

Ohio State- and Local-Government Payroll and Expenditure

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This report examines recent data on state- and local-government employment, payroll, and spending in Ohio and in the rest of the nation. To be specific, this project is a systematic examination of 21 distinct state- and local-government service categories for fiscal year 2006-07. Two subcategories for five of these state- and local-government functions are also examined. Altogether 31 service categories and subcategories are examined. These public services are examined at both the local-government level and at the state-government level.

Particular emphasis is placed on the issues of possible excess costs and possible unnecessary redundancy in the provision of state- and local-government services in Ohio. The presence of possible excess costs in the provision of public services is identified by comparing Ohio's levels of payroll, employment, and expenditure to those in the rest of the nation and to nearby states. Such a simplistic method clearly cannot prove the existence of waste in the provision of Ohio's public services. Cost factors and service levels and quality can differ across states. Thus, this study only identifies the presence of *possible* excess costs. The intention is to suggest service areas that may deserve closer inspection.

Several cost measures are examined to provide as clear a picture as possible of Ohio's provision of state- and local-government services compared to the rest of the nation. For example, levels of state- and local-government payroll and expenditure as a percentage of state personal income are presented. State- and local-government employment per capita is also shown. In some spending categories, such as public welfare, highways, and health, it is appropriate to calculate expenditure net of federal government transfers. It is important to compare the various measures to ensure that the findings are consistent. Wherever possible, the analysis of each of the state- and local-government services attempts to control for potentially important confounding influences. For instance, when examining police payroll and expenditure, it is important to control for differences in crime rates across states. When examining primary and secondary education, it is important to control for the number of students in each state.

A systematic analysis of 31 state- and local-government service categories and subcategories is an ambitious undertaking. Indeed, it may be overly ambitious. There are numerous ways that this analysis provides only an incomplete picture of Ohio's provision of specific public services. All of the potentially important issues simply cannot be addressed within one study. Thus, this report makes no claim that any specific government service in Ohio is adequately studied here.

In other words, this report cuts a wide, but shallow, path in analyzing Ohio's public spending policies. Despite the obvious limitations of this approach, there are important advantages. As will hopefully become apparent in the following report, to adequately understand Ohio's provision of public services it is crucial to examine the individual functions. There is limited value in just examining the aggregate totals. Moreover, examination of specific state- and local-government services in isolation provides an incomplete picture of the difficult fiscal choices facing the state.

Measures

Understanding relative levels of state- and local-government services and costs is made more difficult by the multitude of legitimate ways of presenting the results. There is no single measure that is unambiguously the best way to examine the data. For example, some studies examine state and local governments combined, while other studies only examine local governments. Some articles emphasize government spending per capita, while others emphasize government spending per dollar of state income. Some publications emphasize government employment, and others emphasize government expenditure. Moreover, reasonable arguments can usually be made for using each of these measures.

To the extent possible, this study uses a consistent framework to examine each category of state- and local-government employment and spending. A consistent analytical framework is applied to each government service category for three important reasons. First, a consistent methodology is easier to understand and follow than a changing one. Second, a consistent framework facilitates comparison across categories. Third, by eliminating the choice of measure to emphasize, the potential for subjectivity is reduced. Thus, the choice of measures is guided primarily by the ability to apply them consistently across states and across categories of government services.

For various reasons, though, it is inappropriate to only apply a uniform framework to every government service category. Services usually differ in important dimensions. Thus, some extensions to the basic framework are necessary to best illuminate how the service is being provided. For example, the availability of data allows examination of subcategories of services in some instances, but not in others. Some services are provided exclusively by local governments or by state government, while others services are provided at both levels.

Also, for some, but not all, services there are obvious ways to improve the measures of services and costs. Indeed, an ideal measure would be the cost per unit of output. Moreover, an ideal measure such as this would also account for differences in service quality and differences in prices across states. Such data do not exist, which is part of the reason why there are various (imperfect) measures of government costs. In some instances, though, data are available to construct rough measures of cost per unit of output. In education, for instance, are available to examine cost per student. In corrections one can examine cost per inmate. In highways one can examine cost per mile of roads.

Except for the handful of cases where there are obvious better measures such as those above, this study emphasizes three measures of state- and local-government costs: payroll as a percentage of state personal income, full-time equivalent (FTE) employment per capita, and net expenditure¹ as a percentage of state personal income. Fortunately,

¹ To be specific, net direct expenditure is examined in the case of state governments. That is, state grants to local governments are not included.

these measures usually yield a fairly consistent picture. There are some important exceptions, however.

There is clear reason to emphasize expenditure. Expenditure is the bottom-line contribution to the tax burden. There are a few potential problems with just looking at expenditure, though. Cost can vary for reasons other than inefficiency. First, state differences in the cost of living can clearly create differences in service cost. Labor and land are clearly more expensive in Connecticut than in New Mexico. Similarly, one would think that Maine winters create higher costs of maintaining highways than winters in Florida. Second, some expenditure categories include transfer payments, such as welfare programs and college scholarships. Although transfer payments obviously contribute to the tax burden, they do not indicate possible inefficiency in providing government services. Third, some expenditure categories include federal programs administered through states, such as Medicaid. Federal programs administered through states do not indicate possible inefficiency in providing state and local services.

This study, however, attempts to remove the influence of federal programs by reporting expenditure net of intergovernmental transfers from the federal government.² Attempt is also made to remove some of the influence of cost-of-living differences by reporting net expenditure as a percentage of state personal income.³ All else the same, income is higher in higher-cost regions. A second reason for emphasizing expenditure as a percentage of income, as opposed to per capita, is that economic choices depend on income. To emphasize only net expenditure per capita is like assuming every family has the same quality of housing regardless of income.

FTE employment, however, is reported per capita rather than per dollar of state income because wage rates differ considerably across states.⁴ FTE employment has both important advantages and disadvantages. It has the advantage of being the closest thing to a physical measure of inputs into the production of government services. Thus, relative FTE employment provides a somewhat direct indication of possible redundancy and excess costs in service provision. It also avoids the problem of transfer payments that are included in expenditures. FTE employment has potential problems, though. Real wages differ across states, thus it may be rational, not inefficient, for low-wage states to employ relatively more workers in state and local government (similarly, in some instances such as fire protection in rural areas, some employment is essentially volunteer labor). On the other hand, though, not all workers are equally productive. A FTE employee with an advanced degree is not the same as one without (this appears to be particularly important for teachers).

² In several instances there are notable discrepancies between gross and net expenditure. In these cases both measures are reported.

³ State personal income data are from the U.S. Bureau of Economic Analysis. Income from third quarter 2006 through second quarter 2007 are matched to the FY2007 data. This study follows the Census Bureau's approach of using state personal income to normalize state spending levels. Arguments could be made for using other measures of income such as gross state product. To confine the analysis to a reasonable dimension, only the most standard approach is followed.

⁴ Population data are from the U.S. Census Bureau, Population Division. Population estimates for July 1, 2006 and July 1, 2007 are averaged and matched to the FY2007 data.

For these reasons, payroll⁵ as a percentage of state personal income receives the most emphasis in this study, particularly in regard to measuring possible unnecessary redundancy. This measure at least partly accounts for state differences in the cost of living, real wages, and worker qualifications. It also does not include transfer payments, and does not include federal intergovernmental transfers for the most part.

This study also puts the most emphasis on combined state- and local-government payroll, employment, and net expenditure. State- and local-government costs are also examined separately, but are not generally emphasized. The reason is that there are some important instances of variation in the jurisdiction of services. For example, elementary and secondary education is typically provided at the local level. In Hawaii, however, it is provided at the state level. Thus, if one only looks at local government expenditure, then Hawaii appears to have by far the leanest public education system in the country. But this would clearly be a silly conclusion. Although, this is an extreme example, there are numerous instances of these types of jurisdictional differences.

Duplication

A reason to suspect that there could be excess costs in providing public services in Ohio is its seemingly fragmented nature of local government. Too much fragmentation can cause unnecessary duplication in providing services.

This idea is often referred to as economies of scale, which means that cost per unit decreases as the number of units increases. Clearly it would be prohibitively costly to have a fire station on every city block. There would be too much duplication of fire-protection services. Economies of scale only occur up to a point, though. At some level duplication is desirable. Clearly it would be incredibly ineffective to have only one fire station for the whole state. Thus, some fragmentation of government is desirable. Indeed, this is why there are local governments (rather than just state governments). But too much fragmentation can create costs that are higher than necessary.

