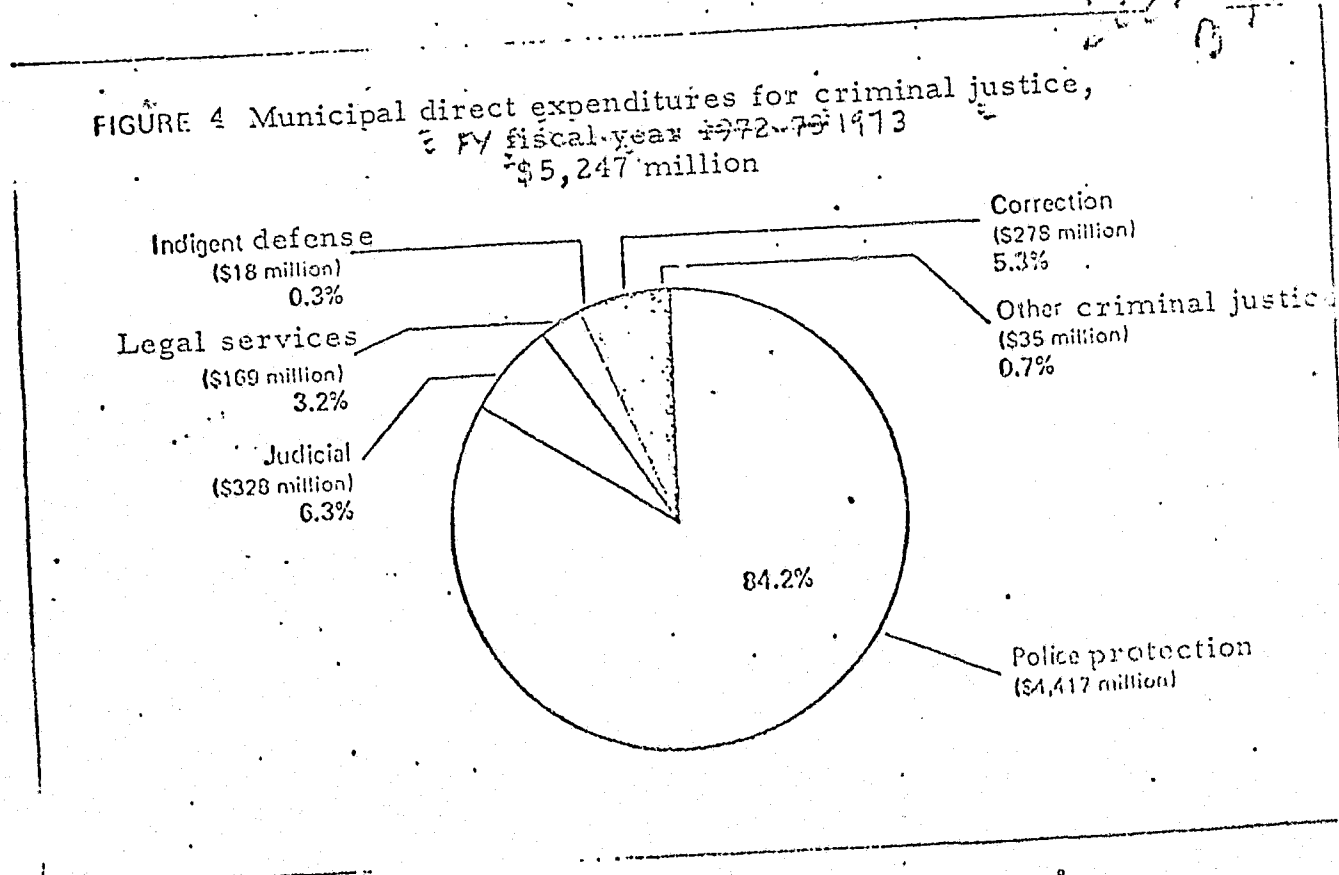
Table B. Percent of full-time equivalent employment in the criminal justice system by activity and level of government: October 1973

Level of government	Total	Police protection activities	Judicial activities	Prosecution activities	Indigent defense activities	Correction activities	Other activities
Total....	100.0	100.0	100.0	100.0	100.0	100.0	100.0
Federal....	9.2	11.1	5.4	13.5	2.1	4.5	23.5
State.....	24.6	14.2	19.9	22.2	40.6	57.2	49.4
Local.....	66.2	74.7	74.7	64.3	57.3	38.3	27.1

The preceding discussion has dealt with local government as an entity. Analyzing local criminal justice expenditure in total, however, tends to obscure significant differences between the county level of government and the municipal level. In each of the ³ years, municipal governments outspent county governments ^{for} on criminal justice by almost 2 to 1, but the difference can be attributed almost exclusively to the police sector, where the municipal governments outspent the county governments by better than 4 to 1. In ^{FY 1972} ~~1972-73~~, for example, municipal governments spent \$4,417 million on police protection (or 84.2 percent of all their criminal justice expenditure), more than county governments spent on all criminal justice activities ^{combined} together (see Figures 3 and 4). On a sector-by-sector basis, however,



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county governments spent substantially more than municipal governments for judicial activities, legal services and prosecution, indigent defense, and correction. No one sector dominates county criminal justice expenditure as police protection does municipal expenditure. At both the county and municipal levels, employment and payroll were distributed throughout the various sectors in nearly the same percentages as expenditures *in all 3 years.*

National trends (tables 2 and 3)

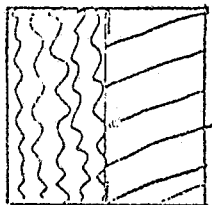
Expenditure for criminal justice purposes at all levels of government rose steadily over the ³ ~~three~~ years from \$10.5 billion in ~~fiscal~~ ^{Fy 1971} 1970-71 to \$13.0 billion in ~~fiscal~~ ^{Fy 1973} 1972-73, an increase of 23.5 percent.

