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## Bureau of Justice Statistics Bulletin

# Justice Expenditure and Employment, 1988

Federal, State, and local governments in the United States spent \$61 billion in fiscal year 1988 for civil and criminal justice, an increase of 34% since 1985, the last year comparable data were collected. From 1985 to 1988, justice spending increased more than total government spending for all activities, unlike the early 1980's, when justice spending did not increase as fast as other government spending. All government spending grew by 21% since 1985 to \$1.92 trillion in 1988.

The higher increases for justice spending during 1985-88 were seen at each level of government but were greatest for the Federal and State governments.

Other findings include —

- Three cents or 3.2% of every government dollar spent throughout the Nation in 1988 was for justice activities: 1.5% for police protection, 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, the Federal, State, and local governments spent 6 times as much on social insurance payments, 5 times as much on national defense and international relations, 4 times as much on education, 3 times as much on interest on debt, 2.5 times as much on housing and the environment, and almost twice as much on public welfare.

July 1990

This report presents detailed criminal and civil justice expenditure and employment data for the Federal, State, and local governments for 1988. Although the cost of justice activities has grown faster than all government spending in recent years, it still amounts to only about 3 cents of every public dollar spent throughout the Nation. This Bulletin provides detailed breakdowns for justice expenditures and compares them to other government functions.

I would like to express my gratitude to the thousands of State and local governments who participate in the BJS and the Census Bureau surveys. The data they provide are essential to the development and implementation of sound crime control policies.

Joseph M. Bessette  
Acting Director

- Reflecting the fact that criminal and civil justice is primarily a State and local responsibility, State and local governments combined spent 88% of all justice dollars; the Federal Government spent 12%.
- The Federal, State, and local governments spent \$248 per capita on criminal and civil justice in 1988.
- Expenditure for justice activities increased 21% in the past decade in constant dollars per capita. Spending for corrections in-

creased the most, 65%, compared with 34% for prosecution and legal services, 34% for public defense, 17% for courts, and 3% for police protection.

- Federal Government spending since 1971, when data first became available, increased 83% in constant dollars per capita, twice as fast as State and local governments with 40%.
- All levels of government are spending a greater proportion of their corrections dollars on institutions versus probation, parole, and pardon.
- Since 1979, State government expenditure for building prisons increased 593% in actual dollars — 2.6 times faster than spending to operate correctional institutions.
- State governments spent 3.5% of their total dollars for corrections — including building and operating institutions and running probation and parole programs.
- In October 1988 the Nation's civil and criminal justice system employed 1.6 million persons, with a total October payroll of almost \$3.7 billion.
- State and local per capita spending was highest in the Northeast (\$276) and West (\$274) and lowest in the South (\$179) and Midwest (\$176).
- Per capita spending ranged from less than \$100 in Arkansas and West Virginia to more than \$300 in four States: Nevada, California, New York, and Alaska.

## The Justice share of all spending

Nationally, 3.2% of all government spending in 1988 was for criminal and civil justice activities, up from 2.9% in 1985. In 1988 —

- 1.5% of all spending was for police protection
- 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 6 times as much on social insurance payments as on justice activities, 5 times more for national defense and international relations, and 3 times as much on interest on debt (table 1).

Among all levels of government, the Federal Government had the lowest percent of its expenditure for justice (0.7%), which was dwarfed by Federal social insurance pay-

ments (30.7%) and national defense and international relations spending (30.1%). State and local governments had higher percents going for justice activities, 6.1% and 6.8%, respectively, reflecting the fact that criminal justice is primarily a State and local responsibility. Major competitors for State and local justice dollars are State public welfare spending (20%) and local education expenditures, 19.3% and 37%, respectively. County governments devoted the highest percent of spending to justice, 13.7%; cities spent 11.2%. Overall, local governments spent 6.8% of their total budget on justice activities because they include school districts and special districts that generally have no justice expenditures.

## Spending by level of government

Local governments made more than half of the Nation's civil and criminal direct justice expenditure, or \$33.5 billion, followed by State governments with \$22.1 billion and the Federal Government with \$7.8 billion (tables 2 and 3).

**Table 1. Percent of direct government spending for selected government functions, by level of government, fiscal year 1988**

Activity	All	Level of government		
		Federal	State	Local
Social insurance payments	20.2%	30.7%	13.3%	1.6%
National defense and international relations	17.2	30.1	...	...
Education and libraries	13.6	1.3	19.3	37.0
Interest on debt	10.5	14.4	5.8	5.1
Housing and the environment	8.0	8.5	3.6	9.6
Public welfare	6.0	2.6	20.0	4.1
Hospitals and health	4.1	1.5	8.8	6.6
Transportation	3.7	.6	10.4	5.9
Justice*	3.2	.7	6.1	6.8
Police protection	1.5	.3	1.2	4.1
Judicial and legal	.7	.2	1.3	1.3
Corrections services	1.0	.1	3.5	1.3
Space research and technology	.5	.8	...	...

...Not applicable.

\*The total includes a residual "other" category not displayed separately. The "judicial and legal services," category includes the courts "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 in 1987-88*, GF-88-5, table 10, USGPO: Washington, D.C.