There are two important problems in trying to identify unnecessary duplication of services. First, the desirable level of fragmentation will certainly vary depending on the service in question. There are clearly greater economies of scale, and hence a lower desirable level of duplication, in providing postsecondary education than in providing elementary education. Thus, evidence of excess costs from unnecessary duplication of services in one category does not necessarily imply excess duplication and costs in another service category.

Second, there often is no straightforward measure of the degree of duplication. The number of governments may seem like an obvious measure of duplication. It might not yield an accurate measure of duplication, though, because government sizes obviously vary considerably. For example, nine very small town governments and one large county government (ten governments) could provide a given level of services more effectively

⁵ Payroll data are collected in March only. To conform to income data the payroll data are converted into annual amounts.

than, say, five somewhat small town governments and one very small county government (six governments), even if there are sizable economies of scale. The reverse could also be true. It depends on the nature of the service in question.

Thus, with limited data, inferring the degree of duplication is problematic. This study uses two imperfect measures to try to quantify duplication in providing local-government services. The number of local governments providing a particular service is examined.⁶ As discussed in the preceding paragraph, this measure is far from ideal. This study also uses differences in payroll as a percentage of personal income as a rough measure of the degree of duplication. This measure quantifies the value of the labor used to provide the service. Obviously this is not an ideal measure either. Payroll relative to income can vary for reasons other than duplication of efforts.

State- and Local-Service Categories

The categories and subcategories of state- and local-government services are dictated by the availability of comparable cross-state data. The U.S. Census Bureau, Governments Division provides employment and payroll data for 41 categories and subcategories of services (31 categories and 10 subcategories). They provide direct expenditure data for 38 categories and subcategories (26 categories and 12 subcategories). Altogether, there are data for 49 categories and subcategories (31 categories and 18 subcategories).⁷ The latest year of complete data is FY2007.

Many of these 49 separate categories and subcategories are likely to indicate misleading picture of relative state- and local-government costs. For example, one of the larger categories is Hospitals, but states differ widely in their public/private mix of hospital services. Moreover, well over half of the costs of public hospitals are covered by direct charges. Well over half the costs of public utilities (water, electricity, gas) and transportation are financed through user charges as well. Moreover, there are also significant differences in their public/private mix across states. Thus, the following categories are not examined in this report: Hospitals; Air and Water Transportation; Water, Electricity, and Gas Utilities, Transit; and State Liquor Stores.

To confine the scope of this analysis to a manageable dimension, several additional categories and subcategories are not examined. The purpose of this report is to scrutinize the Ohio's provision of public services. Thus, social-insurance benefits and subcategories of Public Welfare expenditures are not examined. Public employee pensions are not examined either, because they are not assigned to specific public services. Interest on debt is not studied. Nor does this report examine current operations versus capital outlays as subcategories of expenditures.

⁶ A local government is counted as providing service in a category if, according to the Census Bureau data, it has payroll in that category.

⁷ The Census Bureau's state- and local-government data are sorted by service category, not by government agency.

Just about all other state- and local-government costs are studied in this report. The 21 categories of state- and local-government services examined in this report are listed in Table 1. These account for 92.4% of total state- and local-government employment in Ohio, and 89.8% of total state- and local-government employment nationwide. The primary category excluded in Table 1 is Hospitals. Public hospital payroll is 6.21% of total state- and local-government payroll nationally, and 5.02% in Ohio. The other significant exclusions are Public Utilities (1.79% of the national total and 1.39% of the Ohio total) and Transit (1.70% of the national total and 1.02% of the Ohio total).

The 21 categories of services are divided into three types of service functions: those that are provided primarily by local governments, those that are provided primarily by state government, and those provided by both levels of government.

There are ten “local functions” in this report. For these categories at least three-fourths of combined state- and local-government payroll is local both nationally and in Ohio. These ten functions in decreasing order of importance (in Ohio) are Elementary and Secondary Education, Police Protection, Fire Protection, Other Government Administration, General Public Buildings (measured as a percentage of total expenditure, not payroll, in Table 1), Parks and Recreation, Libraries, Sewerage, Housing and Community Development, and Solid Waste Management. Altogether, these local functions account for 54.5% of total state- and local-government payroll in Ohio, and 53.5% across the country.

Five of the service categories are classified as “state functions”. These five functions in decreasing order of importance are Higher Education, Corrections, Natural Resources, Other Education, and Employment Security Administration. With the exception of Corrections nationally, at least two-thirds of combined state- and local-government payroll is state for these service categories. Together these state functions account for 18.7% of the total government payroll in Ohio, and 19.4% nationally.

The remaining six service categories are “mixed functions”. In either Ohio or across the nation, at least one-third and no more than two-thirds of the combined state- and local-government payroll is local. These functions in decreasing order of importance (in Ohio) are Public Welfare, Highways, Health, Judicial and Legal, Financial Administration, and the catch-all category Other and Unallocable.

Overall, Ohio provides these public services slightly more at the local level than the rest of the nation. 73.9% of the combined payroll in these 21 service categories is at the local level, compared to the national average of 72.3%.

Aggregate Totals

Table 2 shows total (after excluding the quasi-private enterprises public hospitals, public utilities, public transit, and state liquor stores)⁸ state- and local-government payroll as a percentage of personal income, FTE employment per capita, net expenditure as a

⁸ The conclusions for Ohio, unlike some other states, are essentially the same when including quasi-private enterprises.

percentage of personal income, and the number of local governments per capita. The FY2007 Census Bureau data for Ohio report payroll in 88 counties, 2,226 cities and towns, 587 special districts, and 736 school districts. Ohio has 30.6% more local governments per person than in the rest of the country, but 10.5% less than the average of the six comparison states.

Table 3 shows state government payroll and local government payroll separately. Compared to other states, Ohio provides relatively more public services through the local governments than through state government. Total local-government payroll in Ohio is 10.0% above the national average, while state-government payroll is 2.5% below the national average. Compared to the average of the surrounding states, Ohio's local-government payroll is 17.5% higher and its state-government payroll is 16.6% lower.

Elementary and Secondary Education

Elementary and secondary education accounts for the largest share of state- and local-government payroll by far. Its share of total payroll is 38.7% in Ohio and 38.2% nationally. Essentially all of this government function is provided at the local level, both in Ohio and nationally (only nine state governments report any payroll in this category). The Census Bureau data indicate that 727 governments (all independent school districts) in Ohio had payroll in this category in FY2007.

As shown in Table 5, public elementary and secondary education net expenditure is 4.6% of state income in Ohio.⁹ This is 16.3% above the national average, and the 7th highest in the nation. This is higher than in five of the six comparison states, and is 13.5% above their average. In payroll as a percentage of state income, Ohio is 5.1% above the U.S. average, and 0.8% below the average of the comparison states. In FTE employment per capita, Ohio is 4.6% below the national average, and 5.5% below the average of the comparison states.

The discrepancy between relative payroll and employment is due to public K-12 education salaries being relatively high in Ohio compared to the rest of country and region. This conclusion may seem surprising given that average public education salaries (i.e., payroll divided by FTE employment) in Ohio is 0.8% below the national average in FY2007. But Ohio's per capita income in FY2007 is 10.0% below the national average, and the national average salary is driven to a large extent by the high nominal salaries in high-income/high-cost-of-living states such as California, Connecticut, Maryland, New Jersey, and New York. Ohio's average public education salary of \$42,784 is 23.0% greater than its per capita income of \$34,779, compared to a 11.7% difference nationally and a 15.6% difference in the comparison-state average. In terms of average education salary relative to its per capita income, Ohio is 6th highest in the nation (in the rest of the

⁹ Data on federal transfers to individual states for education are not separated into those for K-12 and those for higher education. Nationally about 96% of these intergovernmental transfers are for K-12. Thus, for simplicity all federal transfers to states for education are assumed to be for K-12.

region Michigan is the nation's highest, West Virginia is 4th, Pennsylvania is 11th, Indiana is 16th, etc.).¹⁰

Primary and secondary education payroll and employment data are separated into the subcategories Instructional and Other by the Census Bureau. The Instructional category includes not only teachers, but also principals, guidance councilors, and librarians. The Other subcategory includes administrative personnel, cafeteria workers, custodians, bus drivers, etc. As shown in Table 6, instructional employees account for more than three fourths of elementary and secondary education payroll.

