



Bureau of Justice Statistics Bulletin

Justice Expenditure and Employment, 1990

By Sue A. Lindgren
BJS Statistician

Federal, State, and local governments in the United States spent \$74 billion in fiscal year 1990 for civil and criminal justice, an increase of 22% since 1988, the last year comparable data were collected. Justice spending increased more than total government spending for all activities, which grew by 15.5% to \$2.2 trillion in 1990.

Federal spending for justice activities increased twice as fast during this period (29%) as all Federal spending (14%), while State and local spending for justice activities increased slightly faster (21%) than all State and local spending (18%).

Other findings include —

- Three cents (or 3.3%) of every government dollar spent throughout the Nation in 1990 was for justice activities: 1.4% for police protection, 1.1% for corrections, and 0.7% for judicial and legal services. The Federal Government spent less than 1 cent of every dollar for justice; State governments, 6 cents; and local governments, almost 7 cents.

- Compared to justice expenditures, Federal, State, and local governments spent six times as much on social insurance payments, almost five times as much on national defense and international relations, four times as much on education and libraries, more than three times as

This Bulletin presents the results of BJS's survey of 1990 Federal, State, and local justice expenditure and employment. These periodic expenditure and employment surveys produce information vital to policymakers, practitioners, and members of the general public for gauging government criminal justice efforts.

The 1990 survey shows that a trend, first detected in 1985, is continuing; namely, that governments are responding to citizens' concerns about crime. From 1985 to 1990, spending for criminal justice increased almost twice as fast as all government spending. In the previous period, 1979 to 1985, justice spending lagged behind other types of spending.

much on interest on debt, twice as much on housing and the environment, and almost twice as much on public welfare.

- Reflecting the fact that criminal and civil justice is primarily a State and local responsibility, State and local governments combined spent 87% of all justice dollars; the Federal government spent 13%.

- Federal, State, and local governments combined spent \$299 per capita on criminal and civil justice in 1990. State and local governments spent \$261 per capita.

September 1992

Overall, the proportion of total government spending used for justice activities, 3.3%, was up slightly from the 2.9% registered in 1985. Of every government dollar spent in the Nation, 1.4 cents were for police protection; 1.1 cents, for correctional programs such as jails, prisons, probation, and parole; and 0.7 cent, for judicial and legal services.

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

Steven D. Dillingham, Ph.D., LL.M.
Director

- Expenditure for justice activities increased 61% in constant dollars per capita, from 1971 — when data first became available — to 1990. Spending for public defense increased the most, 259%, compared to 154% for corrections, 152% for legal services and prosecution, 58% for courts, and 16% for police.

- Federal Government spending on justice increased 128% in constant dollars per capita from 1971 to 1990, more than twice as fast as the 54.5% increase among State and local governments.

- All levels of government spent a greater proportion of their corrections dollars on institutions versus probation, parole, and pardon.

- Since 1979, State government expenditure for building prisons increased 612% in actual dollars — almost twice as fast as spending to operate correctional institutions, which rose 328%.

- State governments spent 3.9% of their total dollars for corrections — including building and operating institutions and running probation and parole programs.

- State and local per capita spending on all criminal justice activities was highest in the Northeast (\$335) and West (\$322) and lowest in the South (\$220) and Midwest (\$202).

- Per capita spending on all criminal justice activities ranged from less than \$100 in West Virginia to more than \$400 in two States: New York and Alaska.

- In October 1990, the Nation's civil and criminal justice system employed 1.7 million persons, with a total October payroll of almost \$4.3 billion.

The justice share of all spending

Nationally, 3.3% of all government spending in 1990 was for criminal and civil justice activities, up from 2.9% in 1985. In 1990 —

- 1.4% of all spending was for police protection
- 1.1% for corrections
- 0.7% for judicial and legal services, such as courts (0.4%), prosecution and legal services (0.2%), and public defense (0.1%).

Overall the Nation spent six times as much on social insurance payments as on justice activities, almost five times more for national defense and international relations, and three times as much on interest on debt (table 1).

The Federal Government had the lowest percent of its expenditure for justice (0.7%), which was dwarfed by Federal social insurance payments such as Social Security and Medicare (31.4%) and national defense and international spending (27.6%). State and local governments had higher percents going for justice activities, 6.4% and 6.9%, respectively, reflecting the fact that criminal justice is primarily a State and local responsibility. Major competitors for State and local justice dollars are State welfare spending (21%) and State and local educational expenditures (19% and 38%).

County governments devoted the highest percent of spending for justice, 13.9%; municipalities spent 11.4%. Overall, local governments, which include independent school districts and special districts as well as counties and municipalities, spent 6.9% of their total budget on justice activities. General purpose local governments, which exclude the special districts and school districts, spent 11.7% of their budgets for justice activities.

Table 1. Percent of direct government spending for selected government functions, by level of government, fiscal 1990

Activity	All	Level of government		
		Federal	State	Local ^{II}
Social insurance payments	20.5%	31.4%	13.7%	1.5%
National defense and international relations	15.5	27.6
Education and libraries	14.0	1.4	19.1	37.6
Interest on debt	10.7	15.1	5.4	4.9
Housing and the environment	7.1	7.0	3.8	9.6
Public welfare	6.3	2.7	21.0	4.2
Hospitals and health	4.2	1.4	8.9	6.8
Transportation	3.5	.6	9.5	5.7
Justice ^I	3.3	.7	6.4	6.9
Police protection	1.4	.3	1.2	4.0
Judicial and legal	.7	.3	1.3	1.4
Corrections	1.1	.1	3.9	1.4
Space research and technology	.5	1.0

....Not applicable.

^IIncludes — in addition to counties, townships, and municipalities — independent school districts and special districts such as those for water treatment. See *Methodology and limitations*.

^{II}The total includes a residual "other" category not displayed separately. The "judicial and legal services," category includes the "courts only," "prosecution and legal services," and "public defense" categories shown separately elsewhere in this report.

Source: Data for nonjustice functions are from the U.S. Bureau of the Census, *Governmental Finances: 1989-90 GF/90-5*, table 10, USGPO: Washington, D.C.

Spending by level of government

Local governments spent over half of the Nation's civil and criminal direct justice expenditure, or \$39.5 billion, followed by State governments with \$25.4 billion and the Federal Government with \$9.3 billion (tables 2 and 3).

Two fifths — \$31.8 billion — of the Nation's total justice expenditure was for police

protection, and a third, \$25 billion, was for corrections, including jails, prisons, probation, and parole. The combined activities of courts, prosecution and legal services, and public defense accounted for \$16.5 billion, or 22% of the total.

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

- Police protection is primarily a local responsibility; accordingly, local governments spent 73% of the total police protection expenditure in the country in 1990.