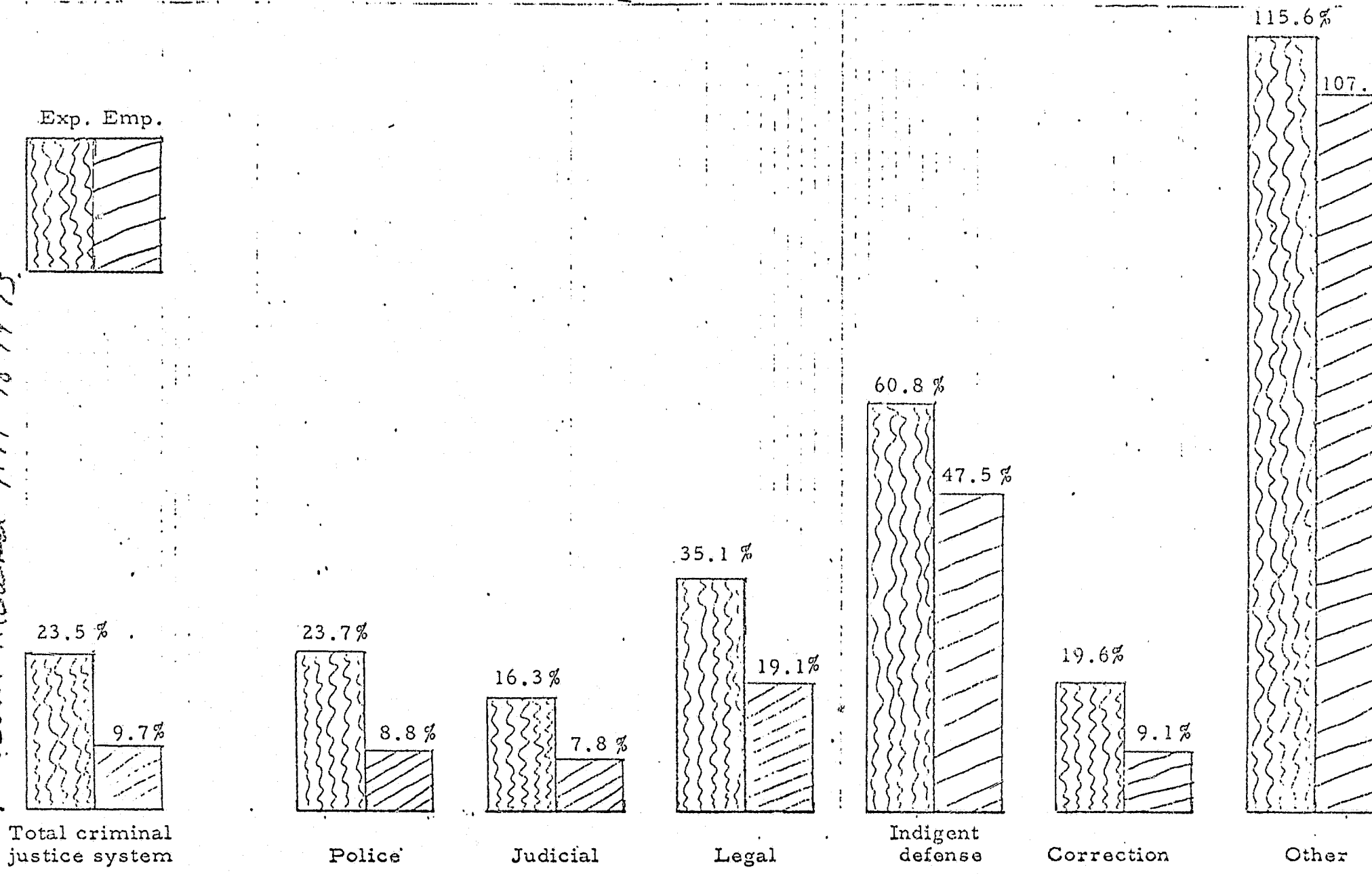
Over the same period, employment also increased steadily, but at a considerably slower pace, from 862,000 to 945,000, a 9.6 percent increase. The greater rate of increase in expenditure is attributable to several factors including increased salaries and increased cost of non-salary items such as supplies and equipment. To illustrate, the monthly payroll for all criminal justice employees jumped from \$715 million in October 1971 to \$912 million in October 1973, a 27.6 percent increase in payroll compared to ^{the} ~~an~~ increase of only 9.6 percent in employees ~~as~~ noted above. The average pay for an individual "full-time equivalent" criminal justice employee rose from \$830 a month in October 1971 to \$965 a month in October 1973.

Expenditure increases occurred in all six of the criminal justice sectors but at considerably different rates, ranging from a 16.3 percent increase in judicial expenditure to a 115.6 percent increase in "other criminal justice" expenditure (see Figure 5). The sharp increase in "other criminal justice" expenditure reflects the growth

Percent increase in criminal justice system direct expenditure, fiscal year 1971 to fiscal year 1973
 and in criminal justice system full-time equivalent employment, October 1971 to October 1973 for
 all levels of government, by activity

Percent increase 1971 to 1973

Exp. Emp.




of criminal justice grant programs administered by the Law Enforcement Assistance Administration ^(LEAA) at the Federal level and criminal justice planning agencies at the State and local levels. The increase, however, is overstated to a certain extent: some of the grant funds included in the "other criminal justice" category were actually expended in other sectors, such as police or judicial, but because of the bookkeeping methods employed by many local governments, the amounts could not easily be broken out of general criminal justice grant fund accounts and assigned to specific sectors.

The second largest increase, 60.8 percent, occurred in indigent defense expenditure, reflecting State and local government response to recent judicial rulings concerning the right of indigent persons to counsel. In some States, counsel was also being provided to convicted persons still in need of legal services. Employment increases paralleled expenditure increases: a 107.1 percent increase in the "other criminal justice" sector and a 47.5 percent increase in the indigent defense sector.

Although "other criminal justice" and indigent defense were the fastest growing sectors over the ³ years, in no year did the two sectors together comprise more than 3 percent of total expenditure. In contrast, police protection and correction together comprised approximately 80 percent of

1/ In the 1970-71 report, police protection expenditures included amounts expended for traffic safety and related traffic engineering (but not highway planning and engineering). Traffic safety expenditures were excluded from the police protection figures beginning with the ¹⁹⁷¹⁻⁷² report as a result of a classification ruling from LEAA.

In the 1970-71 report, data for special police forces administered by general purpose governments (such as airport police, park police, housing police) were included in the police protection figures if the force employed 10 or more full-time sworn officers. Beginning with the 1971-72 report, data for these forces were included regardless of size although the criterion that the officers must possess general arrest powers was retained.

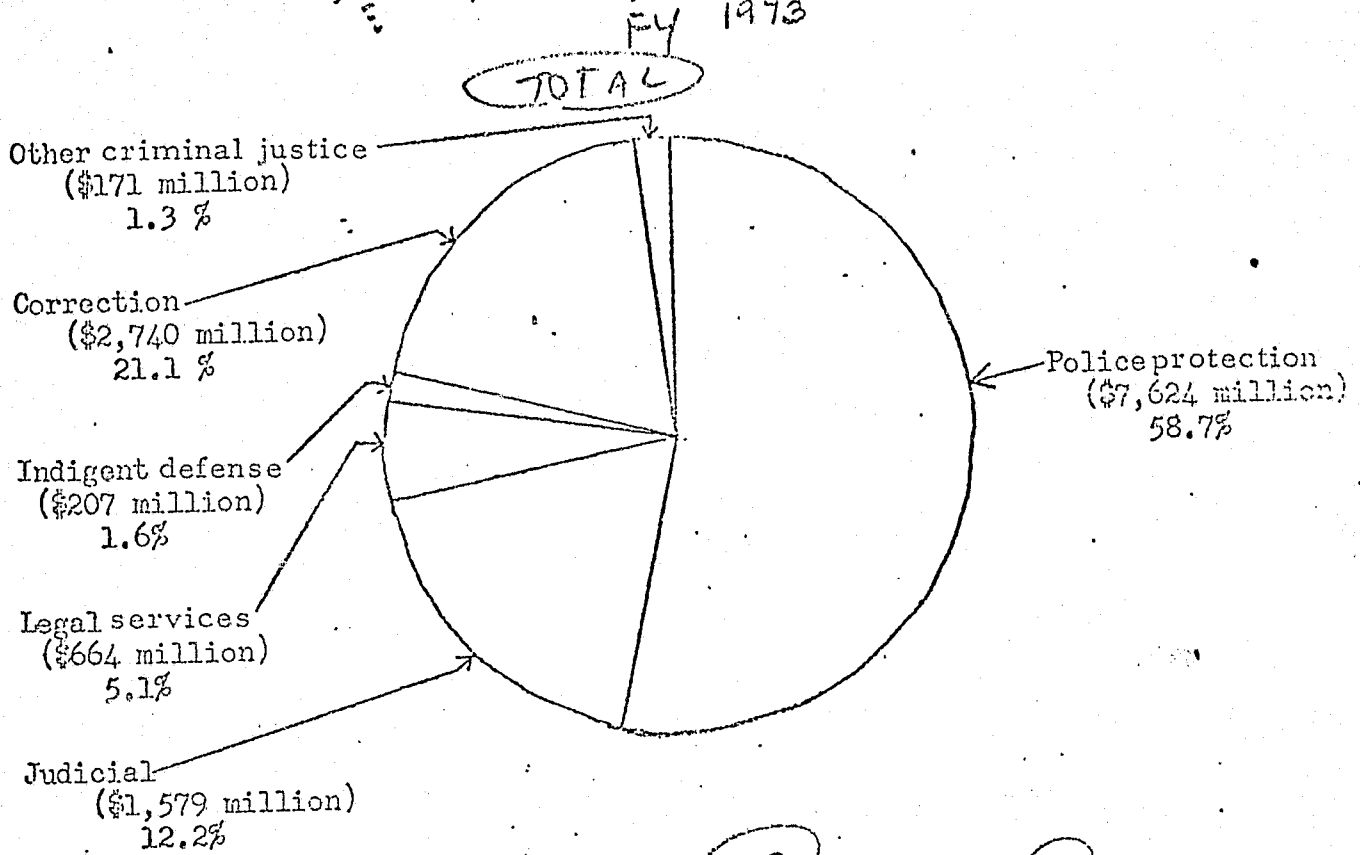
2/ ^{FY 1971} By the 1970-71 report, correction expenditure figures cover a number of drug and alcohol abuse facilities and programs administered by assorted agencies, departments, and private groups receiving public funding. Beginning with the 1971-72 report, institutions and programs for the confinement, treatment, and rehabilitation of drug addicts and alcoholics are included only if administered by a correction agency of the criminal justice system. All