Measures per student are probably better than measures per capita or relative to income. Indeed the correlation coefficients¹¹ between the number of students in each state and K-12 payroll, FTE employment, and net expenditure in each state are 0.968, 0.979, and 0.955, respectively.¹² Table 7 shows payroll, FTE employment, net expenditure, school districts, and schools per student.¹³ The Census Bureau data indicate that Ohio's FY2007 net expenditure is just under \$10,000 per student. This is 7.5% above the national average, and 16.2% above the comparison-state average. Ohio ranks 15th in this measure, despite having the nation's 29th highest per capita income.

Table 8 shows spending priorities in primary and secondary education.¹⁴ Ohio devotes 57.4% of its K-12 current expenditure to instruction, which is the 4th lowest proportion in the nation. This is matched by Ohio having the 4th highest proportion of its K-12 expenditure devoted to support services other than operations and maintenance and school and school district administration. Ohio also ranks high (the highest in the region) in the proportion of K-12 expenditure devoted to school and, particularly, school district administration.

¹⁰ This could be partly attributable to a relatively high proportion of Ohio's public school teachers having advanced degrees, and consequently, relatively high salaries. The Schools and Staffing Survey for 2003-04 from the U.S. Department of Education, National Center for Education Statistics indicates that 52.8% of Ohio's teachers have advanced degrees, compared to 48.1% nationally. In the proportion of teacher's with advanced qualifications, Ohio ranks 17th (although in this proportion Ohio is lower than five of the six comparison states).

¹¹ A correlation coefficient measures the strength of the relationship between two variables. A value of 1.0 indicates a perfect linear correlation; a value of -1.0 indicates a perfect inverse relationship; and a value of 0.0 indicates no correlation between the variables. Unless otherwise noted, all correlation coefficients reported in this study are statistically different from zero with at least 99% confidence.

¹² Observations from Alaska are not included when computing the correlation coefficients in this report. Alaska is clearly an outlier in terms of state and local government spending, presumably because of its high level of revenues from petroleum royalties.

¹³ Estimates of enrollment in academic year 2006-07 are from the U.S. Department of Education, National Center for Education Statistics.

¹⁴ These numbers are derived from data from the U.S. Department of Education, National Center for Education Statistics.

Police Protection

Police Protection is the 3rd largest state- and local-government payroll category. The Census Bureau data indicate that 872 governments in Ohio reported payroll for police services in FY2007: 783 cities and towns, all 88 counties, and the state.

As in the case of K-12 education, Ohio is relatively high in police payroll and expenditure (especially in comparison to the neighboring states), but relatively low in police employment. This is shown in Table 9. The discrepancy between relative payroll and employment is again due to public salaries being relatively high in Ohio. Average police salaries in Ohio is 7.4% below the national average, but the national average police salary is driven largely by the high nominal salaries in high-income/high-cost-of-living states such as California, Connecticut, Massachusetts, New Jersey, and New York. Ohio's average police salary of \$52,462 in FY2007 is 50.8% higher than its per capita income, compared to a 46.6% difference nationally and a 41.1% difference in the comparison-state average. In terms of average police salary relative to per capita income, Ohio is 9th highest in the nation (in the rest of the region Michigan is 6th, Pennsylvania is 11th, Kentucky is 21st, etc.).

Police protection is divided into the subcategories Police with Power of Arrest (police officers) and Other, which is support personnel such as dispatchers. As shown in Table 10, the ratio of police-officer payroll to support-personnel payroll in Ohio is 4.25 to 1, while the national average is 4.16 to 1 and the comparison-state average is 4.51 to 1.

An obvious possible driver of interstate differences in police expenditure is interstate differences in crime rates. There is a very strong correlation between police payroll and expenditure and the crime rate. The correlation coefficient between the number of crimes and police payroll in each state is 0.859, and 0.905 between both crimes and FTE police employment and crimes and police expenditures.¹⁵ Using data from the U.S. Department of Justice, Bureau of Justice Statistics for 2006 and 2007 indicates that Ohio ranks 21st in violent and property crimes per capita, and is 3.6% above the national average and 17.6% above the average of the comparison states.

Fire Protection

The Census Bureau data indicate that fire services in Ohio are provided by 705 governmental units: 641 cities and towns, 62 special districts, and two counties.

Other Government Administration

The category Other Government Administration includes all executive, administrative, and staff duties that do not fall under another specific function. Some examples are

¹⁵ Moreover, these very strong positive correlations are observed despite the deterrent effect of police protection on crime. That is, causation runs both ways between spending on police and crime, although in opposite directions. Thus, to the extent that police protection deters crime, the causal effect of crime on police spending is even greater than suggested by the observed correlation coefficients.

offices of county and municipal government chief executives such as mayors and town managers; central personnel administration; planning and zoning; record keeping; and town councils and boards. This is mostly a local government function both in Ohio and nationally. There is other government administration payroll in 2,160 governments in Ohio: 2,071 cities and towns, 88 counties, and the state.

The expenditure data (although not the payroll data) splits Other Government Administration into the subcategories Legislative and Other. The Legislative subcategory covers all expenditure on state legislatures, including research and investigative agencies and committees that report to the legislature. Other is everything else. Table 16 shows the Legislative and Other subcategories of other government administration expenditure as a percentage of income.

Parks and Recreation

The category Parks and Recreation covers expenditure and employment related to public parks and other public recreational and cultural-scientific facilities. This includes zoos, marinas, museums, and convention centers. The Census Bureau data indicate that parks and recreation in Ohio is provided by 466 governmental units: 360 cities and towns, 72 special districts, 33 counties, and the state.

Libraries

Public libraries are provided by 231 governments in Ohio: 142 school districts, 84 special districts, four counties, and one city.

Sewerage

Sewerage is the collection and treatment of sewage and other water pollution control. Sewerage services in Ohio are provided by 525 governmental units: 56 counties, 442 cities and towns, and 27 special districts.

Housing and Community Development

The category Housing and Community Development includes all construction, operation, and support of public and private housing developments, as well as community development. Housing and community development in Ohio is provided by 213 governmental units: 35 counties, 110 cities and towns, and 69 special districts.

Housing and Community Development is essentially a federal category administered locally. Federal funding is 71.3% of the national total in the category in FY2007. In Ohio, 80.0% of the housing and community development expenditure is federally funded. In the comparison states, 82.8% of the total is funded federally.

Table 22 shows housing and community development payroll, FTE employment, net expenditure, gross expenditure, and number of local governments. Gross expenditure

(i.e., inclusive of federal transfers) is included in this case because, unlike in most other cases, there are substantial differences between gross and net expenditure.

Solid Waste Management

Solid waste management is the collection and disposal of garbage and other solid wastes, as well as street cleaning. This one of the smallest state- and local-government payroll categories examined in this report. Solid waste management in Ohio is provided by 193 governmental units: 61 counties, 166 cities and towns, and 20 special districts.

General Public Buildings

The category General Public Buildings is the construction, equipping, maintenance, and operation of public buildings not assigned to specific functions. Some examples are general county office buildings, town halls, and other multi-purpose office buildings. There is no employment assigned to this function; thus there are only expenditure data for this category.

Higher Education

Higher Education is the second largest category of state- and local-government payroll. It is easily the largest category of state-government payroll. Most public higher education is provided by the state government, although 24 school districts in Ohio report payroll in higher education.

In addition to the usual measures, Table 25 also shows, for lack of a better term, the net state contribution for higher education as a percentage of personal income. A significant fraction of public higher education is financed through charges, such as tuition, fees, room and board, etc. Nationally in FY2007, states finance 56.8% of total higher education direct expenditure. On average in the surrounding states, state and local governments foot 47.8% of the total cost. In Ohio, state and local governments pay 40.1% of the total cost, which ranks 46th in the country (and ahead of only Indiana's 39.9% in the region).

Higher education payroll and employment data are separated into the subcategories Instructional and Other. The Instructional subcategory is personnel engaged in teaching and related academic research. The Other subcategory is everything else, such as administration, facilities maintenance, and support personnel. Instructional employees account for 47.5% of higher education payroll in Ohio, 46.4% nationally, and 49.3% on average in the comparison states.