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

Table 2. Justice system expenditure, by level of government, fiscal 1990

Expenditure type by level of government	Expenditure in thousands of dollars							
	Total	Police protection	Judicial and legal services				Corrections	Other justice activities
			Total	Courts only	Prosecution and legal services	Public defense		
All expenditure	\$74,249,120	\$31,804,913	\$16,549,151	\$9,306,975	\$5,500,139	\$1,742,037	\$24,960,606	\$934,450
Federal	10,058,735	4,020,474	3,477,040	1,553,171	1,518,098	405,771	1,596,765	964,456
Direct	9,330,923	4,020,474	3,477,030	1,553,161	1,518,098	405,771	1,456,405	377,014
Intergovernmental	727,812	0	10	10	0	0	140,360	587,442
All State and local	\$64,918,198	\$27,784,438	\$13,072,121	\$7,753,814	\$3,982,041	\$1,336,266	\$23,504,200	\$557,436
State	28,004,591	5,197,067	5,532,918	3,478,174	1,451,070	603,674	16,692,827	581,779
Direct	25,413,826	4,714,460	5,009,884	3,165,321	1,296,078	548,485	15,364,609	324,872
Intergovernmental	2,590,766	482,607	523,034	312,853	154,992	55,189	1,328,218	256,907
Total local	39,666,809	23,080,597	8,109,302	4,634,528	2,686,337	788,437	8,244,131	232,779
Direct	39,504,372	23,069,979	8,062,237	4,588,493	2,685,963	787,781	8,139,592	232,564
Intergovernmental	162,437	10,618	47,065	46,035	374	656	104,539	215
County	17,598,878	5,497,619	5,925,165	3,709,371	1,610,086	605,708	5,990,381	185,713
Direct	17,454,242	5,478,220	5,890,116	3,677,208	1,609,341	603,567	5,901,893	184,013
Intergovernmental	144,636	19,399	35,049	32,163	745	2,141	88,488	1,700
Municipal	22,550,436	17,947,913	2,215,116	947,430	1,078,324	189,362	2,338,221	49,186
Direct	22,050,134	17,591,760	2,172,122	911,286	1,076,622	184,214	2,237,700	48,552
Intergovernmental	500,302	356,153	42,994	36,144	1,702	5,148	100,521	634

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

Table 3. Distribution of justice system direct expenditure, by activity and level of government, fiscal 1990

Level of government	Judicial and legal services							
	Total	Police protection	Total	Courts only	Prosecution and legal services	Public defense	Corrections	Other justice activities
Percent by level of government								
All governments	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Federal	12.6	12.6	21.0	16.7	27.6	23.3	5.8	40.3
State	34.2	14.8	30.3	34.0	23.6	31.5	61.6	34.8
Total local	53.2	72.5	48.7	49.3	48.8	45.2	32.6	24.9
County	23.5	17.2	35.6	39.5	29.3	34.6	23.6	19.7
Municipal	29.7	55.3	13.1	9.8	19.6	10.6	9.0	5.2
Percent by activity								
All governments	100%	42.8%	22.3%	12.5%	7.4%	2.3%	33.6%	1.3%
Federal	100	43.1	37.3	16.6	16.3	4.3	15.6	4.0
State	100	18.6	19.7	12.5	5.1	2.2	60.5	1.3
Total local	100	58.4	20.4	11.6	6.8	2.0	20.6	.6
County	100	31.4	33.7	21.1	9.2	3.5	33.8	1.1
Municipal	100	79.8	9.9	4.1	4.9	.8	10.1	.2

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

- Overall, local police spending represented almost a third of the Nation's total direct justice expenditure, and State corrections accounted for the second largest portion, a fifth.

- The bulk of court cases heard in the U.S. are in State and county courts. Combined, those governments accounted for almost three quarters of total direct expenditure for courts, with the Federal government spending 17% of the total and municipal governments, 10%.

- Prosecution of court cases occurs most often at the local level of government, which accounted for 49% of the total prosecution and legal services expenditure. State governments accounted for 24%.

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

Combined, State and local governments spent 87% of the Nation's justice monies. Local governments alone spent 53%. The Federal Government accounted for almost 13% of direct justice spending.

Per capita spending

The Federal, State, and local governments combined spent \$299 per capita on civil and criminal justice activities in 1990, up from \$248 in 1988. Of this, \$128 per capita was for police protection, \$100 was for corrections, and \$67 was for judicial and legal services, such as courts (\$37), prosecution and legal services (\$22), and public defense (\$7). Spending was \$4 per capita for other justice activities that were not elsewhere classified, such as State criminal justice coordinating councils.

The \$299 per capita for justice activities compares to a total of \$8,921 per capita for all governmental functions. The per capita figures for various categories of governmental expenditure are as follows:

Social insurance payments	\$1,826
National defense and international relations	1,383
Education and libraries	1,247
Interest on debt	956
Housing and the environment	634
Public welfare	566
Hospitals and health	372
Transportation	316
Justice	299
Space research and technology	49

Trends

Expenditure for justice activities by all governments increased by 24% in the past 5 years in constant 1990 dollars per capita (table 4). The Federal Government had a larger increase in spending from 1985 to 1990 (33%) than State and local governments (23%). The Federal Government increased its justice spending more than twice as much as State and local govern-

ments over the history of the expenditure series — by 128% versus 54.5% in constant dollars from 1971 to 1990.

For all governments combined, corrections expenditure increased at a greater rate, 99%, than other justice activities from 1979 to 1990 in constant dollars (figure 1). For State and local governments, the increase was 98.5%, for the Federal Government, 114%. Corrections increases were also

Table 4. Percent change in direct expenditure (actual and constant 1990 dollars per capita) for justice activities, by activity and level of government, 1971-90

Level of government	Total	Police protection	Judicial and legal services				Corrections
			Total	Courts only	Prosecution and legal services	Public defense	
Percent change in constant 1990 dollars per capita							
1971-90							
All governments	61.0%	16.0%	93.3%	58.0%	151.9%	259.2%	153.6%
Federal	127.9	48.8	261.5	243.4	409.4	91.8	290.2
State and local	54.5	12.4	72.0	42.5	111.2	388.8	148.2
1979-90							
All governments	34.8%	6.0%	40.7%	30.8%	55.0%	58.4%	99.4%
Federal	45.1	2.5	11.2	122.2	199.4	-7.8	113.9
State and local	33.4	6.5	29.2	20.9	30.9	102.7	98.5
1985-90							
All governments	23.9%	8.1%	26.7%	22.8%	29.8%	39.6%	48.1%
Federal	32.9	16.8	41.6	47.9	52.3	.9	66.7
State and local	22.7	7.0	23.2	18.7	22.9	59.3	47.0
Percent change in actual direct expenditure							
1971-90							
All governments	606.0%	415.9%	736.6%	585.2%	1,019.4%	1,255.2%	989.5%
Federal	668.1	400.3	1,124.9	1058.9	1,610.6	564.2	1,214.4
State and local total	597.9	418.2	671.5	533.3	889.1	1,881.1	978.0
State	847.8	439.7	1,043.8	909.0	1,102.3	3,226.0	1,061.3
Total local	496.7	414.1	541.8	403.9	811.2	1,445.9	849.6
County	710.9	650.4	587.4	470.4	840.5	1,369.4	947.0
Municipal	393.5	368.1	443.8	242.7	770.6	1,763.4	662.5
1979-90							
All governments	185.3%	128.5%	194.0%	175.3%	233.3%	191.7%	313.3%
Federal	176.2	95.9	297.0	320.3	470.4	68.9	311.5
State and local total	186.6	134.2	175.1	157.5	187.7	274.3	313.4
State	-243.8	137.1	186.6	163.9	201.0	364.8	335.1
Total local	158.9	133.6	168.3	153.2	181.7	229.6	277.8
County	188.7	169.6	167.6	157.3	179.0	208.9	257.0
Municipal	139.4	124.3	170.4	137.9	185.9	322.4	346.6
1985-90							
All governments	62.8%	44.5%	64.3%	61.0%	70.0%	65.2%	91.5%
Federal	64.2	45.3	73.9	82.3	88.9	18.2	106.1
State and local total	62.6	44.4	62.0	57.3	63.7	87.9	90.7
State	73.3	46.1	57.9	49.2	68.0	97.0	90.1
Total local	56.4	44.0	64.6	63.5	61.8	82.0	91.7
County	66.8	48.9	67.0	69.3	60.3	72.6	84.6
Municipal	49.0	42.6	58.2	43.8	64.1	121.6	113.3

the highest during the period 1985-90, 48% for all governments; during this period the number of adults under some form of correctional custody or supervision increased by 44%.