**Table 2. Justice system expenditures, by level of government, fiscal year 1988**

Expenditure type by level of government	Expenditures in thousands of dollars							
	Total	Police protection	Judicial and legal services			Public defense	Corrections	Other justice activities
			Total	Courts only	Prosecution and legal services			
<b>All governments</b>	\$60,980,334	\$27,955,660	\$13,314,937	\$7,617,712	\$4,299,275	\$1,397,951	\$19,118,734	\$591,008
<b>Federal</b>	7,794,136	3,555,248	2,565,462	1,157,890	1,022,453	385,119	1,226,395	447,031
Direct	7,463,724	3,554,248	2,565,462	1,157,890	1,022,453	385,119	1,136,458	207,556
Intergovernmental	330,412	1,000	0	0	0	0	89,937	239,475
<b>All State and local</b>	53,516,609	24,401,411	10,749,475	6,459,822	3,276,822	1,012,831	17,992,274	383,452
<b>State</b>	22,120,159	4,513,297	4,575,036	3,070,941	1,076,307	427,788	12,670,955	360,872
Direct	20,227,725	4,078,136	4,235,828	2,800,124	1,040,341	395,363	11,661,100	252,663
Intergovernmental	1,892,434	435,162	339,208	270,817	35,966	32,425	1,009,855	108,209
<b>Total local</b>	33,536,433	20,332,648	6,542,049	3,687,505	2,236,634	617,910	6,529,785	130,955
Direct	33,288,885	20,323,276	6,513,647	3,659,698	2,236,481	617,469	6,321,176	130,789
Intergovernmental	246,548	9,372	28,401	27,807	153	441	208,609	166
<b>County</b>	14,373,111	4,715,310	4,757,878	2,957,413	1,319,950	480,515	4,808,434	91,492
Direct	14,255,757	4,700,735	4,726,272	2,928,041	1,319,430	478,801	4,738,663	90,087
Intergovernmental	117,357	14,575	31,606	29,372	520	1,714	59,771	1,405
<b>Municipal</b>	19,533,908	15,884,661	1,821,610	760,522	918,142	142,946	1,786,647	40,991
Direct	19,033,132	15,622,542	1,787,377	731,657	917,052	138,668	1,582,513	40,702
Intergovernmental	500,776	262,119	34,233	28,865	1,090	4,278	204,134	289

Note: Intergovernmental expenditure consists of payments from one government to another. Such expendi-

ture 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.

Close to half — 28 billion — of the Nation's total justice expenditure was for police protection, and almost a third, \$19 billion, was for corrections, including jails, prisons, probation, and parole. The combined activities of courts, prosecution and legal services, and public defense accounted for \$13.3 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 1988.
- Corrections is primarily a State responsibility, and the State governments accounted for 61% of the Nation's corrections expenditure.
- Overall, local police spending represented 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 this country are in State and county courts. Combined, those governments accounted for 75% of the total direct expenditure for

courts, with the Federal Government spending 15% of the total and municipal governments spending 10%.

- Prosecution of court cases is most often at the local level of government, which accounted for 52% of the total prosecution and legal services expenditure.
  - Public defense systems are organized at the county level in most States, and counties spent a third of the total public defense expenditure.
- Combined, State and local governments spent 87.8% of the Nation's justice monies. Local governments alone spent 54.6% of the total. The Federal Government accounted for 12.2% of direct justice spending.

#### Per capita spending

The Federal, State, and local governments combined spent \$248 per capita on civil and criminal justice activities in 1988, up from \$191 in 1985. Of this amount \$114 per capita was for police protection, \$78 was for corrections, and \$54 was for judicial and legal services, such as courts (\$31), prosecution and legal services (\$17), and public defense (\$6). Spending was \$2 per

capita for other justice activities that were not elsewhere classified, such as State criminal justice coordinating councils.

The \$248 per capita for justice activities compares with a total of \$7,813 per capita for all government functions. The per capita figures for various categories of government expenditure are as follows:

Social insurance payments	\$1,581
National defense and international relations	1,342
Education and libraries	1,061
Interest on debt	824
Housing and the environment	621
Public welfare	468
Hospitals and health	321
Transportation	287
Justice	248
Space research and technology	36

#### Trends

The percent of total government spending at all levels of government for justice activities increased from 2.9% in 1985 to 3.2% in 1988, passing its 1979 level of 3.1%. Criminal justice is primarily a State and local responsibility, and those governments increased the percent of their spending for justice activities from 5.95% in 1979 to 6.1% in 1985 and 6.8% in 1988.

**Table 3. Distribution of justice system direct expenditures, by activity and level of government, fiscal year 1988**

Level of government	All	Police protection	Judicial and legal services			Corrections	Other justice activities	
			Total	Courts only	Prosecution and legal services			Public defense
<b>Percent by level of government</b>								
All governments	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Federal	12.2	12.7	19.3	15.2	23.8	27.5	5.9	35.1
State	33.2	14.6	31.8	35.8	24.2	28.3	61.0	42.8
Total local	54.6	72.7	48.9	48.0	52.0	44.2	33.1	22.1
County	23.4	16.8	35.5	38.4	30.7	34.3	24.8	15.2
Municipal	31.2	55.9	13.4	9.6	21.3	9.9	8.3	6.9
<b>Percent by activity</b>								
All governments	100.0%	45.9%	21.8%	12.5%	7.0%	2.3%	31.3%	1.0%
Federal	100.0	47.6	34.4	15.5	13.7	5.2	15.2	2.8
State	100.0	20.2	20.9	13.8	5.1	2.0	57.6	1.2
Total local	100.0	61.1	19.6	11.0	6.7	1.9	19.0	.4
County	100.0	33.0	33.2	20.5	9.3	3.4	33.2	.6
Municipal	100.0	82.1	9.4	3.8	4.8	.7	8.3	.2

Note: Because of rounding, detail may not add to totals.

Expenditure for justice activities by all governments increased by 21% in the past decade in constant 1988 dollars per capita (table 4). The Federal Government had a larger increase in spending from 1979 to 1988 (29%) than State and local governments (20%). The Federal Government increased its justice spending twice as much as State and local governments over the history of the Justice Expenditure and Employment series — by 83% versus 40% in constant dollars from 1971 to 1988.

For all governments combined, corrections expenditures increased at a greater rate, 65%, than other justice activities from 1979 to 1988 in constant dollars. For State and local governments the increase was 64%; for the Federal Government, 84%. Corrections increases were also the highest during the period 1985-88, 25% for all governments; during this period the number of adults under some form of correctional custody or supervision increased by 29%.

The overall 65% increase in corrections expenditures from 1979 to 1988 compares with increases of —

- 34% for prosecution and legal services
- 34% for public defense
- 17% for courts
- 3% for police protection.

When examined by type of justice activity and by level of government, the largest increases in constant dollars per capita from 1979 to 1988 were —

- 124% for Federal prosecution and legal services
- 84% each for Federal courts and corrections
- 64% for State and local corrections
- 54% for State and local public defense.

At each level of government, increases for police protection were among the lowest of the various justice activities.

The smallest spending changes were —

- 18.8% for State and local prosecution and legal services
- 9.5% for State and local courts
- 3.5% for State and local police protection
- 0.6% for Federal police protection
- -1.5% for Federal public defense.