total criminal justice expenditure in each of the ³ years (see Figure 6) and showed the greatest increase in absolute dollars expended. Police protection direct expenditure rose \$1,459 million (23.7 percent) from ^{FY 1971} 1970-71 to ^{FY 1973} 1971-72; correction expenditure rose \$449 million (19.6 percent). These sectors also showed the greatest gains in number of full-time equivalent employees from October 1971 to October 1973: 46,548 additional police employees (8.8 percent) and 16,318 additional correctional employees (9.1 percent).

Payroll figures over the ³ years indicate that employees in the indigent defense sector drew the highest average monthly salaries followed closely by legal services personnel and "other criminal justice" employees ^(See Table C). Police salaries were fourth highest among the six criminal justice sectors, judicial salaries fifth, and correction salaries sixth and lowest. The high average salaries for indigent defense and legal services personnel ^{can be accounted for by} are due to the fact that most of the employees in these sectors are attorneys with comparatively few ^{lower-paid} support personnel. In contrast, the judicial sector includes a very large number of support personnel whose rate of pay offsets the higher salaries of judges ^{and}. Although police salaries ranked fourth each year, this sector made the greatest gain in average monthly pay over the ³ years --- 17.8 percent compared to a 14.2 percent gain in corrections salaries and 13 percent or less in the other four sectors.

3/ In many States, statutes either require or permit local governments to supplement the salary of State-paid judges of major trial courts. In the 1970-71 report, an attempt was made to count these judges and their total payroll only at the State level. However, this effort was not uniformly successful. Therefore, in the 1971-72 and 1972-73 surveys, judges actually receiving a check from both the State and local government, were counted as part-time employees at both levels.

Percent distribution of criminal justice system direct expenditure, by activity: fiscal year 1972-73



The percents have remained relatively stable from year to year:

	(3) FY 1973	(2) FY 1972 1971-72	(1) FY 1971 1970-71
Police protection	58.7%	58.9%	58.6%
Judicial	12.2%	12.7%	12.9%
Legal services	5.1%	5.0%	4.7%
Indigent defense	1.6%	1.4%	1.2%
Correction	21.1%	20.7%	21.8%
Other criminal justice	1.3%	1.3%	0.8%

Detail may not add to total because of rounding.

in the Criminal Justice System, by Activity:

October 1971, October 1972, and October, 1973

	Police Protection	Judicial	Legal Services	Indigent Defense	Correction	Other Criminal Justice
October 1973	993	934	1078	1106	868	1061
October 1972	915	874	1003	1051	820	983
October 1971	842	828	955	980	760	950
Percent Change October 1971 to October 1973	17.9	12.8	12.9	12.8	14.2	11.7

Federal Trends (tables 4 and 5)

Prior to the ^{FY 1971} 1970-71 report, Federal expenditure data were extracted from the Budget of the United States Government, and Federal employment figures were obtained from the U.S. Civil Service Commission. Beginning with the ^{FY 1971} 1970-71 report, these data were collected through a special mail survey of Federal criminal justice agencies, using the same procedures, classifications and definitions applied in the survey of State and local governments (see the section on Survey Methodology).

Some of the changes in the data discussed below ^{result} are due in part to ^{from} changes in classification or the addition or deletion of certain Federal activities as more was learned from year to year about the role of particular agencies. These factors are mentioned where they are applicable.

Total Federal criminal justice expenditure increased by \$748 million, or 51.6 percent from ^{FY 1971} 1970-71 to ^{FY 1973} 1972-73. However, a substantial portion of the increase reflected the accelerating flow of intergovernmental funds. Intergovernmental expenditure rose from \$237 million in ^{FY 1971} 1970-71 to \$566 million in ^{FY 1973} 1972-73, a 138.8 percent increase. Virtually all of the increase is attributable to the ^{expanding grant} program of the Law Enforcement Assistance Administration which distributed \$226 million to State and local governments in ^{FY 1971} 1970-71 and \$547 million in ^{FY 1973} 1972-73.

Excluding intergovernmental expenditure and considering only direct expenditure, (i.e., cost of salaries, materials, supplies and contractual services plus capital outlay), the increase in Federal expenditure was \$418 million, or 34.5 percent. Among the six criminal justice sectors, the greatest proportionate increase in Federal direct expenditure occurred in the "other criminal justice" area. The increase in this sector reflects a growth in the Washington and regional staff and operations of LEAA, ^{a revision in} the ^{classification} proration of expenditure for the U.S. Marshals Service (assigned entirely

to the judicial category in ^{FY 1971} 1970-71), and the addition of agencies not canvassed in ^{FY 1971} 1970-71 including the Center for Studies of Crime and Delinquency and the Division of Law Enforcement Services in the Bureau of Indian Affairs.

Although the "other criminal justice" sector, primarily LEAA, ^{became} ^{becomes} more significant in terms of overall expenditure each year, still the largest share (nearly two-thirds) of Federal criminal justice direct expenditure was for police protection activities, including those agencies that enforce Federal law and those that provide security and police services to Federal property and buildings. Over the ³ three year period, the police protection category experienced the greatest increase in absolute dollars expended, rising from \$804 million in ^{FY 1971} 1970-71 to \$1089 million in ^{FY 1973} 1972-73. Approximately \$15.5 million (or 2.0 percent) of the increase is ^{attributable to} ~~due to~~ the inclusion in ^{FY 1973} 1972-73 of the Office of Drug Abuse and a prorated share of the U.S. Marshals Service, offset in part by the deletion of the Division of Protective Services at the Department of State.