Measures per student are probably preferable to measures relative to income or population. Despite the fact that universities have research and service missions beyond just teaching students, the correlation coefficients between the number of FTE students in public higher education payroll, FTE employment, expenditure, and net state contribution

are, respectively, 0.993, 0.984, 0.994, and 0.983.¹⁶ Table 27 shows higher education payroll, FTE employment, expenditure, and net state contribution per FTE student.

Corrections

Corrections covers prisons, jails, and other detention centers as well as probation officers and parole boards. It is the 4th largest category of state and local spending in terms of payroll. Corrections are mostly provided by state governments, although a significant fraction is provided by local governments. The Census Bureau data indicate that 150 local governments in Ohio had payroll in this category: 84 counties and 66 cities and towns.

Measures per inmate are more meaningful than measures relative to income or population, and these are shown in Table 30.¹⁷ The correlation coefficients between the number of inmates and corrections payroll, employment, and expenditure are, respectively, 0.879, 0.956, and 0.861.

Natural Resources

The category Natural Resources includes conservation, regulation, and promotion of natural resource industries. It also includes inspection of agricultural products. Some examples of things in this category are irrigation, drainage, flood control, soil conservation and reclamation; wetlands and watershed management; geological surveying and mapping; regulation of mineral resources including oil and gas drilling; dam and reservoir safety; and public education and technical assistance related to the above activities. Other examples are support and promotion of agricultural associations and fairs; agricultural boards; agricultural extension services; agricultural research; promotion, improvement, and control of livestock and dairy products; promotion of improved methods to store, pack, and label farm products; regulation of quality and safety of agricultural products; and protection of crops and livestock from natural hazards including predators.

Natural Resources is mostly a state function in Ohio and nationally. But 192 local governments in Ohio report payroll in this category: 71 counties, 21 cities and towns, and 100 special districts.

¹⁶ Estimates for FTE enrollment in public colleges in Fall 2006 are from the U.S. Department of Education, National Center for Education Statistics.

¹⁷ Numbers of (non-federal) prison inmates are the averages in 2006 and 2007 and are from the U.S. Department of Justice, Bureau of Justice Statistics. Many states (including Ohio) have some privately operated prisons. The costs of these private facilities are counted as state and local expenditure, but not payroll and employment. Thus, the payroll and employment measures are per inmate in public facilities, and the expenditure measure is per inmate in public and private facilities. Inmates in private facilities make up 5.9% of the total nationally and 4.1% in Ohio; thus it does not make much difference which inmate number is used.

Other Education

The small category Other Education includes training and education of the blind, deaf, or other handicapped; adult, vocational, or special education that operate outside of school systems; and educational activities not assignable to primary and secondary education or higher education. Some examples in this category are schools for the blind or deaf, adult education; vocational-technical schools offering less than two year certificate; and general supervision and services to elementary and secondary schools. Services in this category are exclusively state functions.

Employment Security Administration

Employment Security Administration is the administration of unemployment compensation and employment services. This does not include payment of unemployment benefits, which are counted in Insurance Trust expenditure. This is the smallest of the 19 state- and local-government service categories with payroll.

Perhaps the best way to study the cost of employment security administration is per unemployed person.¹⁸ The correlation coefficient between states' number of unemployed workers and employment security administration payroll is 0.862. For FTE employment it is 0.879. For gross expenditure it is 0.860. For net expenditure, though, the correlation coefficient is -0.044, and is not statistically different from zero. Thus, gross, rather than net, expenditure per unemployed worker is shown in Table 34.

Public Welfare

The category Public Welfare is the administration of welfare programs and expenditures on welfare benefits such as Medicaid, Temporary Assistance for Needy Families, etc. Public welfare is mostly administered at the local level in Ohio. Nationally, however, it is almost evenly divided between state and local governments. Public welfare is provided by 146 governments in Ohio: the state, all 88 counties, and 57 cities and towns.

Rough cost-per-unit measures can be constructed for public welfare. There is a very strong correlation between levels of public welfare and numbers of families headed by a single female. Obviously not all single mothers receive welfare benefits, but this is the predominant demographic group receiving public assistance. The correlation coefficients between states' numbers of single-female families and states' public welfare payroll, FTE employment, and net expenditure are, respectively, 0.860, 0.890 and 0.851.¹⁹ These correlations are noticeably higher than with other measures such as the poverty rate, the child poverty rate, etc.

¹⁸ The average numbers of unemployed civilians in 2006 and 2007 are from the U.S. Department of Labor, Bureau of Labor Statistics.

¹⁹ Estimates of numbers of single mothers are from the 2005 – 2007 American Community Survey.

Highways

The category Highways is the construction, maintenance, and operation of non-toll highways, roads, bridges, tunnels, ferry boats, and other transportation infrastructure. Highways is a decidedly mixed government category. This service is provided by 1,804 governments in Ohio: all 88 counties, 1,714 cities and towns, 2 special districts, and the state.

In the case of highways there are data that can be used to construct at least rough measures of cost per unit. To be specific, there are data on road miles, as well as road lane miles. There are also data on vehicle miles, and vehicle miles has the strongest correlation with highways cost. Evidently it is road use that drives highways costs the most. The correlation between states' vehicle miles and states' highways payroll, FTE employment, and net expenditure are 0.887, 0.917, and 0.954, respectively.²⁰

Health

The category Health is public-health programs. It does not include hospital care or public assistance in health (i.e., mostly Medicaid), which are included in other categories. Just about everything else to do with public health is included, such as public-health administration, health education, alcohol- and drug-abuse programs, health inspection, animal control, immunization programs, research, environmental health activities, etc.

Public-health services are mostly provided through the local governments in Ohio. Nationally, however, it is a more mixed category, with somewhat more than half of state- and local-health payroll being in local governments. Public-health services in Ohio are provided by the state government, 87 counties, 151 cities and towns, and 42 special districts.

Judicial and Legal

The Judicial and Legal category includes all court activities as well as public legal services. Judicial and legal services are mostly provided at the local level in Ohio, but it is more of a mixed category in the rest of the nation. Judicial and legal services are provided by 582 governments in Ohio: the state, all 88 counties, and 493 cities and towns.

As in the cases of police protection and corrections, the cost of judicial and legal services are likely to be driven to a large extent by the rate of crime. The correlation coefficients between states' number of crimes and their judicial and legal payrolls, employment, and expenditures are 0.866, 0.912, and 0.843, respectively. Thus, better measures of relative judicial and legal levels are per crime.²¹ These are shown in Table 45.

²⁰ Estimates of vehicle miles for 2007 are from the U.S. Department of Transportation, Office of Highway Policy Information.

²¹ Judicial and legal costs per arrest would seem to be more preferable measures, but the correlation coefficients between arrests and judicial and legal payroll, employment, and expenditure are somewhat

Financial Administration

Financial administration is tax assessment and collection, purchasing, budgeting, auditing, accounting, and other financial activities. According to the Census Bureau data, there is financial administration in 1,520 governments in Ohio: the state, all 88 counties, and 1,413 cities and towns.

Table 48 shows the numbers of local governments reporting tax revenues per 10,000 people in FY2002, which is that last year that these data are currently available from the U.S. Census Bureau, Governments Division.

Other and Unallocable

Other and Unallocable is a leftover category for activities that are multifunctional or not allocable to a specific function. Some examples are National Guard, insurance premiums, judgments and compensation, administration of multifunctional agencies, economic development, voter registration and elections, etc. In Ohio there are 712 governments with payroll in this category: the state, 87 counties, 618 cities and towns, and 6 special districts.

weaker. Moreover, there appear to be some anomalies in the arrest data (such as the number of arrests exceeding the number of crimes in some states). The arrest data has become available only relatively recently, thus they may not be as reliable as the crime data that have been collected for decades.