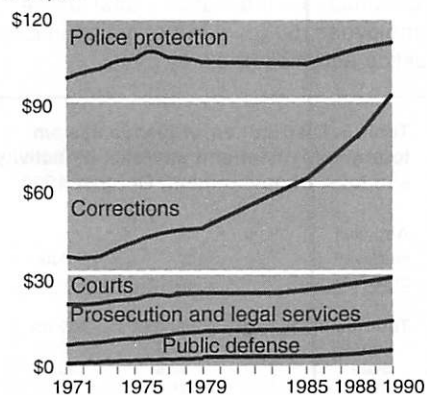
Over the period 1971-90, the corrections spending increase in constant dollars per capita was second only to public defense, which grew rapidly during the 1970's in response to court rulings. The overall 154% increase in corrections expenditure from 1971-90 compares to increases that were —

- 259% for public defense
- 152% for legal services and prosecution
- 58% for courts
- 16% for police protection.

Spending on justice

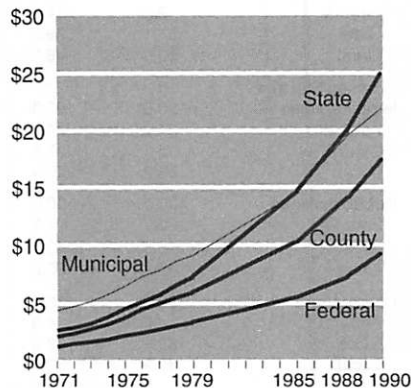
Per capita spending,
by activity for all governments

1990 dollars
per capita



Total spending,
by level of government

Billions
of dollars



Data were collected each year from 1971 to 1979 and in 1985, 1988, and 1990. Data for 1980-84, 1986-87, and 1989 are imputed.

When examined by type of justice activity and by level of government, from 1971 to 1990 the largest increases in constant dollars per capita were —

- 409% for Federal prosecution and legal services
- 389% for State and local public defense
- 290% for Federal corrections
- 243% for Federal courts
- 148% for State and local corrections
- 111% for State and local prosecution and legal services.

At each level of government, increases for police protection between 1971 and 1990 in constant dollars per capita were among the lowest of the various justice activities. The smallest changes were —

- 49% for Federal police
- 43% for State and local courts
- 12% for State and local police.

The combined expenditure of State and local governments masks some important differences between State, county, and municipal spending.

From 1971-90, State governments had the greatest increase in all justice direct spending, 848% in actual dollars, followed by county governments with 711%, the Federal Government with 668%, and municipalities with 394%.* Throughout the period 1971-79, municipal governments accounted for the largest share of justice spending, but by 1985 State government expenditures matched those of municipalities and exceeded them in 1988 and 1990. By 1990, States accounted for 34%

*State, county, and municipal expenditures were not converted separately to 1990 constant per capita dollars because population data are available for counties and municipalities only at 5-year intervals and for other methodological reasons.

Table 5. Percent of State government total direct corrections expenditure for prison operations, all capital outlay, and prison construction, 1971-90

	Total direct	Prison operations	Capital outlay	
			All	Prison construction only
1971	100.0	70.6	10.8	...
1972	100.0	75.1	7.8	...
1973	100.0	74.3	6.4	...
1974	100.0	72.7	6.9	...
1975	100.0	70.7	8.1	...
1976	100.0	69.9	8.0	...
1977	100.0	68.5	10.0	7.7
1978	100.0	70.5	10.1	7.8
1979	100.0	70.8	10.1	8.1
1985	100.0	70.9	13.4	11.3
1988	100.0	69.9	15.1	12.9
1990	100.0	69.6	15.1	13.2

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

Table 6. Percent of total direct corrections expenditure for institutions and probation, parole, and pardon, by level of government, 1977-79, 1985, 1988, and 1990.

Level of government	Percent of total direct corrections expenditure for:					
	Institutions					
	1977	1978	1979	1985	1988	1990
All State and local	74.4%	75.3%	76.7%	83.5%	84.9%	84.9%
State	76.3	75.9	78.9	83.9	84.6	84.1
Total local	71.5	72.2	73.2	82.8	85.4	86.3
County	70.1	70.8	70.8	79.8	82.8	83.6
Municipal	76.0	77.8	81.2	91.9	92.9	93.4
	Probation, parole, pardon					
	1977	1978	1979	1985	1988	1990
All State and local	17.6%	16.3%	15.7%	12.4%	11.1%	11.0%
State	12.8	11.5	12.1	9.6	9.2	9.6
Total local	25.2	24.3	22.8	17.2	14.6	13.7
County	27.6	26.2	25.4	20.2	17.2	16.4
Municipal	17.3	16.7	13.7	8.1	7.1	6.6

Figure 1

of justice spending, followed by municipalities with 30%, counties with 24%, and the Federal Government with 13%.

Focus on corrections

The special survey used to collect the 1990 expenditure and employment data also collected detailed corrections data, allowing more in depth analysis of corrections expenditure and employment:

- During the period 1979 to 1990, State government expenditure to operate correctional institutions rose 328% in actual dollars, but expenditure for prison construction rose almost twice as fast, 612%.

- The proportion of total direct expenditure by State governments for corrections capital outlays increased from a low of 6.4% in 1973 to 13.4% in 1985, and 15.1% in 1988 and 1990 (table 5).

- Since 1977, when prison construction data first became available, State governments increased the percent of total corrections direct expenditure for prison construction from a low of 7.7% in 1977 to 11.3% in 1985, 12.9% in 1988, and 13.2% in 1990.

- From 1977 through the 1980's, State and local governments spent an increasing proportion of the corrections dollars

(including capital and operating costs) for institutions rather than for probation, parole, and pardon (table 6). Similarly, the Federal Government increased the proportion it spent on institutions. The Federal Government's corrections spending was apportioned as follows:

	<u>Institutions</u>	<u>Probation, parole, pardon</u>
1979	58.5%	21.1%
1985	75.8	16.2
1988	82.2	13.0
1990	82.1	13.3

Justice employment

In October 1990, the Nation's civil and criminal justice systems employed 1.7 million persons, with a total October payroll of almost \$4.3 billion (table 7).

Local governments accounted for more civil and criminal justice employment than the Federal and State governments combined. Of the Nation's total justice employees, 58.5% were engaged in local justice activities (table 8).