**Table 4. Percent change in direct expenditures (actual and constant 1988 dollars per capita) for justice activities by activity and level of government, 1985-88 and 1979-88**

Level of government	Total	Police protection	Judicial (courts only)	Prosecution and legal services	Public defense	Corrections
<b>Percent change in actual direct expenditures</b>						
<b>1985-88</b>						
All governments	33.7%	27.0%	31.8%	32.9%	32.6%	46.7%
Federal	31.3	28.4	35.9	27.2	12.2	60.8
State	37.9	26.3	32.0	34.8	42.0	44.3
Total local	31.8	26.9	30.4	34.7	42.7	48.8
County	36.2	27.8	34.8	31.4	36.9	48.2
Municipal	28.7	26.6	15.5	39.7	66.8	50.8
<b>1979-88</b>						
All governments	134.3%	100.9%	125.3%	160.5%	134.1%	216.5%
Federal	120.9	73.2	213.4	284.2	60.3	221.1
State	173.6	105.1	133.5	141.6	235.0	230.2
Total local	118.2	105.8	101.9	134.6	159.3	193.4
County	135.8	131.4	104.5	128.8	145.0	186.6
Municipal	106.6	99.2	91.0	143.5	218.0	215.8
<b>Percent change in constant 1988 dollars per capita</b>						
<b>1985-88</b>						
All governments	13.3%	6.9%	11.8%	13.1%	17.9%	25.0%
Federal	17.5	14.5	21.8	13.6	2.7	43.9
State and local	12.8	5.9	10.2	13.0	24.9	23.9
<b>1979-88</b>						
All governments	21.4%	3.1%	16.7%	33.8%	33.5%	65.3%
Federal	29.0	.6	84.1	124.3	1.5	84.3
State and local	20.4	3.5	9.5	18.8	54.4	64.2

Looking at all State and local governments combined masks some important differences between State, county, and municipal spending and how they compare to Federal spending. In actual dollars, State governments increased their justice spending from 1979 to 1988 by 174%, compared to a 136% increase in county spending and a 107% increase in municipal spending.\* For the Federal Government, the increase in actual dollars was 121%.

\*State, county, and municipal expenditures were not converted separately to 1988 constant per capita dollars because of methodological reasons that include population data being available for counties and municipalities only at 5-year intervals.

Each type of government increased spending for correctional institutions more than other justice spending: 351% for the Federal Government, 259% for States, 235% for counties, and 261% for municipalities (data not displayed on table). Other high increases were —

- 284% for Federal prosecution and legal services
- 235% for State public defense
- 230% for all State corrections
- 221% for all Federal corrections
- 218% for municipal public defense
- 216% for all municipal corrections
- 213% for Federal courts
- 187% for all county corrections
- 145% for county public defense
- 144% for municipal prosecution and legal services
- 142% for State prosecution and legal services.

## Focus on corrections

The special survey used to collect the 1988 expenditure and employment data also collected more detailed corrections data than are available for 1980-84 and 1986-87, allowing more indepth analysis of corrections expenditure and employment:

- During the period 1979 to 1988, State government expenditures to operate correctional institutions rose 226% in actual dollars, but expenditures for prison construction rose 2.6 times as fast, or 593%.

- The proportion of total direct expenditures 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 (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 11.2% in 1985 and 12.9% in 1988.

- From 1977 to 1988, all levels of government spent an increasing proportion of their corrections dollars (including capital and operating costs) for institutions rather than for probation, parole, and pardon (table 6).

**Table 5. Percent of State government total direct corrections expenditures for prison operations, all capital outlays, and prison construction, 1971-88**

	Total direct	Prison operations	Capital outlays	
			All	Prison construction only
1971	100%	70.6%	10.8%	...
1972	100	75.1	7.8	...
1973	100	74.3	6.4	...
1974	100	72.7	6.9	...
1975	100	70.7	8.1	...
1976	100	69.9	8.0	...
1977	100	68.5	10.0	7.7
1978	100	70.5	10.1	7.8
1979	100	70.8	10.1	8.1
1985	100	70.9	13.4	11.3
1988	100	69.9	15.1	12.9

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 expenditures for institutions and probation, parole, and pardon, by level of government, 1977, 1985, and 1988**

Level of government	Percent of total corrections direct expenditures for:					
	Institutions			Probation, parole, and pardon		
	1977	1985	1988	1977	1985	1988
All State and local	74.4%	83.5%	84.9%	17.6%	12.2%	11.1%
State	76.3	83.9	84.6	12.8	9.6	9.2
Total local	71.5	82.8	85.4	25.2	17.2	14.6
County	70.1	79.8	82.8	27.6	20.2	17.2
Municipal	76.0	91.9	92.9	17.3	8.1	7.1

## Percent of State and local corrections spending

	Institutions	Probation, parole, and pardon
1977	74.4%	17.6%
1978	75.3	16.3
1979	76.1	15.7
1985	83.5	12.2
1988	84.9	11.1

## Percent of Federal Government corrections spending

	Institutions	Probation, parole, and pardon
1979	58.5%	21.1%
1985	75.8	16.2
1988	82.2	13.0

## Justice employment

In October 1988 the Nation's civil and criminal justice systems employed 1.6 million persons, with a total October payroll of almost \$3.7 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, 60.3% were engaged in local justice activities (table 8).

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 14.7% of police protection workers; the Federal Government, 8.3%.