Table 1
Percentages of Total State- and Local-Government Payroll

	<u>Ohio</u>		<u>United States</u>	
Local Functions				
Elementary & Secondary Education	38.72%	(100%)	38.18%	(99.1%)
Police Protection	6.24%	(91.1%)	6.86%	(88.4%)
Fire Protection	3.33%	(100%)	2.73%	(100%)
Other Government Administration	1.64%	(89.3%)	1.76%	(79.1%)
General Public Buildings	1.49%	(80.0%)	1.81%	(74.8%)
Parks & Recreation	1.21%	(92.0%)	1.28%	(86.7%)
Libraries	1.17%	(100%)	0.61%	(99.5%)
Sewerage	1.10%	(100%)	0.82%	(98.2%)
Housing & Community Development	0.66%	(100%)	0.66%	(100%)
Solid Waste Management	0.45%	(100%)	0.60%	(97.4%)
State Functions				
Higher Education	13.07%	(7.5%)	12.83%	(17.1%)
Corrections	4.09%	(29.9%)	4.38%	(35.6%)
Natural Resources	0.62%	(23.2%)	1.10%	(20.0%)
Other Education	0.53%	(0.0%)	0.58%	(0.0%)
Employment Security Administration	0.39%	(0.0%)	0.49%	(0.0%)
Mixed State & Local Functions				
Public Welfare	3.98%	(83.8%)	2.81%	(54.9%)
Highways	3.41%	(60.8%)	3.20%	(53.3%)
Health	3.37%	(76.2%)	2.59%	(57.0%)
Judicial & Legal	3.19%	(80.6%)	2.96%	(56.6%)
Financial Administration	2.90%	(42.6%)	2.46%	(56.2%)
Other and Unallocable	2.30%	(56.8%)	2.96%	(53.8%)
Sum	92.37%	(73.9%)	89.84%	(72.3%)

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. The numbers in parentheses are the fraction of the function payroll (expenditure in the case of General Public Buildings) from local government. The sums are not 100% because several functions are excluded.

Table 2
Total State- and Local-Government
Excluding Quasi-Private Enterprises (Hospitals, Utilities, etc.)

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>		<u>Local Governments</u>	
Ohio	6.37%	17	49.73	33	14.75%	7	3.17	21
United States	5.97%		49.70		13.21%		2.43	
Illinois	5.46%	41	46.61	41	12.57%	33	4.25	15
Indiana	5.68%	36	48.29	38	13.49%	19	4.01	17
Kentucky	6.36%	18	55.05	12	13.21%	23	2.75	24
Michigan	6.52%	10	45.05	47	14.30%	11	2.85	23
Pennsylvania	5.39%	43	44.80	48	14.07%	14	3.42	20
West Virginia	6.44%	16	52.43	22	14.29%	12	3.48	19
Average	5.98%		48.71		13.65%		3.55	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Net Expenditure" is direct expenditure less transfers from federal government, and is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 3
Total Government Payroll Excluding Quasi-Private Enterprises
State versus Local

	State		Local									
	Total		Total		County		Cities & Towns		Special		School	
Ohio	1.60%	36	4.76%	4	0.87%	9	1.00%	13	0.12%	11	2.77%	14
United States	1.64%		4.33%		0.92%		1.15%		0.10%		2.17%	
Illinois	1.18%	49	4.29%	14	0.45%	37	0.97%	14	0.21%	3	2.66%	18
Indiana	1.76%	30	3.91%	27	0.41%	38	0.79%	26	0.09%	18	2.62%	20
Kentucky	2.45%	11	3.91%	28	0.35%	41	0.69%	36	0.10%	15	2.77%	13
Michigan	1.99%	22	4.53%	10	0.62%	23	0.77%	27	0.04%	39	3.10%	4
Pennsylvania	1.53%	42	3.86%	32	0.47%	33	0.75%	28	0.08%	22	2.56%	22
West Virginia	2.61%	8	3.84%	35	0.38%	40	0.41%	50	0.08%	25	2.97%	7
Average	1.92%		4.06%		0.45%		0.73%		0.10%		2.78%	

Numbers are from FY2007 data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 4
Total Local Governments Excluding Quasi-Private Enterprises

	<u>County</u>		<u>Cities & Towns</u>		<u>Special</u>		<u>School</u>	
Ohio	0.08	35	1.94	14	0.51	35	0.64	18
United States	0.10		1.15		0.71		0.46	
Illinois	0.08	34	2.10	12	1.26	16	0.81	13
Indiana	0.14	22	2.48	10	0.89	20	0.50	23
Kentucky	0.28	11	0.88	27	1.15	17	0.45	28
Michigan	0.08	33	1.74	18	0.40	37	0.63	21
Pennsylvania	0.05	39	2.03	13	0.85	21	0.49	25
West Virginia	0.30	8	1.27	23	1.58	11	0.33	32
Average	0.11		1.92		0.92		0.60	

Numbers are derived from FY2007 data from the U.S. Census Bureau, Governments Division. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 5
Elementary and Secondary Education

	Payroll		FTE Employment		Net Expenditure		Local Governments	
Ohio	2.67%	19	21.69	35	4.57%	7	0.63	19
United States	2.54%		22.73		3.93%		0.48	
Illinois	2.44%	32	22.07	32	3.55%	34	0.78	16
Indiana	2.62%	20	22.66	30	4.03%	17	0.50	25
Kentucky	2.77%	15	27.59	7	3.59%	32	0.45	30
Michigan	2.89%	8	20.91	40	4.72%	6	0.60	20
Pennsylvania	2.46%	29	20.82	42	4.17%	15	0.48	27
West Virginia	2.97%	5	23.76	25	4.10%	16	0.32	36
Average	2.69%		22.97		4.03%		0.58	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Net Expenditure" is expenditure less transfers from federal government, and is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 6
Elementary and Secondary Education Payroll
Instructional versus Other

	<u>Instructional</u>		<u>Other</u>	
Ohio	2.05%	22	0.62%	8
United States	1.99%		0.55%	
Illinois	1.94%	32	0.49%	35
Indiana	2.01%	26	0.61%	10
Kentucky	2.08%	20	0.69%	4
Michigan	2.17%	15	0.71%	3
Pennsylvania	1.92%	34	0.55%	22
West Virginia	2.24%	10	0.73%	2
Average	2.06%		0.63%	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 7
Elementary and Secondary Education
Per Student

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>		<u>Districts</u>		<u>Schools</u>	
Ohio	\$5,795	23	0.135	37	\$9,929	15	0.396	20	2.165	27
United States	\$5,960		0.138		\$9,234		0.295		2.015	
Illinois	\$5,969	20	0.133	38	\$8,707	25	0.468	17	2.075	30
Indiana	\$5,269	31	0.137	35	\$8,115	30	0.302	26	1.883	37
Kentucky	\$5,257	33	0.170	7	\$6,815	42	0.275	30	2.251	24
Michigan	\$5,681	24	0.122	44	\$9,300	19	0.351	23	2.401	18
Pennsylvania	\$6,253	15	0.138	34	\$10,585	11	0.317	24	1.757	40
West Virginia	\$5,620	26	0.152	18	\$7,762	33	0.206	38	2.735	14
Average	\$5,675		0.136		\$8,547		0.356		2.084	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division and U.S. Department of Education, National Center for Education Statistics. "Net Expenditure" is expenditure less transfers from federal government. Districts and schools are per 1,000 students. The whole numbers to the right of the ratios are the state ranks.

Table 8
Elementary and Secondary Education
Percentages of Total Current Expenditure

	<u>Instruction</u>		<u>Operations & Maintenance</u>		<u>Administration</u>		<u>Other Support Services</u>		<u>Non-Instruction</u>	
Ohio	57.4%	47	9.3%	34	8.7%	9	21.3%	4	3.3%	39
United States	61.0%		9.8%		7.6%		18.4%		4.0%	
Illinois	58.9%	35	9.9%	22	8.5%	16	19.5%	9	3.2%	42
Indiana	60.0%	26	10.9%	6	7.6%	32	17.1%	28	4.3%	27
Kentucky	59.4%	31	9.3%	35	7.7%	30	17.8%	21	5.9%	5
Michigan	56.7%	49	10.7%	9	8.0%	20	21.4%	3	3.1%	43
Pennsylvania	61.1%	17	10.4%	13	7.5%	35	17.1%	27	3.9%	32
West Virginia	59.4%	31	10.6%	10	7.9%	23	16.5%	37	5.6%	9
Average	59.2%		10.3%		7.9%		19.6%		3.8%	

Numbers are for AY2007 and are derived from data from the U.S. Department of Education, National Center for Education Statistics. "Non-Instruction" is food services and enterprises. The whole numbers to the right of the ratios are the state ranks.