Table 7. Justice system employment and payrolls, by activity and level of government, October 1990

Activity and level of government	Employment			October payroll (in thousands)
	Total	Full-time	Full-time equivalent	
Total justice system	1,721,622	1,618,151	1,658,366	\$4,287,466
Federal	135,951	135,951	135,951	415,139
State	577,815	551,935	563,080	1,439,207
Total local	1,007,856	930,265	959,335	2,433,120
County	453,279	421,173	435,031	1,016,657
Municipal	554,574	509,090	524,298	1,416,464
Police protection	800,459	746,736	764,382	\$2,056,941
Federal	65,490	65,490	65,490	188,461
State	120,504	109,455	111,936	303,719
Total local	614,465	571,791	586,956	1,564,761
County	149,685	140,982	144,013	361,735
Municipal	464,781	430,809	442,941	1,203,026
Judicial (courts only)	224,778	203,927	212,414	\$547,333
Federal	22,272	22,272	22,272	78,308
State	69,820	65,325	68,090	214,515
Total local	132,686	116,330	122,052	254,510
County	102,459	93,622	97,622	205,028
Municipal	30,225	22,706	24,430	49,482
Prosecution and legal services	117,726	108,915	112,401	\$333,577
Federal	24,947	24,947	24,947	82,159
State	30,199	27,871	29,046	84,805
Total local	62,580	56,097	58,408	166,613
County	42,018	38,484	40,049	109,516
Municipal	20,562	17,615	18,365	57,097
Public defense	15,751	14,564	15,207	\$46,357
Federal	589	589	589	2,014
State	7,377	7,055	7,255	20,885
Total local	7,785	6,920	7,363	23,458
County	7,348	6,615	7,038	22,350
Municipal	437	306	325	1,108
Corrections	555,813	537,404	547,166	\$1,286,069
Federal	22,137	22,137	22,137	62,178
State	345,383	337,871	342,316	803,894
Total local	188,293	177,396	182,713	419,997
County	150,211	140,020	144,810	315,014
Municipal	38,087	37,380	37,904	104,983
Other justice activities	7,091	6,600	6,792	\$17,192
Federal	516	516	516	2,019
State	4,532	4,358	4,433	11,391
Total local	2,043	1,726	1,843	3,782
County	1,568	1,452	1,499	3,014
Municipal	474	271	342	769

Note: Detail may not add to totals because of rounding. Statistics for full-time equivalent employment presented in this report are computed with a formula using hours worked by part-time employees. A payroll-based formula was used prior to the 1990 survey. See definitions of terms for details.

Table 8. Distribution of justice system total employment and payrolls, by activity and level of government, October 1990

Activity and level of government	Total employment	October payroll
Total justice system	100.0%	100.0%
Federal	7.9	9.7
State	33.6	33.6
Local	58.5	56.7
Police protection	100.0	100.0
Federal	8.2	9.2
State	15.1	14.8
Local	76.8	76.1
Judicial (courts only)	100.0	100.0
Federal	9.9	14.3
State	31.1	39.2
Local	59.0	46.5
Prosecution and legal services	100.0	100.0
Federal	21.2	24.6
State	25.7	25.4
Local	53.2	49.9
Public defense	100.0	100.0
Federal	3.7	4.3
State	46.8	45.1
Local	49.4	50.6
Corrections	100.0	100.0
Federal	4.0	4.8
State	62.1	62.5
Local	33.9	32.7
Other justice activities	100.0	100.0
Federal	7.3	11.7
State	63.9	66.3
Local	28.8	22.0

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

Reflecting the fact that law enforcement is essentially the responsibility of local governments, 77% of the Nation's police employees were working at the local level. State governments employed 15% of police protection workers; the Federal Government, 8%.

Local governments also dominated judicial and legal employment, though not as much. Local employees accounted for 59% of court employees, 53% of prosecution and legal service employees, and 49% of public defense employees.

The distribution of corrections employees reflected State government dominance in that sector — 62% of corrections employees worked for State government, followed by 34% at the local level, and 4% at the Federal level.

State and local spending and employment

Across the Nation, State and local governments spent \$261 per capita on justice activities (table 9). This ranged from less than \$100 per capita in West Virginia (\$97) to more than \$400 per capita in two States: New York (\$480), Alaska (\$608).

Per capita justice expenditure varied by region, being highest in the Northeast (\$335) and West (\$322) and lowest in the South and Midwest (\$220 and \$202, respectively).

In 1990, full-time equivalent employment in State and local justice was 61.2 persons per 10,000 population nationally (table 10). In proportion to its population, New York was the State with the most justice employees (92.9 per 10,000 population), followed by Alaska (88.6), and New Jersey (79.8). The States with the fewest were West Virginia with 36.0, and North Dakota with 39.6.

Table 9. State and local justice system per capita expenditure, by State, fiscal 1990

Rank	State	Justice expenditure per capita
1	Dist. of Columbia	\$1,196.30
2	Alaska	607.54
3	New York	480.35
4	California	376.06
5	Nevada	359.36
6	New Jersey	331.47
7	Arizona	319.11
8	Massachusetts	302.99
9	Delaware	302.50
10	Maryland	301.17
11	Connecticut	296.28
12	Hawaii	291.17
13	Florida	288.13
	All State and local	261.02
14	Michigan	259.98
15	Rhode Island	249.25
16	Wyoming	246.67
17	Oregon	243.15
18	Colorado	243.14
19	Georgia	238.81
20	Virginia	234.97
21	New Mexico	234.43
22	Illinois	232.58
23	Kansas	221.97
24	Washington	211.92
25	Texas	209.90
26	Wisconsin	208.73
27	New Hampshire	205.08
28	Louisiana	196.28
29	Tennessee	193.63
30	South Carolina	188.62
31	Pennsylvania	187.76
32	Minnesota	187.71
33	North Carolina	186.16
34	Ohio	185.93
35	Missouri	179.85
36	Vermont	179.65
37	Oklahoma	173.02
38	Maine	168.93
39	Utah	164.77
40	Idaho	163.17
41	Iowa	160.04
42	Alabama	159.12
43	Nebraska	157.15
44	Kentucky	152.13
45	Montana	146.79
46	Indiana	142.72
47	South Dakota	134.22
48	North Dakota	122.86
49	Mississippi	122.56
50	Arkansas	115.29
51	West Virginia	97.30

Table 10. State and local justice system full-time equivalent employment per 10,000 population, by State, October 1990

Rank	State	Full-time employment equivalent per 10,000 population
1	Dist. of Columbia	194.3
2	New York	92.9
3	Alaska	88.6
4	New Jersey	79.8
5	Nevada	77.6
6	Florida	76.9
7	Arizona	73.3
8	Delaware	72.2
9	Wyoming	69.4
10	Maryland	68.9
11	Hawaii	67.5
12	Georgia	66.4
13	Louisiana	64.9
14	New Mexico	64.6
15	California	63.2
	All State and local	61.2
16	Texas	61.1
17	Illinois	60.3
18	Rhode Island	60.0
19	Virginia	59.1
20	South Carolina	59.0
21	Massachusetts	57.5
22	Kansas	57.3
23	Colorado	57.2
24	Missouri	56.4
25	Michigan	55.7
26	North Carolina	55.6
27	Oklahoma	53.8
28	Oregon	53.4
29	Tennessee	53.3
30	Idaho	52.9
31	Alabama	52.8
32	Connecticut	52.7
33	Nebraska	52.1
34	Ohio	49.5
35	Pennsylvania	49.4
36	Washington	49.1
37	Wisconsin	48.7
38	Montana	48.4
39	Indiana	48.4
40	New Hampshire	46.9
41	Kentucky	45.7
42	Utah	45.6
43	Iowa	45.2
44	Vermont	44.6
45	Maine	44.3
46	Mississippi	44.3
47	South Dakota	44.0
48	Arkansas	43.6
49	Minnesota	42.0
50	North Dakota	39.6
51	West Virginia	36.0

Nationally, 6.7% of all State and local spending was devoted to civil and criminal justice. About two-fifths of this was for police (2.9%), followed by corrections (2.4%), and judicial and legal service activities (1.3%) (table 11). The proportion

of State and local spending directed to justice functions ranged from a low of 3.2% in West Virginia to a high of 9.0% in Nevada. (The District of Columbia allotted 13.5% of its total expenditure to justice activities).