**Table 7. Justice system employment and payroll, by activity and level of government, October 1988**

Activity and level of government	Employment			October payroll (in thousands of dollars)
	Total	Full-time	Full-time equivalent	
<b>Total justice system</b>	<b>1,600,955</b>	<b>1,496,316</b>	<b>1,534,496</b>	<b>\$3,680,457</b>
Federal	118,244	118,207	117,367	333,878
State	517,509	493,768	504,154	1,193,279
<b>Total local</b>	<b>965,202</b>	<b>884,341</b>	<b>912,975</b>	<b>2,153,300</b>
County	423,501	391,701	405,814	860,181
Municipal	541,700	492,640	507,161	1,293,119
<b>Police protection</b>	<b>784,371</b>	<b>728,018</b>	<b>745,935</b>	<b>\$1,867,793</b>
Federal	65,297	65,297	65,297	182,153
State	115,121	105,103	108,005	263,892
<b>Total local</b>	<b>603,953</b>	<b>557,619</b>	<b>572,633</b>	<b>1,421,748</b>
County	144,710	136,009	139,018	313,628
Municipal	459,241	421,606	433,615	1,108,119
<b>Judicial (courts only)</b>	<b>209,422</b>	<b>188,213</b>	<b>196,530</b>	<b>\$456,057</b>
Federal	18,283	18,283	18,283	50,985
State	66,822	62,512	64,976	193,007
<b>Total local</b>	<b>124,317</b>	<b>107,418</b>	<b>113,271</b>	<b>212,066</b>
County	85,592	86,467	90,747	169,032
Municipal	28,721	20,951	22,525	43,034
<b>Prosecution and legal services</b>	<b>104,135</b>	<b>96,245</b>	<b>99,096</b>	<b>\$269,001</b>
Federal	16,485	16,485	16,485	52,457
State	27,817	26,094	26,883	72,588
<b>Total local</b>	<b>59,833</b>	<b>53,666</b>	<b>55,728</b>	<b>143,956</b>
County	39,652	36,511	37,912	92,851
Municipal	20,183	17,158	17,819	51,105
<b>Public defense</b>	<b>14,001</b>	<b>12,840</b>	<b>13,486</b>	<b>\$36,985</b>
Federal	493	493	493	1,432
State	6,344	5,960	6,198	16,629
<b>Total local</b>	<b>7,164</b>	<b>6,387</b>	<b>6,795</b>	<b>18,924</b>
County	6,853	6,152	6,554	18,185
Municipal	309	233	240	739
<b>Corrections</b>	<b>482,613</b>	<b>464,882</b>	<b>473,211</b>	<b>\$1,036,628</b>
Federal	17,247	17,210	16,370	45,284
State	297,165	289,987	293,925	638,073
<b>Total local</b>	<b>168,200</b>	<b>157,682</b>	<b>162,916</b>	<b>353,269</b>
County	135,323	125,285	130,267	263,928
Municipal	32,870	32,397	32,650	89,341
<b>Other justice activities</b>	<b>6,409</b>	<b>6,120</b>	<b>6,238</b>	<b>\$13,994</b>
Federal	439	439	439	1,567
State	4,240	4,112	4,167	9,090
<b>Total local</b>	<b>1,730</b>	<b>1,569</b>	<b>1,632</b>	<b>3,337</b>
County	1,378	1,281	1,316	2,557
Municipal	350	288	316	781

Note: Because of rounding, detail may not add to totals. 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 definitions of terms for details.

Local governments also dominate judicial and legal employment, though not as much. Local employees account for 59.4% of court employees, 57.5% of prosecution and legal services employees, and 51.2% of public defense employees.

The distribution of corrections employees reflects State government dominance in that activity — 61.6% of corrections employees worked for State governments, followed by 34.9% at the local level and 3.6% at the Federal level.

**Table 8. Distribution of justice system total employment and payroll, by activity and level of government, October 1988**

Activity and level of government	Total employment	October payroll
<b>Total justice system</b>	<b>100.0%</b>	<b>100.0%</b>
Federal	7.4	9.1
State	32.3	32.4
Local	60.3	58.5
<b>Police protection</b>	<b>100.0%</b>	<b>100.0%</b>
Federal	8.3	9.8
State	14.7	14.1
Local	77.0	76.1
<b>Judicial (courts only)</b>	<b>100.0%</b>	<b>100.0%</b>
Federal	8.7	11.2
State	31.9	42.3
Local	59.4	46.5
<b>Prosecution and legal services</b>	<b>100.0%</b>	<b>100.0%</b>
Federal	15.8	19.5
State	26.7	27.0
Local	57.5	53.5
<b>Public defense</b>	<b>100.0%</b>	<b>100.0%</b>
Federal	3.5	3.8
State	45.3	45.0
Local	51.2	51.2
<b>Corrections</b>	<b>100.0%</b>	<b>100.0%</b>
Federal	3.6	4.4
State	61.6	61.6
Local	34.9	34.1
<b>Other justice activities</b>	<b>100.0%</b>	<b>100.0%</b>
Federal	6.8	11.2
State	66.2	65.0
Local	27.0	23.8

Note: Because of rounding, detail may not add to totals.

## State comparisons

Across the Nation, State and local governments spent \$218 per capita on justice activities (table 9). This ranged from less than \$100 per capita in Arkansas (\$97) and West Virginia (\$90) to more than \$300 per capita in four States and the District of Columbia: Nevada (\$315), California (\$316), New York (\$399), Alaska (\$541), and the District of Columbia (\$859).

Twelve States and the District of Columbia had higher than average State and local per capita expenditures. In addition to those listed above, the higher than average States were Arizona, New Jersey, Hawaii, Massachusetts, Delaware, Maryland, Michigan, and Florida.

Per capita justice expenditures varied by region: They were highest in the Northeast (\$276) and West (\$274) and lowest in the Midwest and South (\$176 and \$179, respectively).

In 1988, full-time equivalent employment in State and local justice was 57.7 persons per 10,000 population nationally (table 10). In proportion to its population, New York was the State with the most justice employees (89.6 per 10,000 population), followed by Alaska (88.9) and Nevada (77.9). (The District of Columbia had 169.8.) The States with the fewest were West Virginia with 35.3, North Dakota with 36.8, Iowa with 38.6, and Arkansas with 39.2.

The State and local government rankings on per capita employment closely resemble the expenditure rankings. All but 1 of the States with above-average expenditures had above-average employment per 10,000 population.