Federal direct expenditure also increased over ³ the three year period in three of the other four criminal justice sectors. Only in the judicial area was there a decline in absolute dollars expended: \$134 million in ^{FY 1971} 1970-71 dropping to \$118 million in ^{FY 1973} 1972-73. The decrease ^{resulted from} was due to the proration of expenditure for the U.S. Marshals Service (previously attributed entirely to the judicial sector) and to a drop in the operating costs of the U.S. Customs Court and of the U.S. District Courts.

Following the overall national trend, the 34.5 percent increase in Federal direct expenditure over the ³ three years was much greater than the percent increase in Federal criminal justice employment. In October 1971 there were 77,523 Federal full-time equivalent employees compared to ^{77,120} in October 1973, an increase of 12.4 percent. ^{Although} While the number of

indigent defense employees showed the greatest proportionate gain, 109.6 percent, the absolute increase in number of employees was very small, only 57 employees. The sector showing the greatest absolute increase in employees was police protection (7,438 employees or 13.2 percent), but again this increase is ^{attributable} due to some extent to the inclusion of new agencies in this sector as discussed above.

In the same ^{3rd} year period, the Federal monthly payroll increased from \$84 million to \$114 million, a 36.1 percent increase, and the average monthly pay for a Federal criminal justice full-time employee rose from \$1,077 a month to \$1,303 per month or 21.0 percent in ³ years. On a sector-by-sector basis, the highest paid Federal criminal justice ^{in October 1973} employees were in the judicial sector, averaging \$1,485 a month, followed by legal services, indigent defense, "other criminal justice", police protection, and correction in that order ^(see Table D).

State trends (tables 6 and 7 and 10-23)

Total State criminal justice expenditure increased from \$ 2,921 million in ^{FY 1971} 1970-71 to \$3,855 million in ^{FY 1973} 1972-73, or 32.0 percent. As with the Federal government, however, a significant portion of the increase derived from the rapid growth in intergovernmental payments from the State governments to local governments, primarily the LEAA block grant funds channeled through the State planning agencies. In ^{FY 1971} 1970-71, States distributed \$239 million to local governments compared to ^{FY 1973} \$552 million in 1972-73, a 130.5 percent increase reflected in the "other criminal justice" sector. This sector also showed a large increase in full-time equivalent employees (1,455 employees or 99.3 percent) as State planning agencies enlarged their staffs to handle the expanding program. Excluding intergovernmental expenditure, the State increase in direct expenditure was 23.2 percent,

in the Criminal Justice System, by Activity:

October 1971, October 1972, and October, 1973

	Police Protection	Judicial	Legal Services	Indigent Defense	Correction	Other Criminal Justice
October 1973	1287	1485	1411	1404	1214	1295
October 1972	1153	1284	1267	1136 ^{1/}	1185	1203
October 1971	1048	1179	1214	1318	1077	1152
Percent Change October 1971 to October 1973	22.8	26.0	16.2	6.5	12.7	12.4
^{1/} The Federal Public Defender Organizations program was begun in May 1971. Initial hiring, reflected in the October 1971 figure, concentrated on attorneys, hence the high average monthly salary. The October 1972 figure reflects the subsequent addition of less well paid clerical and support personnel, which lowered the average monthly salary.						

from \$2681 million in ^{FY 1971}1970-71 to \$3304 million in ^{FY 1973}1972-73.

At the State level, the greatest proportionate increases occurred in the indigent defense sector where States are assuming a greater share of the responsibility ^{for} in providing personnel and funds to defend the indigent. States increased their own direct expenditure for indigent defense by \$20.5 million (or 124.5 percent) from ^{FY 1971}1970-71 to ^{FY 1973}1972-73 and increased their intergovernmental assistance to local governments for indigent defense by \$4.0 million (or 519.5 percent). This sector also showed the greatest increase in full-time equivalent employment, 1,117 employees or 113.4 percent.

Whereas while indigent defense showed the greatest proportionate increase, the largest increase in absolute dollars expended was for police protection: an increase of \$259 million, or 29.6 percent from ^{FY 1971}1970-71 to ^{FY 1973}1972-73. Police protection also showed the greatest absolute increase in employment from October 1971 to October 1973: 12,259 employees or 17.7 percent.

The largest portion of State expenditure in all years, however, was for correction, which included the operation of the State prison system and, in many States, the operation of the probation and parole systems as well. In ^{FY 1973}1972-73, State direct expenditure for correction was \$1,534 million, or 46.4 percent of the State total for criminal justice activities; and State payments to local governments for correction ^{at} purposes amounted to another \$79 million.⁵

State expenditure for the other criminal justice sectors increased also, but at a less marked rate.

Comparing October 1971 to October 1973, the States' monthly payroll for criminal justice employees increased from \$165 million to \$219 million or 32.7 percent. The average monthly pay for a State criminal justice employee rose from \$800 a month to \$941 a month. In October 1973,

the highest paid State criminal justice employees were in the judicial sector, averaging \$1,271 a month, followed by legal services, indigent defense, police protection, "other criminal justice" and correctional ^(see Table E).

Local trends (tables 8 and 9 and 10-23)

In absolute dollars, the increase in local government direct expenditure from ^{FY 1971}1970-71 to ^{FY 1973}1972-73 (\$1,431 million) exceeded the increase for the Federal (\$418 million) and State governments (\$622 million) combined. However, the proportionate increase in local expenditure (21.6 percent) was lowest of the three levels ^{(see} Figure 7). Local governments, of course, reported significantly less in intergovernmental expenditures, only \$90 million in ^{FY 1973}1972-73 compared to \$566 million for the Federal government and \$552 million for the State governments ^{(see} Figure 8). A very large portion of Federal and State intergovernmental expenditures ^{was} grant funds, but local level intergovernmental expenditure more often represents ^{required} payments to the State, participation in a multi-government project (e.g., a regional jail) or payment for services rendered by another government (e.g., police services or boarding of prisoners).

Expenditure increases for individual sectors at the local level paralleled those at the State level; i.e., the sectors showing the greatest proportionate increases were "other criminal justice" (up \$43 million, or 218.2 percent) and indigent defense (up \$28 million, or 55.5 percent). The sector showing the greatest absolute dollar increase was police protection (up \$915 million, or 20.4 percent).