State governments spent 6.4% of their total direct expenditure for all functions on criminal and civil justice (table 12). Of the total, 3.9% went for corrections, 1.2% went for police protection, and 1.3% went for the combined judicial activities of courts, prosecution and legal services, and public defense.

Table 11. Percent of State and local total direct expenditure for justice activities, by State, fiscal 1990

Rank	State area	Percent for justice activities			
		Total	Police protection	Judicial and legal services	Corrections
1	District of Columbia	13.5%	4.4%	2.0%	7.1%
2	Nevada	9.0	3.4	1.8	3.7
3	California	8.4	3.2	1.9	3.2
4	New York	8.1	3.4	1.5	3.1
5	Florida	8.0	3.4	1.5	3.0
6	Maryland	7.7	3.2	1.4	2.8
7	New Jersey	7.6	3.5	1.5	2.5
8	Arizona	7.6	3.1	1.6	2.7
9	Delaware	7.2	3.0	1.7	2.3
10	Georgia	6.8	2.6	1.2	3.0
11	Illinois	6.8	3.6	1.2	1.9
12	Virginia	6.8	2.9	1.2	2.6
All State and local		6.7	2.9	1.3	2.4
13	Massachusetts	6.6	2.8	1.3	2.5
14	Hawaii	6.6	2.8	2.0	1.7
15	Michigan	6.6	2.7	1.3	2.6
16	Connecticut	6.5	3.0	1.1	2.3
17	Texas	6.5	2.7	1.2	2.4
18	Missouri	6.5	3.4	1.2	1.8
19	Kansas	6.5	2.5	1.1	2.6
20	New Mexico	6.5	2.7	1.2	2.5
21	Colorado	6.3	2.7	1.3	2.2
22	New Hampshire	6.2	3.1	1.5	1.7
23	Oregon	6.2	2.4	1.5	2.3
24	Rhode Island	6.1	3.1	1.4	1.6
25	Louisiana	5.7	2.6	1.1	2.0
26	Idaho	5.6	2.7	1.4	1.5
27	Oklahoma	5.6	2.5	1.0	2.1
28	Alaska	5.6	2.1	1.9	1.6
29	Wisconsin	5.6	2.7	1.2	1.7
30	North Carolina	5.6	2.6	.8	2.1
31	South Carolina	5.5	2.4	.7	2.3
32	Tennessee	5.5	2.2	.9	2.4
33	Pennsylvania	5.4	2.4	1.2	1.8
34	Ohio	5.2	2.2	1.3	1.8
35	Kentucky	5.1	2.1	1.1	1.9
36	Alabama	5.0	2.4	1.0	1.5
37	Wyoming	4.7	2.4	1.0	1.3
38	Maine	4.7	2.3	.9	1.6
39	Indiana	4.7	2.2	.9	1.6
40	Washington	4.7	2.1	1.0	1.6
41	Arkansas	4.6	2.2	.8	1.5
42	Iowa	4.6	2.1	1.1	1.4
43	Vermont	4.5	1.9	1.2	1.3
44	Utah	4.4	2.0	1.0	1.4
45	Minnesota	4.3	2.0	1.1	1.2
46	South Dakota	4.3	2.1	.9	1.3
47	Mississippi	4.3	2.1	.8	1.4
48	Montana	4.0	1.8	.9	1.2
49	Nebraska	3.8	1.8	.8	1.1
50	North Dakota	3.3	1.6	.9	.7
51	West Virginia	3.2	1.5	.9	.8

Note: The percentage for the total justice system includes expenditures for a residual "other" category not displayed separately.

Table 12. Percent of State government total direct expenditure for justice activities, by State, fiscal 1990

Rank	State government	Percent for justice activities			
		Total	Police protection	Judicial and legal services	Corrections
1	Florida	9.7%	1.2%	2.2%	6.0%
2	California	8.4	1.6	.6	6.1
3	North Carolina	8.4	1.8	1.9	4.6
4	Kansas	8.3	1.1	1.8	5.4
5	Nevada	8.3	1.4	1.0	5.7
6	Delaware	8.3	2.1	2.3	3.7
7	Georgia	8.1	1.3	.6	6.1
8	Maryland	7.8	1.5	1.6	4.4
9	Connecticut	7.7	1.4	1.9	4.3
10	New Mexico	7.4	1.2	2.1	4.0
11	Virginia	7.3	1.5	1.4	4.2
12	Massachusetts	7.2	.9	2.2	4.0
13	Arizona	7.2	1.7	.8	4.7
14	New York	7.2	.7	2.2	4.2
15	Colorado	7.0	.9	2.0	4.1
16	Oregon	7.0	1.2	2.3	3.3
17	Alaska	6.7	1.5	2.8	2.5
18	Michigan	6.6	1.2	.8	4.5
19	Tennessee	6.5	.9	1.0	4.6
20	Missouri	6.5	1.5	1.5	3.4
All State governments		6.4	1.2	1.3	3.9
21	New Hampshire	6.3	1.2	2.7	2.4
22	South Carolina	6.2	1.6	.4	4.1
23	New Jersey	6.2	1.5	1.2	3.5
24	Texas	6.2	1.1	.8	4.2
25	Oklahoma	5.9	1.2	1.4	3.3
26	Vermont	5.8	1.6	1.9	2.3
27	Illinois	5.6	1.3	1.0	3.2
28	Kentucky	5.6	1.2	1.7	2.6
29	Rhode Island	5.5	.9	2.0	2.5
30	Iowa	5.4	1.1	1.7	2.6
31	Idaho	5.3	1.7	1.3	2.3
32	Maine	5.1	1.5	1.4	2.2
33	Wisconsin	5.1	.6	1.3	3.2
34	Alabama	5.0	1.2	1.4	2.3
35	Louisiana	5.0	1.2	.9	2.8
36	Utah	4.9	1.1	1.3	2.5
37	Mississippi	4.7	1.3	.7	2.7
38	Wyoming	4.7	1.4	1.3	2.0
39	Indiana	4.7	1.3	.6	2.8
40	Nebraska	4.6	1.3	1.0	2.3
41	Hawaii	4.6	.2	2.2	2.2
42	South Dakota	4.5	1.3	1.1	2.1
43	Washington	4.1	1.0	.7	2.4
44	Arkansas	4.0	1.1	.6	2.3
45	Pennsylvania	3.8	1.2	.6	1.9
46	Ohio	3.7	.7	.5	2.5
47	Minnesota	3.2	.8	.8	1.6
48	Montana	3.1	.9	.5	1.6
49	West Virginia	2.9	1.0	1.0	.9
50	North Dakota	2.5	.8	.8	.9

Note: The percentage for the total justice system includes expenditures for a residual "other" category not displayed separately.