**Table 9. State and local justice system per capita expenditures, by State, fiscal year 1988**

Rank	State	Expenditures per capita
1	Dist. of Columbia	\$858.82
2	Alaska	540.53
3	New York	398.96
4	California	315.73
5	Nevada	314.64
6	Arizona	275.64
7	New Jersey	274.26
8	Hawaii	246.85
9	Massachusetts	246.04
10	Delaware	239.44
11	Maryland	236.09
12	Michigan	230.73
13	Florida	227.83
	<b>All State and local</b>	<b>217.72</b>
14	Oregon	214.23
15	Connecticut	214.06
16	Colorado	212.38
17	Wyoming	205.49
18	Illinois	201.48
19	Virginia	198.72
20	Rhode Island	195.23
21	New Mexico	192.67
22	Washington	190.92
23	Georgia	187.20
24	Wisconsin	178.00
25	Texas	174.50
26	Minnesota	170.77
27	Louisiana	169.61
28	Utah	166.97
29	Ohio	166.70
30	Kansas	161.85
31	Missouri	161.27
32	North Carolina	160.58
33	Pennsylvania	159.88
34	South Carolina	159.50
35	New Hampshire	156.94
36	Tennessee	154.50
37	Vermont	150.64
38	Maine	140.63
39	Alabama	136.92
40	Oklahoma	136.31
41	Nebraska	134.98
42	Kentucky	133.17
43	Idaho	132.32
44	Montana	129.76
45	Iowa	124.79
46	Indiana	123.88
47	South Dakota	115.93
48	North Dakota	106.40
49	Mississippi	100.46
50	Arkansas	97.32
51	West Virginia	89.51

**Table 10. State and local justice system full-time equivalent employment per 10,000 population, by State, October 1988**

Rank	State	Full-time equivalent employment per 10,000 population
1	Dist. of Columbia	169.8
2	New York	89.6
3	Alaska	88.9
4	Nevada	77.9
5	New Jersey	76.1
6	Arizona	75.2
7	Florida	69.3
8	Delaware	68.9
9	Maryland	64.9
10	Hawaii	64.5
11	New Mexico	63.0
12	Wyoming	62.9
13	Louisiana	62.1
14	Georgia	60.2
15	California	58.6
16	Massachusetts	58.7
	<b>All State and local</b>	<b>57.7</b>
17	Virginia	57.1
18	Illinois	56.6
19	South Carolina	55.5
20	Texas	55.3
21	Colorado	54.3
22	Michigan	54.2
23	Kansas	54.0
24	Missouri	53.2
25	Rhode Island	52.0
26	Oregon	51.8
27	Tennessee	51.3
28	North Carolina	50.7
29	Connecticut	49.8
30	Oklahoma	48.8
31	Washington	48.7
32	Wisconsin	47.9
33	Alabama	47.5
34	Ohio	47.4
35	Pennsylvania	46.6
36	Nebraska	46.4
37	Montana	46.3
38	Idaho	45.7
39	Vermont	45.2
40	New Hampshire	44.6
41	Indiana	44.3
42	South Dakota	44.2
43	Utah	43.1
44	Kentucky	43.0
45	Maine	42.5
46	Minnesota	41.5
47	Mississippi	40.5
48	Arkansas	39.2
49	Iowa	38.6
50	North Dakota	36.8
51	West Virginia	35.3

Nationally, 6.5% of all State and local spending was devoted to civil and criminal justice. About half of this was for police protection (3%), followed by corrections (2.2%) 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 3.3% in North Dakota to a high of 9.1% in Nevada. (The District of Columbia allotted 11% of its total expenditure to justice activities.)

State governments spent 6.1% of their total direct expenditures for all functions on criminal and civil justice (table 12). Of the total, 3.5% went for corrections; 1.3% went for the combined judicial activities of courts, prosecution and legal services, and public defense; and 1.2% went for police protection.

**Table 11. Percent of State and local total direct expenditures for justice activities, by State, fiscal year 1988**

Rank	State	Percent for justice activities			
		Total	Police protection	Judicial and legal services	Corrections
1	Dist of Columbia	11.0%	4.0%	1.9%	5.0%
2	Nevada	9.1	3.5	1.7	3.9
3	California	8.1	3.3	1.7	3.1
4	New York	8.0	3.6	1.5	2.8
5	Arizona	7.7	3.4	1.6	2.7
6	Florida	7.7	3.7	1.5	2.4
7	New Jersey	7.4	3.6	1.5	2.2
8	Hawaii	7.4	3.2	2.2	2.0
9	Maryland	7.2	3.1	1.3	2.8
10	Virginia	6.9	3.0	1.2	2.6
11	Delaware	6.7	3.0	1.5	2.1
12	Missouri	6.6	3.4	1.3	2.0
13	Illinois	6.6	3.8	1.1	1.7
<b>All State and local</b>		<b>6.5</b>	<b>3.0</b>	<b>1.3</b>	<b>2.2</b>
14	Michigan	6.5	2.8	1.3	2.3
15	Oregon	6.3	2.5	1.8	1.8
16	Massachusetts	6.3	3.1	1.4	1.7
17	Colorado	6.2	3.0	1.3	1.9
18	New Mexico	6.1	2.7	1.1	2.2
19	Georgia	6.1	2.6	1.1	2.4
20	Connecticut	6.0	3.2	1.3	1.4
21	Texas	6.0	2.7	1.2	2.0
22	New Hampshire	5.9	3.1	1.4	1.4
23	South Carolina	5.8	2.5	.7	2.6
24	Louisiana	5.8	2.6	1.2	2.0
25	North Carolina	5.7	2.7	.8	2.1
26	Rhode Island	5.7	3.1	1.3	1.3
27	Kansas	5.6	2.7	1.1	1.8
28	Wisconsin	5.5	2.9	1.2	1.4
29	Ohio	5.4	2.4	1.1	1.9
30	Pennsylvania	5.4	2.5	1.2	1.6
31	Idaho	5.3	2.5	1.4	1.4
32	Alabama	5.2	2.4	1.2	1.6
33	Kentucky	5.2	2.1	1.1	1.9
34	Alaska	5.1	2.1	1.5	1.5
35	Oklahoma	5.0	2.4	1.0	1.7
36	Utah	5.0	2.4	1.1	1.5
37	Tennessee	5.0	2.2	.9	1.9
38	Indiana	4.9	2.4	.9	1.6
39	Washington	4.8	2.2	1.0	1.6
40	Maine	4.7	2.4	.9	1.5
41	Vermont	4.6	2.1	1.1	1.4
42	Arkansas	4.5	2.2	.8	1.4
43	Iowa	4.3	2.1	1.1	1.1
44	South Dakota	4.3	2.2	1.0	1.1
45	Minnesota	4.3	2.0	1.1	1.3
46	Wyoming	4.3	2.1	.9	1.1
47	Montana	4.1	2.0	.9	1.1
48	Mississippi	4.0	2.0	.8	1.1
49	Nebraska	3.9	2.0	.8	1.0
50	West Virginia	3.4	1.6	.9	.8
51	North Dakota	3.3	1.6	1.1	.6