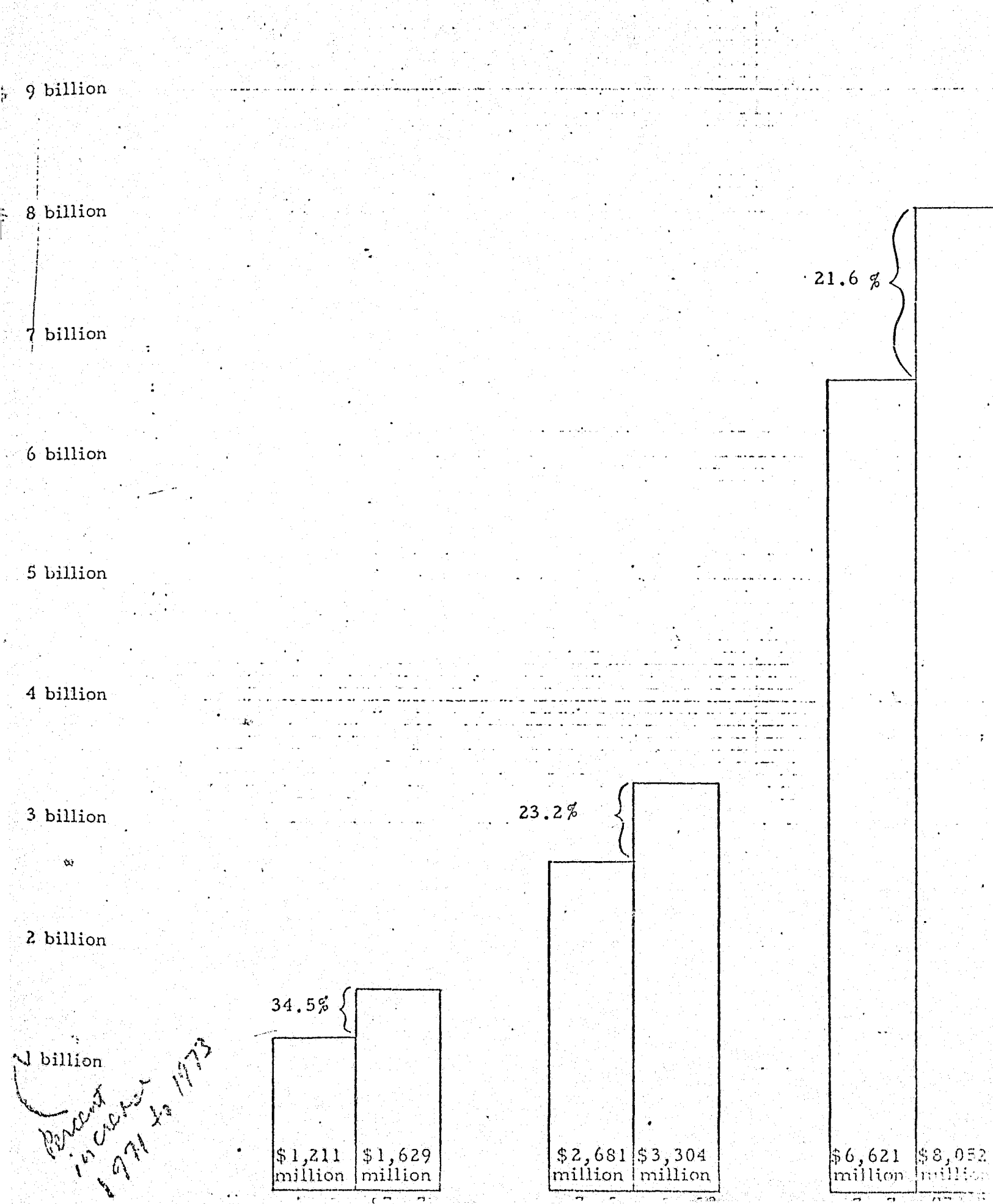
Local employment increased at a much slower rate than expenditure, only 8.2 percent from ^{FY 1971}1970-71 to ^{FY 1973}1972-73. As with expenditure, the greatest proportionate increases were in the "other criminal justice" sector (147.4 percent or 955 employees) and indigent defense (20.0 percent or 494 employees). The largest absolute increase in employees

in the Criminal Justice System, by Activity:

October 1971, October 1972, and October, 1973

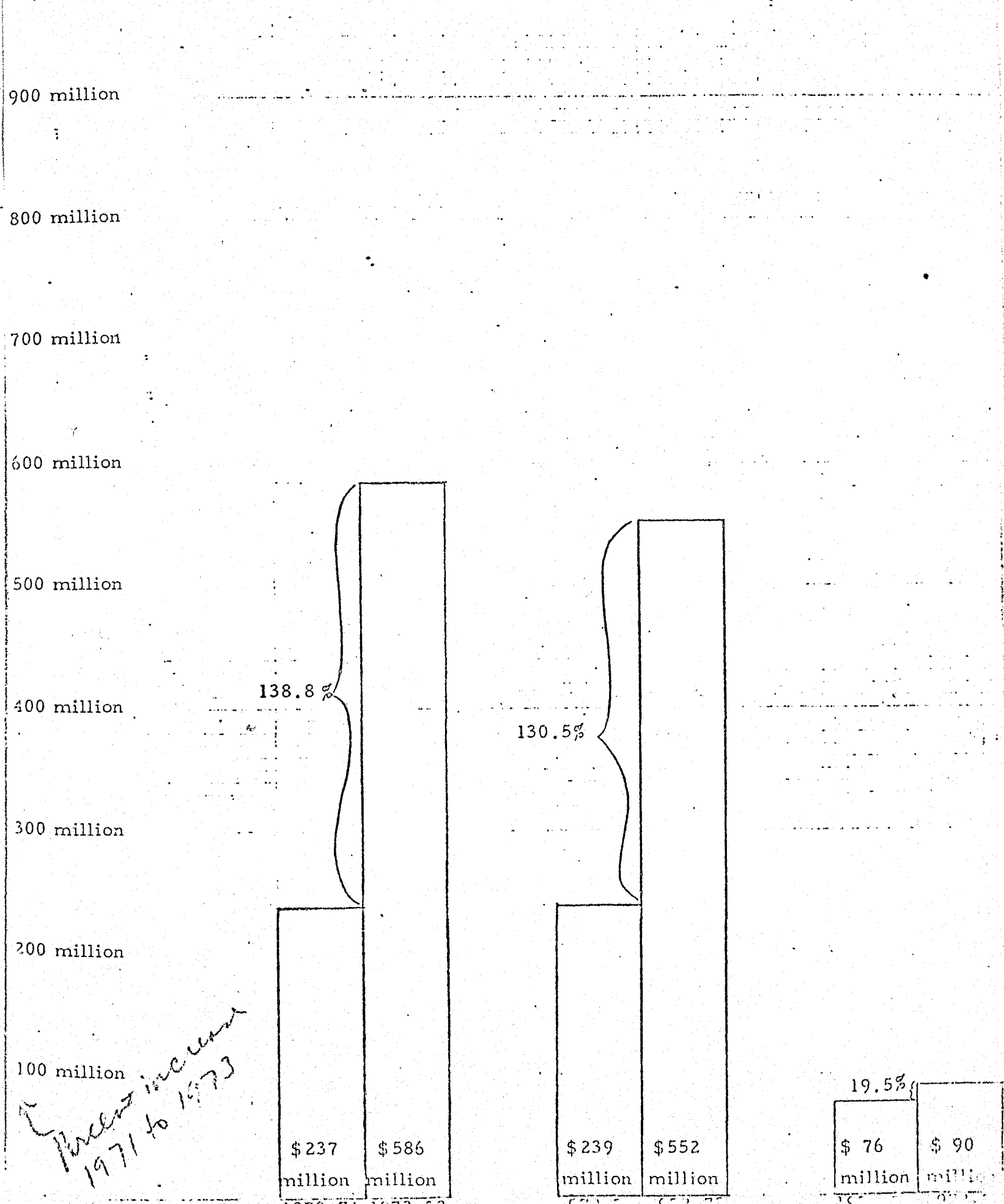
	Police Protection	Judicial	Legal Services	Indigent Defense	Correction	Other Criminal Justice
October 1973	945	1271	1110	1068	852	944
October 1972	870	1172	1047	1003	804	885
October 1971	761	1167	988	891	742	806
Percent Change October 1971 to October 1973	24.2	8.9	12.3	19.9	14.8	17.1

Figure 7 Percent Change in Total Criminal Justice System Direct Expenditure, by Level of Government: fiscal year 1970-71 to fiscal year 1972-73



Percent increase 1971 to 1973

Figure 8 Percent Change in Total Criminal Justice System Intergovernmental Expenditure by Level of Government: fiscal year 1970-71 to fiscal year 1972-73



Percent increase 1971 to 1973

occurred in the police protection sector; 26,821 more employees (6.7 percent) in October 1973 than in October 1971.