Table 9
Police Protection

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Expenditure</u>		<u>Local Governments</u>	
Ohio	0.43%	13	2.85	28	0.74%	12	0.76	24
United States	0.46%		3.11		0.73%		0.56	
Illinois	0.49%	8	3.81	6	0.78%	11	0.74	25
Indiana	0.36%	36	2.71	35	0.53%	44	0.85	20
Kentucky	0.33%	43	2.41	42	0.48%	48	0.85	21
Michigan	0.36%	32	2.26	48	0.69%	18	0.58	27
Pennsylvania	0.39%	24	2.66	36	0.56%	39	0.89	18
West Virginia	0.27%	49	2.17	50	0.50%	46	1.23	10
Average	0.37%		2.67		0.59%		0.79	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 10
Police Payroll
Police with Power of Arrest versus Other

	<u>Police with Power of Arrest</u>		<u>Other</u>	
Ohio	0.35%	12	0.08%	21
United States	0.37%		0.09%	
Illinois	0.40%	6	0.09%	13
Indiana	0.28%	38	0.08%	27
Kentucky	0.25%	43	0.08%	26
Michigan	0.31%	20	0.05%	46
Pennsylvania	0.33%	15	0.06%	45
West Virginia	0.23%	49	0.04%	49
Average	0.30%		0.07%	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 11
Police Payroll
State versus Local

	State		Total		Local		Cities & Towns	
Ohio	0.04%	42	0.39%	11	0.09%	26	0.30%	9
United States	0.05%		0.40%		0.12%		0.29%	
Illinois	0.05%	31	0.44%	8	0.06%	39	0.38%	5
Indiana	0.04%	41	0.32%	29	0.07%	37	0.25%	22
Kentucky	0.08%	6	0.25%	46	0.06%	41	0.20%	37
Michigan	0.04%	40	0.32%	27	0.08%	35	0.25%	21
Pennsylvania	0.08%	7	0.31%	32	0.03%	44	0.28%	12
West Virginia	0.08%	8	0.19%	49	0.07%	36	0.12%	50
Average	0.06%		0.30%		0.06%		0.24%	

Numbers are for FY2007 state and local governments separately, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 12
Police Protection
Per Crime

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Expenditure</u>	
	Ohio	\$3,820	27	0.073	31	\$6,585
United States	\$4,666		0.082		\$7,425	
Illinois	\$5,630	9	0.108	11	\$8,996	12
Indiana	\$3,134	38	0.072	33	\$4,645	47
Kentucky	\$3,642	32	0.086	20	\$5,296	38
Michigan	\$3,316	35	0.061	46	\$6,290	31
Pennsylvania	\$5,240	14	0.094	15	\$7,583	22
West Virginia	\$2,801	43	0.076	29	\$5,176	40
Average	\$3,960		0.086		\$6,331	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division and U.S. Department of Justice, Bureau of Justice Statistics. The whole numbers to the right of the ratios are the state ranks.

**Table 13
Fire Protection**

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Expenditure</u>		<u>Local Governments</u>	
Ohio	0.23%	8	1.46	4	0.38%	9	0.61	19
United States	0.18%		1.12		0.32%		0.38	
Illinois	0.20%	11	1.32	9	0.37%	11	0.47	30
Indiana	0.17%	21	1.17	23	0.31%	18	0.55	23
Kentucky	0.14%	32	0.95	33	0.30%	24	0.42	31
Michigan	0.12%	39	0.78	40	0.27%	34	0.67	16
Pennsylvania	0.08%	44	0.50	48	0.13%	49	0.21	42
West Virginia	0.07%	46	0.57	44	0.16%	47	1.14	6
Average	0.14%		0.91		0.27%		0.48	

Numbers are for FY2007 and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 14
Fire Payroll
Firefighters versus Other

	<u>Firefighters</u>		<u>Other</u>	
Ohio	0.22%	5	0.01%	24
United States	0.17%		0.01%	
Illinois	0.20%	10	0.01%	30
Indiana	0.16%	19	0.01%	31
Kentucky	0.14%	31	0.01%	35
Michigan	0.11%	39	0.01%	21
Pennsylvania	0.07%	44	0.01%	38
West Virginia	0.07%	46	0.00%	48
Average	0.13%		0.01%	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 15
Other Government Administration

	Payroll		FTE Employment		Expenditure		Local Governments	
Ohio	0.11%	33	0.88	37	0.23%	29	1.88	14
United States	0.12%		0.93		0.24%		1.15	
Illinois	0.11%	31	0.94	35	0.24%	26	2.05	13
Indiana	0.10%	41	1.06	21	0.31%	12	2.17	11
Kentucky	0.14%	18	0.96	32	0.31%	13	1.06	26
Michigan	0.13%	21	0.98	28	0.20%	39	1.75	17
Pennsylvania	0.12%	29	1.07	20	0.25%	23	1.80	16
West Virginia	0.11%	35	0.96	33	0.35%	7	1.37	23
Average	0.12%		1.00		0.28%		1.82	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 16
Other Government Administration Expenditure
Legislative versus Other

	<u>Legislative</u>		<u>Other</u>	
Ohio	0.01%	50	0.23%	22
United States	0.02%		0.21%	
Illinois	0.01%	46	0.23%	21
Indiana	0.02%	38	0.30%	10
Kentucky	0.03%	16	0.27%	13
Michigan	0.03%	18	0.17%	38
Pennsylvania	0.07%	3	0.18%	35
West Virginia	0.05%	8	0.30%	9
Average	0.03%		0.24%	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Expenditure" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 17
Other Government Administration Payroll
State versus Local

	State		Total		Local		Cities & Towns	
Ohio	0.01%	48	0.10%	21	0.03%	32	0.07%	12
United States	0.02%		0.09%		0.04%		0.06%	
Illinois	0.03%	24	0.09%	30	0.02%	40	0.06%	17
Indiana	0.02%	44	0.09%	28	0.04%	19	0.04%	39
Kentucky	0.05%	11	0.09%	29	0.04%	29	0.05%	33
Michigan	0.02%	35	0.11%	14	0.04%	27	0.07%	10
Pennsylvania	0.03%	19	0.08%	32	0.03%	36	0.06%	23
West Virginia	0.03%	21	0.08%	36	0.05%	12	0.03%	49
Average	0.03%		0.09%		0.04%		0.05%	

Numbers are for FY2007 state and local governments separately, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

**Table 18
Parks and Recreation**

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Expenditure</u>		<u>Local Governments</u>	
Ohio	0.08%	22	0.83	25	0.27%	31	0.41	26
United States	0.09%		0.91		0.32%		0.34	
Illinois	0.12%	7	1.42	7	0.53%	4	0.47	16
Indiana	0.05%	42	0.56	44	0.33%	19	0.39	27
Kentucky	0.07%	30	0.82	27	0.22%	41	0.31	36
Michigan	0.05%	43	0.47	47	0.25%	37	0.43	19
Pennsylvania	0.04%	49	0.40	50	0.20%	43	0.32	32
West Virginia	0.06%	38	0.78	29	0.26%	34	0.35	29
Average	0.07%		0.76		0.33%		0.39	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 19
Parks and Recreation Payroll
Local versus State

	<u>State</u>		<u>Local</u>							
			<u>Total</u>		<u>County</u>		<u>Cities & Towns</u>		<u>Special</u>	
Ohio	0.01%	41	0.08%	19	0.01%	25	0.05%	23	0.02%	5
United States	0.01%		0.07%		0.01%		0.05%		0.01%	
Illinois	0.01%	46	0.12%	5	0.00%	43	0.02%	46	0.10%	1
Indiana	0.00%	50	0.05%	35	0.01%	29	0.04%	26	0.00%	25
Kentucky	0.03%	2	0.04%	42	0.01%	33	0.04%	28	0.00%	42
Michigan	0.00%	49	0.05%	37	0.01%	28	0.04%	38	0.01%	15
Pennsylvania	0.01%	27	0.03%	47	0.01%	34	0.02%	47	0.00%	20
West Virginia	0.02%	6	0.04%	45	0.00%	38	0.03%	39	0.00%	18
Average	0.01%		0.05%		0.00%		0.03%		0.02%	

Numbers are for FY2007 state and local governments separately, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

