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Bureau of Justice Statistics Bulletin

NCJRS

DEC 4 1992

ACQUISITIONS

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 | 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*.

ⁱⁱThe 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 | | | | | Other justice activities |
| Total | | | Courts only | Prosecution and legal services | Public defense | Corrections | | |
| All expenditure | \$74,249,120 | \$31,804,913 | \$16,549,151 | \$9,306,975 | \$5,500,139 | \$1,742,037 | \$24,860,606 | \$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 | Total | Police protection | Judicial and legal services | | | | | Other justice activities |
|---------------------------------------|--------|-------------------|-----------------------------|-------------|--------------------------------|----------------|-------------|--------------------------|
| | | | Total | Courts only | Prosecution and legal services | Public defense | Corrections | |
| 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 | 37.4 | 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%.

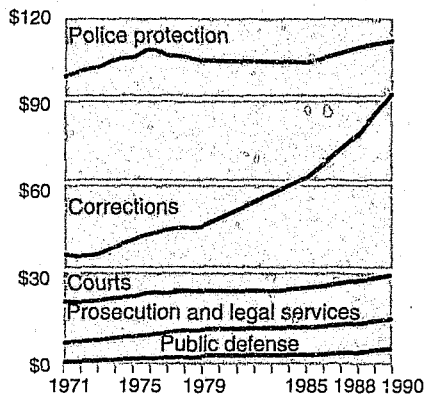
Over the period 1971-90, the corrections spending increase in constant dollars per capita was second only to public defense, which grew rapidly during the 1970's in response to court rulings. The overall 154% increase in corrections expenditure from 1971-90 compares to increases that were —

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

Spending on justice

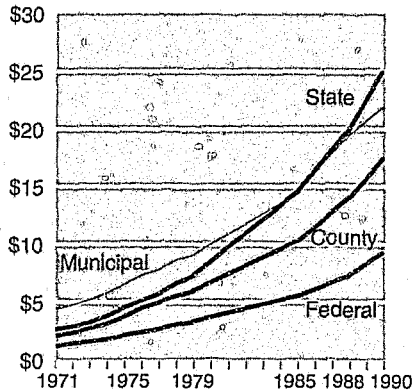
Per capita spending, by activity for all governments

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:

| | Institutions | Probation, parole, pardon |
|------|--------------|---------------------------|
| 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 | 194.9 |
| 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 | 2.6 |
| 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 | | | | | | |
|----------------------|-------------------------------------|-------------------|------------------------|--------------------------------|----------------|--------------|--------------------------|
| | Total justice system | Police protection | Judicial (courts only) | Prosecution and legal services | Public defense | Corrections | Other justice activities |
| 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 | 800,804 | 351,184 | 87,053 | 65,707 | 17,360 | 278,198 | 1,392 |
| Connecticut | 973,884 | 446,482 | 102,195 | 53,797 | 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 | 65,396 | 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 | 38,125 | 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 | 3,974 | 39 |
| California | 188,018 | 80,633 | 23,752 | 13,648 | 3,203 | 65,878 | 904 |
| Colorado | 18,824 | 8,112 | 2,274 | 1,329 | 285 | 5,777 | 47 |
| Connecticut | 17,319 | 8,066 | 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 | 299 |
| 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 | 4,842 | 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 | 36,551 | 16,007 | 4,012 | 1,291 | 135 | 14,962 | 154 |
| Washington | 23,893 | 10,637 | 2,586 | 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.

Further reading

To obtain other BJS justice expenditure and employment reports or to be added to the bulletin and/or expenditure and employment mailing lists, write to the 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-67242 (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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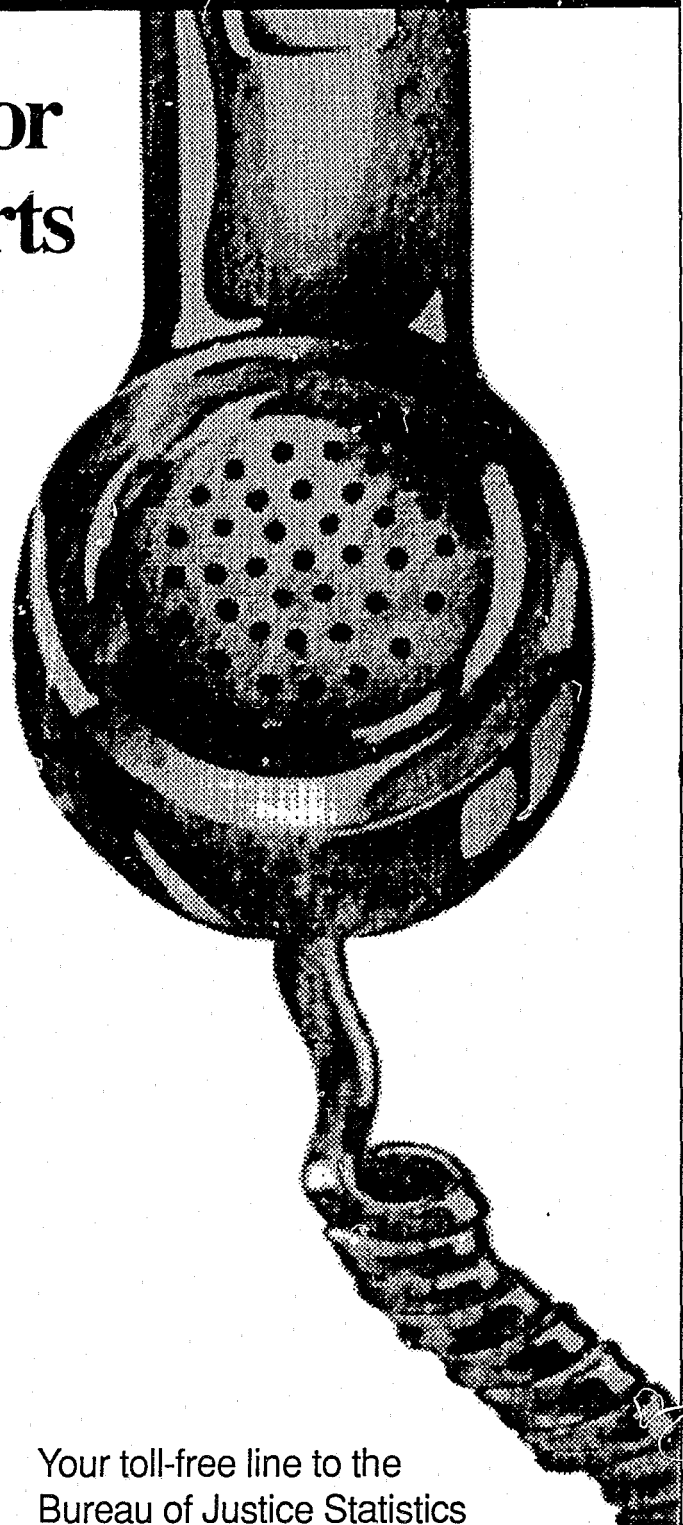
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