County direct expenditure increased for all criminal justice activities from ^{FY 1971} 1970-71 to ^{FY 1973} 1972-73. Proportionately, the greatest increase occurred in the "other criminal justice" sector, \$25.1 million, which is inflated by a one-time capital outlay of \$12.4 million in ^{FY 1973} 1972-73 for two multi-purpose county criminal justice buildings. Even excluding the capital outlay, however, the proportionate increase was still 812.1 percent, reflecting the growth of county criminal justice planning agencies and the increased grant funds received and expended by the counties. Indigent defense expenditure increased 49.3 percent (\$20.2 million) as counties expanded their staff for this function ^{and/or} increased payments for court-appointed counsel systems.

The greatest absolute dollar increase occurred in police protection, \$256 million more in ^{FY 1973} 1972-73 than in ^{FY 1971} 1970-71, up 35.0 percent. The increase in the correction sector was also substantial: \$193 million, or 34.3 percent.

County criminal justice employment over the ³ years followed expenditure trends: the greatest increases occurred in "other criminal justice" (310.7 percent, 376 employees) and indigent defense (24.9 percent, 563 employees). The police protection sector added the greatest number of full-time equivalent employees: 10,102 employees or 14.7 percent. County police employees also made the greatest gain in pay-- from an average of \$764 per month in October 1971 to \$876 per month in October 1973, a 14.7 percent increase. The highest paid employees in October 1973 were in the indigent defense sector, followed by legal services, police, "other criminal justice" ^(see Table F), correction, and judicial. The alignment was the same in October 1971 except that the "other criminal justice" sector ranked second that year.

Municipal criminal justice expenditure increased over the ³ years for all sectors except correction. In correction there was a decrease of

in the Criminal Justice System, by Activity:

October 1971, October 1972, and October, 1973

	Police Protection	Judicial	Legal Services	Indigent Defense	Correction	Other Criminal Justice
October 1973	876	763	975	1127	821	766
October 1972	809	721	910	1079	772	773
October 1971	764	672	869	1010	731	884
Percent Change October 1971 to October 1973	14.6	13.5	12.2	11.6	12.3	- 13.3 ^{1/}

^{1/} In October 1971, the "other criminal justice" county employees were relatively few in number (121 full-time equivalent) and concentrated in the largest and highest paying counties. By October 1973, the number of employees had quadrupled (497 full-time equivalent) and were generally more dispersed throughout the States, including many counties where the average salaries are lower.

\$15.1 million or 5.4 percent, reflecting an apparent trend toward closing city jails, and housing city prisoners in the county jail -- sometimes at no cost to the city, sometimes for a standard charge. There were also instances of merged city-county jail operations. As with the counties, the "other criminal justice" and indigent defense sectors showed the greatest proportionate increases in municipal expenditure: 98.8 percent (\$17.5 million) and 81.3 percent (\$8.0 million) respectively. Although the proportionate gains ^{were} are large, these two sectors comprised 1 percent or ^{in all 3 years.} less of total municipal criminal justice expenditures. The gains reflected expansion of programs in a limited number of large cities rather than national trends. As discussed earlier, the greatest share of municipal expenditure was for police protection, and this sector showed the greatest increase in terms of absolute dollars: \$660 million or 17.6 percent.

Municipal employment increased in all criminal justice sectors except indigent defense, where several cities dropped staff lawyers from the city payroll and adopted the court-appointed counsel system. As with counties, the largest increase in number of employees was in the police protection sector: 16,719 more employees in October 1973 than in October 1971, an increase of 5.0 percent. Also, municipal police employees made the greatest gain in average pay, climbing from \$841 a month in October 1971 to \$976 a month in October 1973. Municipal employees in the "other criminal justice" sector drew the highest average pay, followed by indigent ^(see Table G) defense, legal services, police protection, correction, and judicial. The pattern was the same in October 1971 except that the ranking of indigent defense and legal services was reversed.

in the Criminal Justice System, by Activity:

October 1971, October 1972, and October, 1973

	Police Protection	Judicial	Legal Services	Indigent Defense	Correction	Other Criminal Justice
October 1973	976	910	1031	1041	944	1210
October 1972	905	852	973	975	893	1029
October 1971	841	804	918	902	824	1082
Percent Change October 1971 to October 1973	16.0	13.2	12.3	15.4	14.6	11.8

Summary

Proportionately, at all levels of government, the fastest growing criminal justice sectors from ~~1970-71~~ ^{FY 1971} to ~~1972-73~~ ^{FY 1973} were "other criminal justice" and indigent defense, reflecting the increase in anti-crime grant funds authorized by Congress and distributed by LEAA and the growing efforts of government to provide counsel for the indigent. However, both sectors began with relatively small dollar expenditures in ~~1970-71~~ ^{FY 1971} and even with increases of several hundred percent over the ~~three~~ ³ years, the dollar amounts in ~~1972-73~~ ^{FY 1973} were still small in comparison to other sectors and constituted less than 3 percent of total criminal justice expenditure. The dominant sectors, those areas in which government expended the greatest number of dollars and required the greatest number of employees, remained ~~first~~, police protection, ^{first} and ~~second~~, correction, ^{second}.

SURVEY METHODOLOGY - SOURCES AND
LIMITATIONS OF THE DATA

Survey Coverage

The annual survey through which basic figures for this report were collected covers the Federal government, all State governments and a representative sample of local governments within each State. Data were collected for all county governments (regardless of size), for all municipalities (including townships in the New England and Middle Atlantic States) having a 1970 population of 10,000 or more, and for a sample of the remaining cities and townships ^{of less than} ~~under~~ 10,000 population, selected according to the relative size of their annual expenditures as reported in the 1967 Census of Governments. The survey panel is therefore comprised of the Federal government, the 50 State governments, and 9,036 local governments (the 3,044 county governments, and 5,992 municipalities, including 1,706 townships).

Data Collection

The annual survey is accomplished using two methods of data collection: field compilation and mail canvass. Trained field representatives compiled expenditure and employment data for the 50 States, 312 largest counties, 384 largest cities, and selected smaller units from the governments' own records in accordance with the definitions presented in ^A appendix 1. All other units in the sample were canvassed by mail for expenditure and employment data. Response for field-compiled units in all years was 100 percent. The response from mail canvass units was 80.0 percent for ~~the 1970-71~~ ^{FY 1971} survey year, 88.5 percent for ~~1971-72~~ ^{FY 1972}, and 91.5 percent for ~~1972-73~~ ^{FY 1973}.

The field survey efforts and mail canvass were supplemented by reference to a variety of published government documents such as budgets, financial statements, and audit reports. In some cases, such sources were the basis for breakdowns of totals into more detailed employment and expenditure figures.