Appendix table 1. State and local justice system total expenditure (direct and intergovernmental), by activity and State, fiscal 1990

State	Expenditure in thousands of dollars						Other justice activities
	Total justice system	Police protection	Judicial (courts only)	Prosecution and legal services	Public defense	Corrections	
Total	\$64,918,200	\$27,784,439	\$7,753,813	\$3,982,041	\$1,336,265	\$23,504,204	\$557,435
Alabama	643,016	310,275	88,291	35,172	8,297	196,906	4,075
Alaska	334,148	126,693	31,569	74,429	6,179	95,279	0
Arizona	1,169,547	481,220	144,380	83,747	27,302	420,139	12,758
Arkansas	271,045	130,347	31,141	15,197	2,066	90,162	2,133
California	11,191,558	4,290,445	1,449,214	770,828	323,478	4,265,013	92,580
Colorado	800,904	351,194	87,053	65,707	17,360	278,198	1,392
Connecticut	973,884	446,482	102,196	53,737	12,711	348,506	10,252
Delaware	201,463	84,974	35,369	8,183	3,046	65,977	3,914
District of Columbia	726,156	234,473	72,864	12,771	23,532	380,614	1,902
Florida	3,727,778	1,574,483	395,706	207,468	88,852	1,399,525	61,744
Georgia	1,547,021	584,832	191,849	65,398	12,424	681,994	10,526
Hawaii	322,614	138,393	55,990	38,338	5,401	81,855	2,637
Idaho	164,310	79,093	26,194	12,261	2,809	43,368	585
Illinois	2,658,624	1,429,752	302,225	144,854	38,126	728,357	15,311
Indiana	791,236	371,701	90,126	47,929	8,701	267,125	5,653
Iowa	444,440	201,059	54,689	33,777	17,163	136,687	1,063
Kansas	550,052	213,810	57,440	31,897	7,256	220,864	18,784
Kentucky	560,597	231,172	73,639	38,412	7,380	205,612	4,382
Louisiana	828,321	381,015	104,413	49,577	484	289,736	3,096
Maine	207,449	98,828	23,314	11,568	4,293	69,371	75
Maryland	1,439,882	602,592	170,619	65,586	24,655	513,854	62,575
Massachusetts	1,822,763	774,819	214,953	86,929	51,832	685,031	9,199
Michigan	2,416,554	989,835	320,566	118,017	37,578	947,587	2,971
Minnesota	821,228	387,009	112,222	77,941	17,425	225,517	1,113
Mississippi	315,355	152,470	39,006	17,789	2,616	102,997	477
Missouri	920,313	484,616	113,332	43,814	12,738	263,032	2,780
Montana	117,287	53,329	14,949	9,005	2,278	34,942	2,783
Nebraska	247,984	119,162	31,813	17,103	3,884	70,866	5,157
Nevada	431,946	161,684	50,772	29,602	7,838	179,317	2,733
New Hampshire	227,431	112,345	32,961	13,554	7,245	61,236	90
New Jersey	2,562,284	1,192,795	271,580	201,200	49,459	842,909	4,341
New Mexico	355,156	148,527	33,441	24,805	7,752	138,875	1,756
New York	8,641,418	3,662,389	932,314	461,790	197,194	3,301,055	86,677
North Carolina	1,234,074	574,006	117,234	46,455	21,864	459,941	14,574
North Dakota	78,505	39,096	14,352	6,781	998	17,230	48
Ohio	2,016,729	853,786	313,415	132,824	36,133	676,457	4,115
Oklahoma	544,326	239,922	48,350	48,317	3,590	204,046	100
Oregon	691,039	267,918	69,189	62,095	30,707	250,989	10,141
Pennsylvania	2,230,924	987,130	339,896	122,449	30,745	738,401	12,302
Rhode Island	249,997	127,242	33,024	20,909	3,433	64,315	1,073
South Carolina	657,726	288,816	60,072	20,887	3,726	279,087	5,138
South Dakota	93,420	45,597	11,655	6,571	1,826	27,763	8
Tennessee	944,351	379,940	100,980	40,642	16,260	404,506	2,024
Texas	3,565,587	1,498,291	386,409	248,126	43,208	1,339,159	50,394
Utah	283,897	126,702	39,506	22,273	3,317	90,837	1,261
Vermont	101,144	43,548	15,505	8,032	3,733	29,840	487
Virginia	1,453,777	626,100	170,412	58,595	23,868	558,445	16,358
Washington	1,031,411	452,143	119,088	79,296	30,221	349,853	809
West Virginia	174,458	81,753	34,086	10,401	6,440	41,326	451
Wisconsin	1,021,085	493,982	110,749	70,160	34,958	308,683	2,553
Wyoming	111,986	56,654	13,701	8,843	1,884	30,820	85

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

Appendix table 2. State and local justice system full-time equivalent employment, by activity and State, October 1990

State	Total justice system	Police protection	Judicial (courts only)	Prosecution and legal prosecution	Public defense	Corrections	Other justice activities
Total	1,522,411	698,892	190,142	87,454	14,618	525,029	6,276
Alabama	21,328	11,360	2,779	1,005	6	6,122	56
Alaska	4,875	1,940	666	588	92	1,589	0
Arizona	26,872	10,994	3,368	1,900	457	10,068	85
Arkansas	10,249	5,053	1,237	481	65	3,374	39
California	188,018	80,633	23,752	13,648	3,203	65,878	904
Colorado	18,824	9,112	2,274	1,329	285	5,777	47
Connecticut	17,319	9,086	1,865	853	248	5,139	148
Delaware	4,810	2,004	999	211	90	1,477	29
District of Columbia	11,792	5,484	1,256	268	31	4,727	26
Florida	99,485	42,925	10,711	5,252	1,838	37,797	962
Georgia	43,031	17,940	5,214	1,461	144	18,187	85
Hawaii	7,351	3,244	1,225	994	120	1,723	45
Idaho	5,332	2,717	755	414	57	1,389	0
Illinois	68,906	37,381	8,615	3,534	1,150	18,151	75
Indiana	26,832	12,238	3,581	1,717	267	8,951	78
Iowa	12,559	5,978	1,643	864	105	3,959	10
Kansas	14,207	6,876	1,754	677	95	4,782	23
Kentucky	16,851	7,180	2,382	1,184	186	5,883	36
Louisiana	27,408	12,910	3,119	1,104	14	10,203	58
Maine	5,438	2,951	437	271	1	1,774	4
Maryland	32,932	14,403	4,329	1,497	486	11,828	389
Massachusetts	34,573	18,036	4,929	1,587	238	9,662	121
Michigan	51,754	22,229	7,591	1,992	86	19,797	59
Minnesota	18,360	9,171	2,421	1,499	307	4,942	20
Mississippi	11,400	5,722	1,324	420	44	3,887	3
Missouri	28,874	14,280	3,982	1,334	405	8,788	85
Montana	3,865	1,843	531	265	15	1,177	34
Nebraska	8,224	3,652	949	492	81	3,021	29
Nevada	9,330	3,932	1,052	685	124	3,537	0
New Hampshire	5,197	3,074	686	207	0	1,229	1
New Jersey	61,721	29,517	8,854	4,216	895	18,212	27
New Mexico	9,792	4,546	992	601	155	3,477	21
New York	167,193	75,840	16,097	9,864	586	63,726	1,080
North Carolina	36,881	17,982	3,451	958	163	14,038	289
North Dakota	2,533	1,319	489	173	0	551	1
Ohio	53,736	23,066	9,294	3,750	481	17,102	43
Oklahoma	16,940	7,831	1,597	1,273	83	6,156	0
Oregon	15,177	6,270	1,909	1,464	34	5,371	129
Pennsylvania	58,748	27,426	10,605	2,765	589	17,259	104
Rhode Island	6,018	3,113	744	333	65	1,758	5
South Carolina	20,577	9,211	2,166	470	58	8,530	142
South Dakota	3,063	1,669	320	206	13	855	0
Tennessee	25,993	11,699	3,186	1,134	278	9,629	67
Texas	103,808	45,608	12,873	6,403	120	38,162	642
Utah	7,857	3,851	1,052	476	4	2,451	23
Vermont	2,509	1,237	293	156	62	750	11
Virginia	36,561	16,007	4,012	1,291	135	14,962	154
Washington	23,893	10,637	2,686	2,111	192	8,242	25
West Virginia	6,452	3,212	1,186	421	17	1,616	0
Wisconsin	23,810	12,863	2,527	1,482	417	6,464	57
Wyoming	3,153	1,660	383	174	31	900	5