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

**Table 12. Percent of State government total direct expenditures for justice activities, by State, fiscal year 1988**

Rank	State	Percent for justice activities			
		Total	Police protection	Judicial and legal services	Corrections
1	North Carolina	8.9%	1.9%	1.8%	4.9%
2	Florida	8.7	1.3	2.3	4.8
3	Arizona	8.1	2.1	.9	5.1
4	Nevada	8.1	1.2	.8	6.1
5	Delaware	7.9	2.1	2.2	3.5
6	California	7.5	1.6	.5	5.3
7	Maryland	7.4	1.3	1.6	4.4
8	New York	7.3	.8	2.4	4.0
9	Virginia	7.0	1.5	1.4	4.0
10	Georgia	6.9	1.6	.6	4.6
11	New Mexico	6.9	1.3	2.0	3.5
12	Oregon	6.8	1.2	3.2	2.3
13	South Carolina	6.7	1.6	.5	4.5
14	Massachusetts	6.7	1.3	2.5	2.9
15	Kansas	6.5	1.0	1.7	3.8
16	Missouri	6.4	1.3	1.5	3.6
17	Colorado	6.3	.9	2.0	3.3
18	Connecticut	6.3	1.4	2.2	2.7
<b>All State governments</b>		<b>6.1</b>	<b>1.2</b>	<b>1.3</b>	<b>3.5</b>
19	Michigan	6.1	1.1	.8	4.2
20	Alaska	6.1	1.5	2.3	2.4
21	Kentucky	5.9	1.3	1.8	2.7
22	New Jersey	5.9	1.5	1.3	3.1
23	Vermont	5.8	1.8	1.6	2.3
24	Utah	5.7	1.6	1.2	2.8
25	Tennessee	5.5	.9	.9	3.8
26	Illinois	5.4	1.2	1.0	3.1
27	Texas	5.4	1.1	.5	3.7
28	New Hampshire	5.4	1.2	2.4	1.8
29	Oklahoma	5.3	1.1	1.2	3.0
30	Alabama	5.2	1.1	1.6	2.4
31	Hawaii	5.1	.2	2.3	2.6
32	Iowa	5.0	1.2	1.8	2.1
33	Rhode Island	4.9	.9	1.8	2.2
34	Nebraska	4.8	1.4	1.0	2.4
35	Indiana	4.8	1.3	.6	2.9
36	Louisiana	4.7	1.1	.8	2.7
37	South Dakota	4.7	1.5	1.3	2.0
38	Wyoming	4.6	1.1	1.1	2.0
39	Maine	4.6	1.3	1.2	2.0
40	Wisconsin	4.4	.7	1.1	2.6
41	Ohio	4.4	.8	.5	3.1
42	Mississippi	4.1	1.3	.6	2.2
43	Idaho	4.1	1.2	1.0	1.8
44	Washington	4.1	1.0	.6	2.5
45	Pennsylvania	3.8	1.3	.7	1.8
46	Arkansas	3.8	1.0	.6	2.0
47	Montana	3.3	1.1	.5	1.5
48	Minnesota	3.2	.8	.8	1.6
49	West Virginia	2.9	1.0	.9	1.0
50	North Dakota	2.4	.6	1.0	.8

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

## Definitions 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., 1988* 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 as well as the purchase of supplies, materials, and contractual services) and "capital outlay" (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, 1988. 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 resultant quotient to the number of full-time employees.

In previous reports in this series, a different methodology was used to compute this statistic, affecting comparability over time. 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 1988.

**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, a sheriff's department, the State police, or a Federal law enforcement agency 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 used in reports from the BJS *Justice Expenditure and Employment Extracts* series. The "judicial" category in the Extracts reports also includes "prosecution and legal services" and "public defense," which are 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 as well as 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 category. 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.

Appendix table 1. State and local justice system total expenditures (direct and intergovernmental), by activity and State, fiscal year 1988