The expenditure and employment data for the Federal Government were collected through a special mail survey, with telephone followup of Federal criminal justice agencies, in accordance with definitions used for State and local governments (see ^A appendix 1).

Data Limitations

The sample selected to develop local government figures is one of all possible samples of the same size that could have been chosen using the same sampling design. Estimates derived from these different samples would differ from each other, and also from a complete census using the same data collection procedures. This variation among all possible estimates is sampling error.

~~Because~~
 Since all State and county governments are included in the survey, State and county figures are not subject to sampling error. The local government sample was designed to produce an estimate for each State of the ratio of State-to-local government criminal justice expenditure with a sampling error of less than one-half of ¹one percent at the 95 percent confidence level.

The relative sampling error of the State-by-State estimates of local government criminal justice expenditure has also been calculated at the 95 percent confidence level. All States had a relative error of less than ¹one percent except Wyoming (with 2.5 percent). The implication of this calculation is that there is a 19 out of 20 probability that the estimated State-by-State criminal justice total for the local level of government (except in Wyoming) is within one percent of the total that would result from a complete enumeration of local governments.

The estimated data are also subject to the inaccuracies in classification, response, and processing that would occur if a complete census had been conducted under the same conditions as the sample. Every effort was made to keep such errors to a minimum through care in examining, editing, and tabulating the data submitted by government officials. Followup procedures were used extensively to clarify inadequate and inconsistent survey returns.

Readers should be generally cautious in comparing governments, since differences in functional responsibilities from State to State and government to government can affect the comparability of expenditure and employment data. For example, some State governments directly administer certain activities that elsewhere are undertaken by local governments, with or without fiscal aid, and the same variation in the division of responsibilities exists for counties and cities. ~~Sampling error and response error are~~

~~in the following section.~~

Use
used
first

The available source documents did not consistently provide full itemization of expenditure or employment for the sector subcategories presented in this report. As a result, sector breakdowns may be incomplete.

Because of rounding, the detail data in some tables may not add precisely to the totals shown.

The survey period

The Federal and State expenditure data presented in this report cover the fiscal years ending June 30, 1971, 1972, and 1973 respectively, except for three States whose fiscal years end as follows: New York, March 31, Texas, August 31, and Alabama, September 30. However, there are some State agencies that operate on a different fiscal year basis from the rest of the State government. In such instances, figures shown are for the agency's fiscal year that ended within the State's regular fiscal year.

For local governments, the fiscal years reported are those which closed between July 1, 1970, and June 30, 1971; July 1, 1971, and June 30, 1972; and July 1, 1972, and June 30, 1973. Most municipalities or counties end their fiscal years either on December 31 or June 30.

Employment data shown for Federal, State, and local governments are for October 1971, 1972, and 1973 respectively.

ACKNOWLEDGEMENT

~~The Bureau of the Census is indebted to the many Federal, State, and local government officials who provided the information and gave other assistance for the preparation of this report.~~

Changes in Classification

In the FY 1971 report, police protection expenditures included amounts expended for traffic safety and related traffic engineering. Beginning with the FY 1972 report, these expenditures were excluded from the police protection figures. Also, data for special police forces administered by general purpose governments (such as airport police, park police, housing police, etc.) were included in the police protection figures if the force employed 10 or more full-time sworn officers with general arrest powers. Beginning with the FY 1972 report, data for these forces were included regardless of size.

In the FY 1971 report, correction expenditure figures covered a number of drug and alcohol abuse facilities and programs administered by assorted agencies, departments, and private organizations receiving public funding. Beginning with the FY 1972 report, these institutions and programs were included only if administered by a correction agency of the criminal justice system.

In many States, statutes either require or permit local governments to supplement the salary of State-paid judges of major trial courts. In the FY 1971 report, an attempt was made to count these judges and their total payroll only at the State level. However, this effort was not uniformly successful. Therefore, beginning with the FY 1972 report, judges actually receiving a check from both the State and local governments were counted as part-time employees at both levels.

ACKNOWLEDGMENT

The Bureau of the Census is indebted to the many Federal, State, and local government officials who provided the information and gave other assistance for the preparation of this report.

These questionnaires are exhibited in Appendix 2 of the Annual Report.

Expenditure and Employment Data for the Criminal Justice System,

1972-73

APPENDIX 1: DEFINITION OF TERMS

Following is a glossary of terms, concepts, and categories used in this report and comments concerning their limitations.

The definitions are those applied in the field compilation of data for the 50 States, 312 largest counties, and 384 largest cities. These definitions were necessarily summarized for inclusion in the survey questionnaires sent to governments on the mail panel.

Government Expenditure

Expenditure comprises all amounts of money paid out (net of any correcting transactions) other than for retirement of debt, investment in securities, extensions of loans, or agency transactions. It includes only external cash payments and excludes any intragovernmental transfers and noncash transactions, such as the provision of meals or housing of employees. It also includes any payments financed from borrowing, fund balances, intergovernmental revenue, and other current revenue. In several instances, two or more governments share the expense of maintaining a court or other criminal justice agency. In these cases, the allocable direct expenditure amount is reported for each government in the appropriate category. When a government pays pensions directly to retired employees from appropriated funds, such payments are included as expenditure of the government concerned. However, State and local government contributions to retirement systems and various other employee benefits are not included in expenditure data, since the majority of governments make lump-sum contributions to plans covering all government employees and cannot report for criminal justice employees separately. Neither in government's basic accounting records (from which criminal justice expenditure figures are drawn) nor in the records of their general-coverage employee benefit systems is there usually any breakdown of amounts contributed in terms of the various agencies or functions involved. Nor has an adequate procedure for calculating the proportion of such contributions allocable to criminal justice employees been developed due to the wide variation in the coverage of various plans, employee status requirements, benefit rates, etc.

For those governments whose records reflect contributions for criminal justice employees separately, separate data were obtained. However, these data are subject to the same variation referred to above, and neither the amount nor the quality of the data reported would permit any attempt to estimate total contributions for all similar governments in a given State. Given the problems involved, no estimation procedure seems feasible. Such data as were reported separately were therefore excluded from total criminal justice expenditures to provide a consistent data base for administering the variable pass-through requirement.

Expenditure is divided into two major categories by character:

1. Direct expenditure comprises all expenditure except that classed as intergovernmental and is further divided into two principal object categories:

a. Current operation, which includes salaries, wages, fees, and commissions, purchase of supplies, materials, and contractual services.

b. Capital outlay, which includes expenditure for the three subcategories below:

Construction: Production of fixed works and structures, and additions, replacements and major alterations thereto undertaken either on a contract basis by private contractors or through force account construction by the employees of the government. Included are the planning and designing of specific projects, the grading, landscaping, and other site improvement, and the provision of equipment and facilities that are integral parts of the structure.

Equipment: Purchase and installation of apparatus, furnishings, office equipment, motor vehicles and the like having an expected life of more than 5 years. This includes both additional equipment and replacements. Rentals for equipment,

because of

Appendix 1 - Continued

including rental payments that may be credited on the purchase price if purchase options are exercised, are classified as current operation expenditure. Equipment and facilities that are integral parts of constructed or purchased structures are classified respectively under construction or purchase of land and existing structures.

Purchase of land and existing structures:

Purchase of these assets as such, purchase of rights-of-way, and title search and similar activities associated with purchase transactions.