**Table 20
Libraries**

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Expenditure</u>		<u>Local Governments</u>	
Ohio	0.08%	1	0.84	1	0.11%	12	0.20	32
United States	0.04%		0.44		0.09%		0.24	
Illinois	0.06%	4	0.71	3	0.14%	3	0.49	12
Indiana	0.07%	2	0.79	2	0.23%	1	0.41	14
Kentucky	0.04%	31	0.40	25	0.10%	19	0.27	27
Michigan	0.05%	14	0.47	19	0.13%	4	0.34	19
Pennsylvania	0.01%	50	0.15	50	0.04%	50	0.06	47
West Virginia	0.02%	48	0.24	48	0.06%	40	0.14	37
Average	0.04%		0.46		0.12%		0.30	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

**Table 21
Sewerage**

	Payroll		FTE Employment		Net Expenditure		Local Governments	
Ohio	0.08%	3	0.58	4	0.62%	1	0.46	25
United States	0.05%		0.43		0.37%		0.40	
Illinois	0.07%	6	0.49	14	0.26%	40	0.48	23
Indiana	0.05%	23	0.44	19	0.41%	13	0.63	19
Kentucky	0.06%	17	0.40	28	0.32%	25	0.37	30
Michigan	0.05%	26	0.37	32	0.55%	6	0.44	26
Pennsylvania	0.06%	15	0.52	10	0.42%	11	0.90	13
West Virginia	0.06%	18	0.61	3	0.46%	7	1.08	6
Average	0.06%		0.47		0.40%		0.61	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Net expenditure" is expenditure less transfers from federal government, and is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 22
Housing and Community Development

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>		<u>Gross Expenditure</u>		<u>Local Governments</u>	
Ohio	0.05%	11	0.40	14	0.10%	20	0.49%	8	0.19	28
United States	0.04%		0.38		0.11%		0.40%		0.19	
Illinois	0.03%	28	0.28	29	0.03%	41	0.37%	18	0.17	31
Indiana	0.03%	37	0.25	35	0.06%	31	0.31%	27	0.16	36
Kentucky	0.03%	31	0.24	39	0.03%	43	0.22%	42	0.11	41
Michigan	0.02%	48	0.15	48	0.04%	36	0.29%	33	0.17	33
Pennsylvania	0.05%	10	0.46	8	0.11%	18	0.37%	15	0.14	39
West Virginia	0.03%	26	0.33	21	-0.01%	50	0.25%	37	0.25	18
Average	0.03%		0.28		0.04%		0.30%		0.16	

Numbers are for FY2007 and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Net expenditure" is direct expenditure less transfers from federal government. Net and gross expenditure are reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 23
Solid Waste Management

	Payroll		FTE Employment		Expenditure		Local Governments	
Ohio	0.03%	29	0.27	34	0.12%	42	0.22	36
United States	0.04%		0.37		0.20%		0.27	
Illinois	0.04%	20	0.27	33	0.10%	46	0.12	46
Indiana	0.02%	41	0.22	42	0.10%	47	0.30	28
Kentucky	0.04%	22	0.37	22	0.17%	27	0.43	17
Michigan	0.01%	49	0.11	49	0.14%	38	0.23	32
Pennsylvania	0.03%	36	0.25	37	0.16%	36	0.22	34
West Virginia	0.04%	21	0.42	18	0.14%	39	0.71	11
Average	0.03%		0.27		0.13%		0.24	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 24
General Public Buildings Expenditure

	<u>Total</u>		<u>State</u>		<u>Local</u>	
Ohio	0.10%	34	0.02%	32	0.08%	31
United States	0.12%		0.03%		0.09%	
Illinois	0.10%	36	0.03%	25	0.07%	36
Indiana	0.10%	38	0.07%	11	0.03%	50
Kentucky	0.08%	46	0.03%	28	0.05%	44
Michigan	0.13%	27	0.05%	17	0.08%	35
Pennsylvania	0.21%	7	0.11%	7	0.10%	19
West Virginia	0.15%	20	0.04%	18	0.11%	16
Average	0.14%		0.06%		0.08%	

Numbers are for FY2007 and are derived from data from the U.S. Census Bureau, Governments Division. "Expenditure" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

**Table 25
Higher Education**

	Payroll		FTE Employment		Expenditure		Net Contribution	
Ohio	0.90%	30	6.51	31	1.88%	28	0.75%	42
United States	0.85%		6.41		1.76%		1.00%	
Illinois	0.71%	41	5.95	37	1.48%	40	0.80%	39
Indiana	1.16%	11	8.68	9	2.18%	22	0.87%	34
Kentucky	1.18%	10	7.83	19	2.31%	17	1.30%	18
Michigan	1.32%	5	8.36	11	2.49%	11	1.16%	22
Pennsylvania	0.74%	39	5.33	42	1.44%	42	0.63%	46
West Virginia	1.06%	19	6.85	28	2.57%	9	1.30%	16
Average	1.03%		7.17		2.08%		1.01%	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Net contribution" is expenditure less direct charges (i.e., tuition, fees, etc.), and is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 26
Higher Education Payroll
Instructional versus Other

	<u>Instructional</u>		<u>Other</u>	
Ohio	0.43%	27	0.47%	29
United States	0.40%		0.46%	
Illinois	0.32%	42	0.39%	39
Indiana	0.61%	6	0.55%	16
Kentucky	0.64%	4	0.54%	21
Michigan	0.59%	8	0.73%	3
Pennsylvania	0.37%	38	0.38%	41
West Virginia	0.52%	16	0.54%	23
Average	0.51%		0.52%	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 27
Higher Education
Per Full-Time-Equivalent Student

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Expenditure</u>		<u>Net Contribution</u>	
Ohio	\$10,208	27	0.212	27	\$21,263	27	\$8,530	47
United States	\$10,390		0.202		\$21,506		\$12,223	
Illinois	\$9,749	33	0.211	28	\$20,361	35	\$11,043	28
Indiana	\$11,563	13	0.173	47	\$21,768	23	\$8,690	46
Kentucky	\$10,180	28	0.220	21	\$19,994	39	\$11,192	27
Michigan	\$12,004	12	0.259	5	\$22,671	18	\$10,560	31
Pennsylvania	\$11,263	18	0.226	14	\$21,844	22	\$9,497	40
West Virginia	\$7,898	50	0.202	36	\$19,172	43	\$9,661	39
Average	\$10,443		0.219		\$20,968		\$10,107	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division and 2006 U.S. Department of Education, National Center for Education Statistics. "Net contribution" is net expenditure less charges (i.e., tuition, fees, etc.). The whole numbers to the right of the ratios are the state ranks.

Table 28
Corrections

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Expenditure</u>		<u>Local Governments</u>	
Ohio	0.28%	17	2.24	24	0.41%	42	0.13	23
United States	0.29%		2.44		0.59%		0.09	
Illinois	0.23%	35	1.72	44	0.36%	48	0.07	37
Indiana	0.21%	40	2.11	31	0.46%	37	0.17	15
Kentucky	0.19%	44	1.84	42	0.51%	31	0.26	9
Michigan	0.35%	7	2.23	25	0.70%	9	0.10	29
Pennsylvania	0.28%	16	2.45	18	0.64%	13	0.06	38
West Virginia	0.18%	47	1.93	37	0.51%	30	0.11	28
Average	0.24%		2.05		0.53%		0.11	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 29
Corrections Payroll
State versus Local

	State		Total		Local		Cities & Towns	
Ohio	0.20%	15	0.08%	25	0.08%	21	0.01%	18
United States	0.19%		0.10%		0.09%		0.02%	
Illinois	0.13%	40	0.10%	22	0.09%	16	0.00%	32
Indiana	0.12%	42	0.09%	23	0.07%	24	0.02%	10
Kentucky	0.10%	49	0.09%	24	0.06%	36	0.03%	5
Michigan	0.27%	3	0.08%	27	0.08%	22	0.00%	29
Pennsylvania	0.17%	24	0.12%	12	0.09%	18	0.03%	6
West Virginia	0.17%	27	0.01%	45	0.01%	44	0.00%	37
Average	0.16%		0.08%		0.07%		0.01%	

Numbers are for FY2007 state and local governments separately, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 30
Corrections
Per Inmate

	<u>Payroll</u>		<u>FTE</u>		<u>Expenditure</u>	
			<u>Employment</u>			
Ohio	\$22,990	28	0.524	26	\$31,911	39
United States	\$24,423		0.529		\$46,418	
Illinois	\$25,676	21	0.685	14	\$41,020	29
Indiana	\$17,189	39	0.618	17	\$35,576	36
Kentucky	\$11,717	47	0.372	44	\$28,240	42
Michigan	\$23,540	26	0.510	30	\$46,783	23
Pennsylvania	\$30,376	14	0.443	37	\$67,324	11
West Virginia	\$16,572	40	0.484	33	\$48,280	22
Average	\$20,845		0.515		\$44,537	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division and 2006-07 U.S. Department of Justice, Bureau of Justice Statistics. The whole numbers to the right of the ratios are the state ranks.