State	Expenditures in thousands of dollars						
	Total justice system	Police protection	Judicial (courts only)	Prosecution and legal services	Public defense	Corrections	Other justice activities
Total	\$53,516,609	\$24,401,411	\$6,459,821	\$3,276,822	\$1,012,832	\$17,982,275	\$383,461
Alabama	561,644	257,669	90,443	30,261	6,213	172,744	4,314
Alaska	283,240	116,722	35,418	42,805	6,535	81,661	0
Arizona	961,724	423,230	110,162	70,715	23,628	332,749	1,240
Arkansas	233,078	113,454	28,928	13,118	1,747	71,018	4,813
California	8,939,614	3,650,529	971,978	611,822	239,689	3,394,647	70,950
Colorado	701,062	335,977	76,242	58,049	16,739	212,580	1,474
Connecticut	692,068	373,023	90,371	49,400	10,251	166,094	2,929
Delaware	158,031	70,104	26,645	6,917	2,172	50,140	2,054
Dist. of Columbia	529,894	183,883	60,758	12,942	19,978	240,097	2,240
Florida	2,810,272	1,348,733	324,537	157,298	69,726	871,671	38,307
Georgia	1,187,219	500,547	158,605	50,113	8,458	460,851	8,646
Hawaii	271,040	115,699	46,343	29,194	4,500	71,989	3,316
Idaho	132,715	62,330	22,262	10,985	2,754	33,929	455
Illinois	2,339,975	1,335,938	237,543	128,152	28,895	595,705	13,742
Indiana	688,290	337,307	83,633	38,359	6,285	220,324	2,382
Iowa	353,651	172,547	49,244	25,947	13,495	92,183	234
Kansas	404,077	191,630	50,121	27,685	3,825	129,492	1,323
Kentucky	496,330	202,512	69,693	31,851	5,047	182,456	3,870
Louisiana	747,619	337,171	114,180	38,354	2,958	252,422	2,534
Maine	169,464	84,827	19,338	10,004	1,420	53,004	870
Maryland	1,091,219	469,268	128,501	47,751	19,065	417,898	8,736
Massachusetts	1,448,933	712,570	197,040	91,118	37,603	402,372	8,230
Michigan	2,131,971	918,558	306,660	106,731	27,412	770,865	1,746
Minnesota	735,496	343,984	86,304	65,195	17,102	212,018	893
Mississippi	263,213	135,022	38,827	13,657	1,398	73,894	415
Missouri	829,103	423,875	109,635	39,876	8,764	245,584	1,369
Montana	104,457	50,020	12,613	8,093	1,750	28,991	2,989
Nebaska	216,231	109,974	28,741	15,294	2,929	58,255	1,037
Nevada	331,632	125,589	34,012	22,402	6,109	143,475	44
New Hampshire	170,275	91,150	24,267	10,970	4,742	39,097	49
New Jersey	2,117,568	1,038,246	225,212	168,609	44,954	638,597	1,949
New Mexico	290,358	130,458	28,026	21,026	5,511	104,263	1,075
New York	7,144,927	3,259,295	748,534	406,390	150,846	2,495,522	84,340
North Carolina	1,041,998	491,158	103,316	43,933	4,517	385,519	13,555
North Dakota	70,971	34,502	13,740	8,127	1,087	13,499	16
Ohio	1,809,484	792,289	248,363	106,712	24,781	633,424	3,925
Oklahoma	441,909	209,800	42,364	39,079	2,207	148,459	0
Oregon	592,773	233,302	87,228	52,148	26,379	174,810	8,909
Pennsylvania	1,918,775	903,117	311,888	99,018	27,934	563,787	7,030
Rhode Island	193,868	104,494	25,709	15,075	2,654	45,709	226
South Carolina	553,477	233,559	49,099	16,375	3,666	246,584	4,195
South Dakota	82,659	41,663	10,725	7,597	1,280	21,387	7
Tennessee	756,257	333,460	96,368	34,199	10,501	281,211	517
Texas	2,938,736	1,313,606	362,570	183,372	33,664	997,829	47,695
Utah	282,177	135,365	34,951	21,400	2,518	85,578	2,365
Vermont	83,907	38,643	10,678	6,617	2,943	24,472	554
Virginia	1,195,297	527,541	147,357	48,122	15,195	448,627	8,454
Washington	887,377	397,605	108,116	62,499	21,537	286,912	708
West Virginia	167,924	80,702	30,966	10,519	3,476	41,619	642
Wisconsin	864,211	451,254	108,413	53,990	23,529	224,434	2,592
Wyoming	98,430	47,505	13,155	6,858	1,588	25,828	3,496

Note: Because of rounding, detail may not add to totals.

Appendix table 2. State and local justice system full-time equivalent employment, by activity and State, October 1988

State	Full-time equivalent employment						
	Total justice system	Police protection	Judicial (courts only)	Prosecution and legal services	Public defense	Corrections	Other justice activities
Total	1,417,129	680,638	178,247	82,611	12,993	456,841	5,799
Alabama	19,468	10,312	2,805	1,103	9	5,180	59
Alaska	4,657	1,928	645	435	85	1,554	0
Arizona	26,230	10,315	3,120	1,627	378	10,769	21
Arkansas	9,379	4,875	1,222	406	49	2,772	55
California	168,654	75,043	20,043	12,457	2,677	57,561	873
Colorado	17,916	9,141	2,156	1,204	254	5,118	43
Connecticut	16,101	9,282	1,749	948	220	3,814	88
Delaware	4,548	1,841	866	191	72	1,554	24
Dist. of Columbia	10,477	4,600	1,180	398	25	4,245	29
Florida	85,482	39,853	9,075	4,729	1,694	29,051	1,080
Georgia	38,195	18,118	5,237	1,275	112	13,393	60
Hawaii	7,077	3,122	1,206	847	98	1,724	80
Idaho	4,588	2,305	783	359	33	1,097	11
Illinois	65,695	36,925	7,821	3,492	1,050	16,321	86
Indiana	24,579	12,072	3,276	1,565	210	7,407	49
Iowa	10,951	5,631	1,605	698	60	2,947	10
Kansas	13,438	6,506	1,779	811	59	4,266	17
Kentucky	16,042	7,234	2,371	1,013	175	5,220	29
Louisiana	27,366	13,349	3,682	1,271	64	8,946	54
Maine	5,126	2,914	395	276	0	1,518	23
Maryland	29,980	13,351	4,012	1,345	510	10,558	204
Massachusetts	34,591	18,475	4,894	1,782	204	9,116	120
Michigan	50,057	22,873	7,608	2,131	97	17,316	32
Minnesota	17,857	8,798	2,385	1,521	386	4,752	15
Mississippi	10,601	5,616	1,351	380	24	3,227	3
Missouri	27,284	14,037	3,813	1,249	228	7,929	28
Montana	3,710	1,799	484	280	14	1,092	41
Nebraska	7,428	3,696	1,006	423	43	2,237	23
Nevada	8,206	3,379	945	592	107	3,182	1
New Hampshire	4,838	2,978	613	208	0	1,037	2
New Jersey	58,723	29,049	7,633	4,441	1,043	16,532	25
New Mexico	9,489	4,520	952	545	120	3,342	10
New York	160,371	77,571	15,064	10,251	695	55,935	855
North Carolina	32,880	16,259	3,512	940	147	11,578	444
North Dakota	2,441	1,280	440	210	0	511	0
Ohio	51,430	23,780	8,547	3,213	385	15,447	58
Oklahoma	15,810	7,593	1,572	1,102	73	5,470	0
Oregon	14,306	6,221	1,892	1,307	24	4,712	150
Pennsylvania	55,844	26,199	10,801	2,646	572	15,484	142
Rhode Island	5,168	2,638	722	347	62	1,190	9
South Carolina	19,241	8,641	1,945	498	64	7,977	116
South Dakota	3,139	1,569	372	203	13	982	0
Tennessee	25,102	12,205	3,275	941	125	8,550	6
Texas	93,068	43,745	11,684	5,590	55	31,469	525
Utah	7,283	3,793	909	450	3	2,116	12
Vermont	2,514	1,254	282	142	60	760	16
Virginia	34,336	15,500	3,507	1,150	104	13,932	143
Washington	22,810	10,398	2,900	1,737	103	7,466	6
West Virginia	6,606	3,352	1,179	387	9	1,679	0
Wisconsin	23,239	12,905	2,531	1,347	360	6,034	62
Wyoming	3,008	1,598	401	148	29	772	60

Note: Because of rounding, detail may not add to totals. 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.