The other object categories--interest on general debt, assistance and subsidies, and insurance benefits--are not applied to specific functions.

2. Intergovernmental expenditure ^{includes} comprises 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).

Total expenditure is comprised of direct and intergovernmental expenditure of a government or level of government for criminal justice activities.

Government employment

Employees includes all persons paid for personal services performed, including all paid officials and persons in paid leave status, and excludes unpaid officials, persons on unpaid leave, pensioners and contractors. Under this definition are two classes:

1. Full-time employees, which ^{includes} comprises all persons employed during the pay period including October 15th of the relevant year (1971, 1972, or 1973) on a full-time basis, including all full-time temporary or seasonal workers employed during this pay period as well as persons having permanent status.

2. Part-time employees, which includes persons employed during the pay period including October 15th of the relevant year (1971, 1972, or 1973) on a basis other than full-time, and persons paid by more than one government.

Derived from these two classes is:

Full-time equivalent employees, which is the total number of employees, discounted by applying average full-time earning rates. This is calculated by dividing the total payroll (full-time plus part-time) by the full-time payroll and multiplying this 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 of the relevant year (1971, 1972, or 1973).

Appendix 1 - Continued

Governmental functions

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, a sheriff's department, or a special police force maintained by an agency whose prime responsibility is outside the criminal justice system, but which has a police force to perform these activities in its specialized area (geographic or functional).

Included in this activity are regular police services, the maintenance of buildings used for police purposes, and such specialized police forces (including public and private contract forces) as airport police, free and toll highway police, free and toll bridge and tunnel police, housing police, maritime police, park police, transit and other utility system police, college and university campus police, and alcoholic beverage control agents. Coroners and medical examiners are also included. Excluded are vehicular inspection and licensing, traffic safety and engineering, fish and game wardens, fire marshals, and the like.

The special police forces included in the data are only those which are part of general purpose governments. Security forces and building guards without the power to make a police arrest were excluded. Those special police forces which are part of independent school districts or special districts are not included in the data, inasmuch as these districts are not general purpose governments.

At the county government level, both county police agencies and sheriffs' departments, where such departments exist, are included in the police protection sector, unless research has indicated that sheriffs have no substantial responsibility for police activities. The lack of needed information has prevented the consistent proportion of expenditure or employment of sheriffs' departments where these departments are multifunctional.

Short-term custody and detention have traditionally been considered part of the "police protection" function. This concept was modified on the basis of information obtained from the 1970 National Jail Census. Data for institutions with authority to hold prisoners 48 hours or more are included in the "corrections" sector. Data for lockups or "tanks" holding prisoners less than 48 hours are included in the "police protection" sector.

Judicial activities encompass all courts and activities associated with courts such as law libraries, grand juries, petit juries, and the like. Included are the following:

1. Appellate courts include courts of last resort and intermediate appellate courts. These are courts having jurisdiction of appeal and review, with original jurisdiction conferred only in special cases. The court of last resort is the court of final appeal within the judicial structure of each State. Intermediate appellate courts are those which are limited in their appellate jurisdiction by State law or at the discretion of the court of last resort.

4.
Appendix 1 - Continued

2. Major trial courts are trial courts of general jurisdiction having unlimited original jurisdiction in civil and/or criminal cases, the names of which vary considerably. In many States, statutes either require or permit local governments to supplement the salary of State-paid judges of major trial courts. These judges were counted as part-time employees at both the State and local levels when actually receiving a check from both governments.

3. Courts of limited jurisdiction are courts whose legal jurisdiction covers only a particular class of cases, or cases in which the amount in controversy is below a prescribed sum or which is subject to specific exceptions. Probate courts are also called Orphans Courts, Surrogate's Courts or Courts of Ordinary. The subject jurisdiction varies from place to place, but generally includes estate settlement; probate and contest of wills; adoption; commitment of the insane; administration of the affairs of orphans, mental defectives and incompetents; guardianship of minors, apprenticeship; receivership; change of name proceedings; and the administration of trusts. Juvenile courts are those which deal primarily with delinquent and neglected children regardless of the name of the court. In various places such courts are Juvenile Courts, Family Courts, Juvenile and Domestic Relations Courts, Domestic Relations Courts, or other similar names. The jurisdiction of these courts can include crimes committed by persons under legal age; juvenile status offenses; offenses against children; probation of minor delinquents; adoption, custody, or disposition of minor and mentally incompetent children; child neglect or abandonment; child and wife support; and paternity. Other courts of limited jurisdiction include justices of the peace, district magistrates, justice courts, county courts of limited jurisdiction, municipal courts, city courts, etc. Also included are specialized courts such as Tax Courts, Court of Claims and courts having jurisdiction over more than one type of case (e.g., a court which handles both juvenile and probate cases).

Judicial data also included judicial activities which are not directly related to one type of court, such as judicial councils and conferences, court administration offices (where identifiable), law libraries, jury commissions, and grand juries.

Legal services and prosecution includes 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. It includes providing legal advice to the chief executives and subordinate departmental officers, representation of the government in lawsuits, and the prosecution of accused violators of criminal law. These activities are included whether performed by one office or several, since in some jurisdictions a single officer provides all legal services, while in others a prosecutor's office handles only criminal matters and a separate attorney's office performs all civil legal services. The operations of various investigative agencies having full arrest powers and attached to offices of attorneys general, district attorneys, or their variously named equivalents are also included.

5.
Appendix 1 - Continued

Indigent defense includes activities associated with the right of persons to have legal counsel and representation, office of the public defender, and other government programs which pay the fees of court-appointed counsel. These include court-paid fees to individually retained counsel, fees paid by the court to court-appointed counsel, government contributions to private legal aid societies and bar association sponsored programs, and the activities of an established public defender office or program. Employment data are included only for public defender offices, since fee-paid counselors are not considered government employees, nor are counselors working for bar associations or legal aid societies.

Correction is that function of government involving the confinement and rehabilitation of adults and juveniles convicted of offenses against the law, and the confinement of persons suspected of a crime and awaiting adjudication. Data for institutions with authority to hold prisoners 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."

Correction includes the operation of 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 and juveniles, and for the incarceration of those accused of a crime and awaiting adjudication. When an institution maintains a prison industry or agricultural program, data on the cost of production or the value of prison labor used by agencies of the same government, if identifiable, are excluded (and classed as expenditure for the function using the products or services). Expenditure for the manufacture, production, sale and distribution of goods produced for sale or use outside the government are included under this heading.

It also includes institutions, facilities and programs exclusively for the confinement of the criminally insane or for the examination, evaluation, classification, and assignment of inmates; and institutions and programs for the confinement, treatment, and rehabilitation of drug addicts and alcoholics if the institution or program is administered by a correction agency of the criminal justice system. Pardon boards, parole and probation agencies, including resettlement or halfway houses for those not in need of institutionalization, are included in the correction sector. Although probation agencies frequently function under the administration of the major trial court, the data are presented here after having been deducted from the judicial data, because of the correctional nature of the probation function.

The administration of the correctional system, including data on the central administrative office (for example, the department of corrections or a youth authority) and available data on the administration of individual correctional institutions are also included.

Other criminal justice activities, includes expenditure or employment data not elsewhere classified, or which cuts across more than one category, or unallocable to separate categories; e.g., expenditure on a general curriculum in educational institutions, the operation of State criminal justice agencies, crime commissions, etc.

END