Note: Detail may not add to totals because of rounding. Statistics for full-time equivalent employment presented in this report are computed with a formula using hours worked by part-time employees. A payroll-based formula was used prior to the 1988 survey. See *Definition of terms* for details.

Definition of terms

This section provides brief definitions of the terms used in this report. More explicit definitions will be contained in the full report, *Justice Expenditure and Employment in the U.S., 1990 Final Report*.

Expenditure includes only external cash payments made from any source of monies, including any payments financed from borrowing, fund balances, intergovernmental revenue, and other current revenue. It excludes any intragovernmental transfers and noncash transactions, such as the provision of meals or housing of employees. It also excludes retirement of debt, investment in securities, extensions of loans, or agency transactions. Total expenditures for all government functions do include interest payments on debt, but the justice expenditure data do not.

Expenditure is divided into two major categories:

- **Direct expenditure** is all expenditure except that classified as intergovernmental. It includes "direct current expenditure" (salaries, wages, fees, and commissions and purchases of supplies, materials, and contractual services) and "capital outlays" (construction and purchase of equipment, land, and existing structures). Capital outlays are included for the year when the direct expenditure is made, regardless of how the funds are raised (for example, by bond issue) or when they are paid back.
- **Intergovernmental expenditure** is the sum of payments from one government to another, including grants-in-aid, shared revenues, payments in lieu of taxes, and amounts for services performed by one government for another on a reimbursable or cost-sharing basis (for example, payments by one government to another for boarding prisoners).

Employees are all persons on government payrolls during the pay period including October 12, 1990. They include all paid officials and persons on paid leave, but exclude unpaid officials, persons on unpaid leave, pensioners, and contractors.

Full-time employees are all persons employed on a full-time basis, including all full-time temporary or seasonal workers who were employed during this pay period.

Full-time equivalent employment is a statistical measure that estimates the number of 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.

Reports in this series prior to 1988 used a different methodology to compute this statistic, affecting comparability overtime. In the past, the payroll-based formula divided the total payroll (full-time plus part-time) by the full-time payroll and multiplied the result by the number of full-time employees.

Payroll is the gross payroll before deductions and includes salaries, wages, fees, and commissions paid to employees as defined above for the month of October 1990.

Police protection is the function of enforcing the law, preserving order, and apprehending those who violate the law, whether these activities are performed by a city police department, sheriff's department, State police, or Federal law enforcement agencies such as the FBI and the Drug Enforcement Administration. Private security police are outside the scope of the survey.

Judicial (courts only) includes all civil and criminal courts and activities associated with courts such as law libraries, grand juries, petit juries, and the like. It is not the same as the "judicial and legal services" category in reports from the *BJS Justice Expenditure and Employment Extracts* series and used here as a summary statistic. That category also includes "prosecution and legal services" and "public defense," which are sometimes displayed separately in this report.

Prosecution and legal services includes the civil and criminal justice activities of the attorneys general, district attorneys, State's attorneys, and their variously named equivalents and corporation counsels, solicitors, and legal departments with various names.

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

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

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

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

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

Methodology and Limitations

The data in this report are preliminary and subject to change. They were collected by the U.S. Bureau of the Census for the Bureau of Justice Statistics using a special sample survey of State and local governments. Data were collected for the Federal Government, all State governments, all county governments, all municipalities (and townships in the six New England States, the three Middle Atlantic States, and Michigan and Wisconsin) having a 1986 population of 10,000 or more, and for a sample of the remaining municipalities and townships. A total of 8,867 local governments were included in the survey panel (3,042 county governments, 4,693 municipalities, and 1,132 townships).

The survey was accomplished using two methods of data collection: field compilation and mail canvass. Trained field representatives compiled expenditure and employment data from the governments' own records for all States, the 78 largest counties, and the 52 largest municipalities. Other units in the sample were canvassed by mail. Response for the field-compiled units was 100%. For the mail canvass units, the response rate was 87%.

Data for the Federal Government were extracted from *Budget of the United States Government, FY 1992 Appendix*. Beginning with the 1985 survey, that document allowed the classification of appropriate expenditure and employment amounts for the Immigration and Naturalization Service, the U.S. Customs Service, and the Internal Revenue Service as "prosecution and legal services." In earlier years, those amounts could not be broken out of the "police protection" category.

Data for nonjustice functions are from U.S. Bureau of the Census, *Governmental Finances in 1989-90*, tables 1 and 10. Since 1985, changes in the format for those tables allow the inclusion of expenditure amounts that were not included in BJS expenditure and employment reports prior to 1985. "Housing and the environment" now includes "parks and recreation," "sewerage," and "other sanitation" not previously included. "Transportation" now includes "other transportation" not previously included. "Social Insurance payments" is "insurance trust expenditure" in the source; it includes Social Security, unemployment compensation, employee retirement, workers compensation, and a

residual "other" category. The Justice data in this report include the expenditures and employment of the Federal Government, the State governments, and a sample of county, municipal, and township governments. Unless otherwise noted, data for **total governmental functions** and **nonjustice governmental functions** also include the expenditures of special districts and school districts, which generally do not have justice functions. Justice expenditure data for these districts are not collected, although in 1978 (the most recent year for which such data are available) 0.6% of justice expenditure was made by such districts. The special district and school district data are included in the total government spending to allow State-by-State comparisons across States that make varying use of school districts to finance education.

A more detailed description of the survey methodology (including sample design and sampling errors) will be included in the final report from this survey, *Justice Expenditure and Employment in the U.S., 1990 Final Report*. Data in that report will be presented in greater geographical, functional, and financial detail.