## 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, and all State governments, all county governments, and all municipalities (and townships in the 6 New England States, the 3 Middle Atlantic States, Michigan, and Wisconsin) having a 1980 population of 10,000 or more and for a sample of the remaining municipalities and townships. A total of 8,302 local governments were included in the survey panel (3,041 county governments, 4,296 municipalities, and 965 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, 72 counties, and 49 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 *The Budget of the United States Government for the fiscal year 1990, Appendix*. For 1985 and 1988, 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 the U.S. Bureau of the Census, *Governmental Finances in 1987-88*, 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, worker's 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., 1988* (final report). Data in that report will be presented in greater geographic, functional, and financial detail.

The deflation procedures to produce constant 1988 dollars are described in the *Technical Appendix: Report to the Nation on Crime and Justice, 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:

- noneducation compensation (for payroll)
- structures (for capital outlay)
- the purchase of nondurable goods (for prorated portion of balance)
- the purchase of services other than compensation (for prorated portion of balance).

The second deviation was that the 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 3 years in the analysis:

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

The practical effect of this is minimal. The previous method somewhat understates the adjusted figures, while the current method 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 on the change in per capita constant dollars and on comparisons between criminal justice functions, it was determined that the additional computations and estimations of missing data were unwarranted.

Trend comparisons between the data in this report and reports covering data for 1980 through 1986 in the *Justice Expenditure and Employment Extracts* series are complicated by differences in methodology. These differences are described in the BJS reports for these years and in the final BJS survey reports for 1985 and 1988. In making trend comparisons, users should limit their analysis to one of the two sources:

- long-term trends for 1971-79, 1985, and 1988 from the *Justice Expenditure and Employment* series
- recent year-to-year trends from the 1980-86 *Justice Expenditure and Employment Extracts* reports.

## Further reading

To obtain other BJS Justice expenditure and employment reports or to be added to the BJS Bulletin and/or Expenditure and Employment mailing lists, write to the Justice Statistics Clearinghouse /NCJRS Box 6000, Rockville, MD 20850. (301-251-5500 or toll-free 800-732-3277).

Other reports of interest include —

- *Report to the Nation on crime and justice: second edition*, 3/88, NCJ-105506
- Technical appendix: *Report to the Nation on crime and justice, second edition*, 7/88, NCJ-112011
- *Justice variable passthrough data, 1988: Anti-drug abuse formula grants*, 2/90, NCJ-120070
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- *Justice expenditure and employment in the U.S., 1979* (final report), 12/83, NCJ-87242 (and annual volumes from 1971 to 1978)
- *Justice expenditure and employment 1971-79*, 11/84, NCJ-92596
- *Justice expenditure and employment extracts: 1984, 1985, and 1986*, NCJ-124139 (forthcoming)
- *Justice expenditure and employment extracts: 1982 and 1983*, 6/88, NCJ-106629
- *Justice expenditure and employment extracts: 1980 and 1981*, 3/85, NCJ-96007.

Bureau of Justice Statistics Bulletins are prepared principally by the staff of BJS. This Bulletin was written by Sue A. Lindgren, BJS statistician, assisted by Rhonda C. Keith, BJS intern. It was edited by Thomas Hester and Yvonne Boston. Marilyn Marbrook, publications unit chief, administered production, assisted by Donna Oliphant, Jayne Pugh, and Mildred Shuebrooks. At the Census Bureau, Diana Cull, Sheryl Jones, Victoria E. Campbell, and Linda Humphreys provided technical support services for the report's preparation.

July 1990, NCJ-124132

The Assistant Attorney General, Office of Justice Programs, coordinates the activities of the following offices and bureaus: Bureau of Justice Statistics, National Institute of Justice, Bureau of Justice Assistance, Office of Juvenile Justice and Delinquency Prevention, and Office for Victims of Crime.

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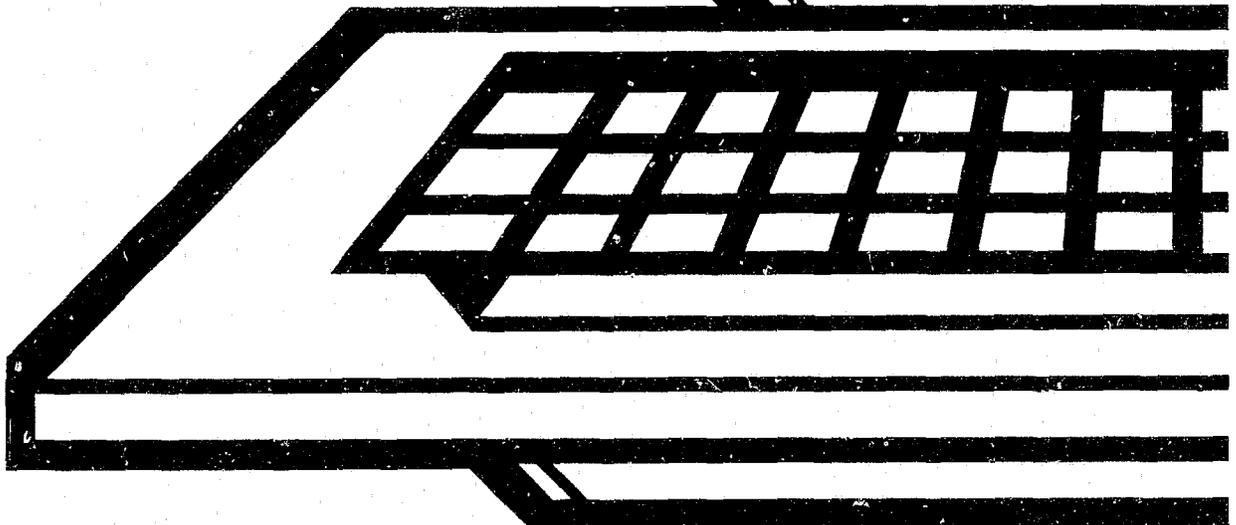
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