The deflation procedures to produce constant 1990 dollars are described in *Report to the Nation on Crime and Justice: Technical Appendix, Second Edition*, pp. 82-86. The current analysis differs from the methodology described there in two ways. First, the current analysis adjusted Federal expenditures in addition to State and local expenditures. The procedures employed were identical; the following U.S. Department of Commerce, Bureau of Economic Analysis, "government implicit price deflators" were used separately for total State and local expenditures and Federal nondefense expenditures:

- non-education compensation (for payroll)
- structures (for capital outlay)
- purchase of non-durable goods (for prorated portion of balance)
- purchase of services other than compensation (for prorated portion of balance).

The second deviation was that current methodology used October payroll data for the collection year rather than the fiscal year of the payroll period. This change was made because data for the fiscal year payroll data are not available for 4 years in the analysis:

- October 1970 (fiscal 1971)
- October 1984 (fiscal 1985)
- October 1987 (fiscal 1988)
- October 1989 (fiscal 1990).

The practical effect of this is minimal. The previous method understates somewhat the adjusted figures while the current method somewhat overstates them. Had the missing data been available it would have been possible to adjust the salary data between two collection points to more accurately reflect the amount of salary actually paid during the year. Using the simple midpoint between October 1971-72 and October 1978-79 for police protection, it was found that adjusting the salary data would reduce the estimates by less than 1%, and that the 1972-79 percent change in per capita expenditure would be 4.3% rather than 4.2%. Because the focus of the analysis is a change in per capita constant dollars and comparisons between criminal functions, it was determined that the additional computations and estimation of missing data was unwarranted.

Trend comparisons between the data in this report and reports in the *Justice Expenditure and Employment Extracts* series are complicated by differences in methodology. These differences are described in the BJS *Extract* reports and in the final reports for the 1985 and 1988 surveys. In making trend comparisons, users should limit their analysis to one of the two sources:

- long-term trends for 1971-79, 1985, 1988, and 1990 from the *Justice Expenditure and Employment Survey* series
- year-to-year trends since 1980 from the *Justice Expenditure and Employment Extracts* reports.

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To obtain other BJS justice expenditure and employment reports or to be added to the bulletin and/or expenditure and employment mailing lists, write to the Bureau of Justice Statistics Clearinghouse (301/251-5500 or toll-free 800-732-3277), User Services Dept. 2, Box 6, Rockville, MD 20850.

Other reports of interest include —

- *Report to the Nation on Crime and Justice: Second Edition*, 3/88, NCJ-105506.
- *Report to the Nation on Crime and Justice: Technical Appendix, Second Edition*, 7/88, NCJ-112011.
- *Justice Variable Passthrough Data, 1990: Anti-drug Abuse Formula Grants*, 2/92, NCJ-133018.
- *Justice Variable Passthrough Data, 1988: Anti-drug Abuse Formula Grants*, 2/89, NCJ-120070.
- *Justice Expenditure and Employment in the U.S., 1985 Final Report*, 7/89, NCJ-106356.
- *Justice Expenditure and Employment in the U.S., 1988 Final Report*, 8/91, NCJ-125619.
- *Justice Expenditure and Employment in the U.S., 1990 Final Report*, 1990 (forthcoming).
- *Justice Expenditure and Employment in the U.S., 1979 Final report*, 12/83, NCJ-87242 (and annual volumes from 1971 to 1979).
- *Trends in Justice Expenditure and Employment 1971-1979*, 11/84, NCJ-92596.
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- *Justice Expenditure and Employment Extracts: 1984, 1985 and 1986*, 7/91, NCJ-124139.

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September 1992, NCJ-135777

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Data utilized in this report are available from the National Archive of Criminal Justice Data at the University of Michigan, P.O. Box 1248, Ann Arbor, MI 48106; 1-800-999-0960. The dataset is archived as Expenditure and Employment Data for the Criminal Justice System: Individual Units and Estimates, 1990.

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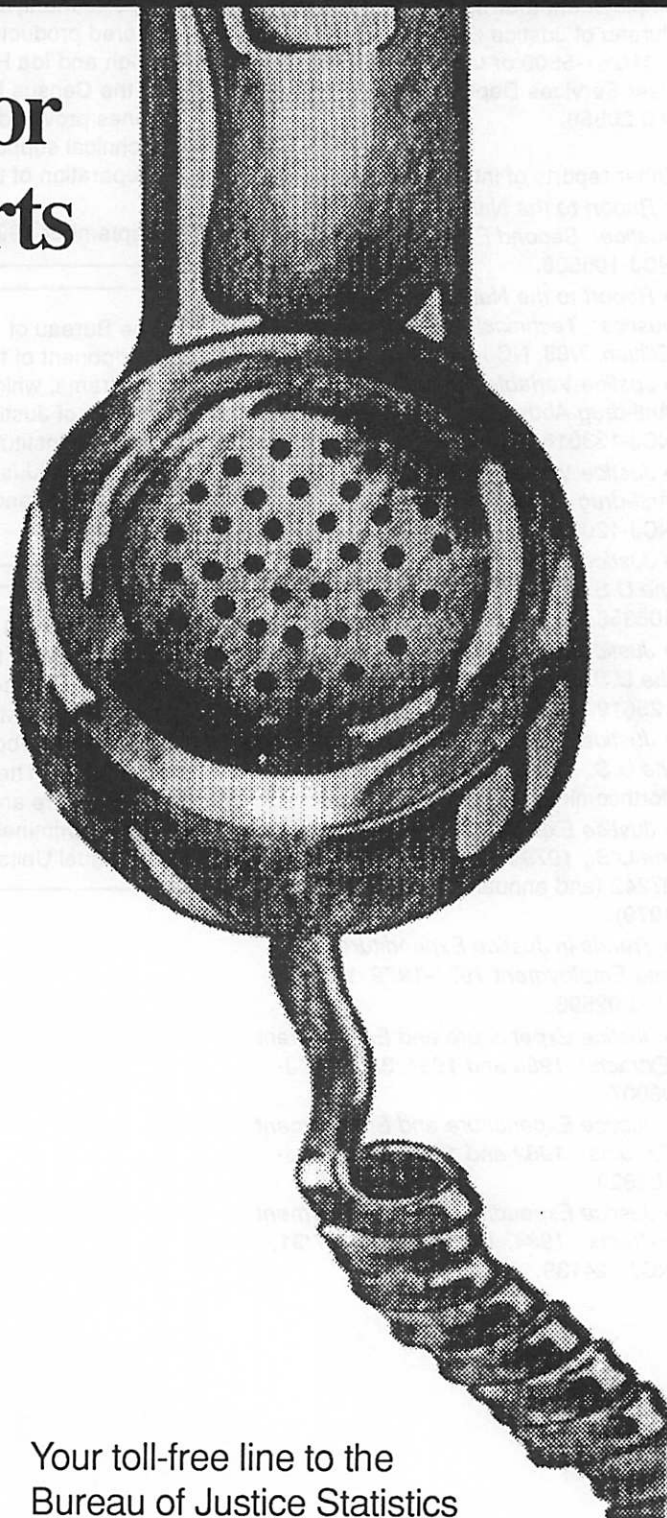
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