Table 31
Natural Resources

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>		<u>Local Governments</u>	
Ohio	0.04%	45	0.35	45	0.06%	42	0.17	30
United States	0.07%		0.61		0.14%		0.18	
Illinois	0.05%	41	0.43	42	0.08%	30	0.18	27
Indiana	0.06%	38	0.53	33	0.07%	37	0.28	17
Kentucky	0.11%	15	1.00	13	0.04%	48	0.30	15
Michigan	0.08%	25	0.51	36	0.06%	39	0.15	31
Pennsylvania	0.07%	29	0.54	32	0.08%	31	0.05	45
West Virginia	0.17%	6	1.36	8	0.11%	24	0.19	25
Average	0.09%		0.73		0.08%		0.16	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Net Expenditure" is expenditure less transfers from federal government, and is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

**Table 32
Other Education**

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Expenditure</u>	
	Ohio	0.04%	33	0.23	38	0.47%
United States	0.04%		0.30		0.32%	
Illinois	0.02%	44	0.16	46	0.28%	33
Indiana	0.02%	43	0.19	43	0.41%	14
Kentucky	0.10%	5	0.65	7	0.63%	4
Michigan	0.02%	45	0.14	47	0.25%	40
Pennsylvania	0.05%	24	0.36	26	0.68%	2
West Virginia	0.11%	2	0.77	4	0.83%	1
Average	0.04%		0.28		0.44%	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 33
Employment Security Administration

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>		<u>Gross Expenditure</u>	
Ohio	0.03%	26	0.20	34	0.013%	9	0.07%	8
United States	0.03%		0.27		0.001%		0.03%	
Illinois	0.02%	34	0.17	41	0.000%	28	0.02%	46
Indiana	0.02%	38	0.20	35	0.001%	23	0.05%	15
Kentucky	0.03%	24	0.24	25	-0.028%	50	0.04%	25
Michigan	0.02%	46	0.10	47	-0.003%	36	0.05%	13
Pennsylvania	0.04%	15	0.34	15	-0.008%	42	0.04%	28
West Virginia	0.04%	17	0.32	18	0.003%	16	0.04%	26
Average	0.03%		0.23		-0.006%		0.04%	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Net expenditure" is expenditure less transfers from the federal government. Net and gross expenditure are reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 34
Employment Security Administration
Per Unemployed

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Gross Expenditure</u>	
Ohio	\$327	40	0.007	42	\$797	17
United States	\$536		0.011		\$569	
Illinois	\$372	35	0.015	17	\$336	47
Indiana	\$285	43	0.016	15	\$721	22
Kentucky	\$324	41	0.009	35	\$449	39
Michigan	\$145	47	0.008	38	\$524	32
Pennsylvania	\$692	16	0.003	49	\$662	25
West Virginia	\$538	20	0.007	45	\$587	29
Average	\$393		0.008		\$547	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division and for 2006-07 from the U.S. Department of Labor, Bureau of Labor Statistics. The whole numbers to the right of the ratios are the state ranks.

Table 35
Public Welfare

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>		<u>Gross Expenditure</u>		<u>Local Governments</u>	
	Ohio	0.27%	5	2.42	9	1.59%	11	4.26%	11	0.13
United States	0.19%		1.73		1.21%		3.26%		0.13	
Illinois	0.15%	35	1.28	38	1.15%	27	2.74%	38	0.21	15
Indiana	0.09%	49	0.91	49	1.20%	23	3.33%	21	0.30	10
Kentucky	0.20%	18	1.72	23	1.55%	12	4.39%	10	0.07	38
Michigan	0.19%	21	1.29	37	1.15%	26	3.20%	24	0.13	25
Pennsylvania	0.27%	9	2.66	5	2.10%	4	4.25%	12	0.07	41
West Virginia	0.18%	26	1.81	21	0.95%	36	4.42%	8	0.04	46
Average	0.18%		1.61		1.35%		3.72%		0.15	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE employment" is full-time-equivalent employment per 1,000 people. "Net expenditure" is direct expenditure less transfers from federal government. Net and gross expenditure are reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 36
Public Welfare Payroll
Local versus State

	State		Total		Local		Cities & Towns	
Ohio	0.04%	45	0.23%	3	0.22%	2	0.005%	26
United States	0.08%		0.10%		0.08%		0.020%	
Illinois	0.10%	30	0.04%	18	0.03%	18	0.022%	8
Indiana	0.07%	38	0.01%	37	0.01%	38	0.000%	41
Kentucky	0.19%	9	0.01%	38	0.00%	41	0.012%	16
Michigan	0.16%	12	0.03%	29	0.02%	23	0.010%	17
Pennsylvania	0.11%	26	0.16%	8	0.14%	8	0.005%	25
West Virginia	0.17%	10	0.00%	48	0.00%	45	0.015%	13
Average	0.13%		0.04%		0.03%		0.011%	

Numbers are for FY2007 state and local governments separately, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 37
Public Welfare
Per Single Mother

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>	
Ohio	\$1,790	15	0.05	14	\$10,383	23
United States	\$1,450		0.03		\$9,406	
Illinois	\$1,200	33	0.06	7	\$9,466	27
Indiana	\$598	48	0.05	13	\$7,960	30
Kentucky	\$1,242	31	0.03	27	\$9,647	26
Michigan	\$1,196	34	0.02	48	\$7,416	34
Pennsylvania	\$2,240	8	0.02	41	\$17,489	5
West Virginia	\$1,301	27	0.03	36	\$7,043	37
Average	\$1,296		0.03		\$9,837	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. The number of single mothers is from the 2005-07 U.S. Census Bureau, American Community Survey. "Net Expenditure" is expenditure less transfers from federal government. The whole numbers to the right of the ratios are the state ranks.

**Table 38
Highways**

	Payroll		FTE Employment		Net Expenditure		Local Governments	
Ohio	0.23%	25	1.78	33	0.87%	34	1.57	13
United States	0.21%		1.79		0.94%		0.77	
Illinois	0.20%	31	1.43	43	1.08%	25	1.76	10
Indiana	0.18%	42	1.65	38	0.73%	43	0.66	26
Kentucky	0.21%	29	1.83	31	1.35%	8	0.62	27
Michigan	0.18%	40	1.22	48	0.82%	39	0.51	31
Pennsylvania	0.21%	30	1.94	27	1.16%	18	1.74	11
West Virginia	0.36%	8	3.27	7	1.24%	11	0.70	24
Average	0.22%		1.89		1.06%		1.20	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Net Expenditure" is expenditure less transfers from federal government, and is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 39
Highways Payroll
State versus Local

	<u>State</u>		<u>Local</u>							
			<u>Total</u>		<u>County</u>		<u>Cities & Towns</u>		<u>Special</u>	
Ohio	0.09%	32	0.14%	19	0.05%	24	0.09%	13	0.000%	22
United States	0.10%		0.11%		0.04%		0.07%		0.002%	
Illinois	0.09%	38	0.12%	29	0.02%	38	0.08%	18	0.000%	26
Indiana	0.07%	43	0.10%	33	0.05%	25	0.05%	36	0.000%	23
Kentucky	0.14%	15	0.07%	45	0.04%	31	0.03%	47	0.000%	27
Michigan	0.05%	49	0.13%	25	0.08%	13	0.05%	32	0.000%	27
Pennsylvania	0.12%	25	0.09%	39	0.00%	42	0.05%	37	0.004%	7
West Virginia	0.31%	3	0.05%	49	0.00%	47	0.09%	12	0.000%	27
Average	0.13%		0.09%		0.03%		0.06%		0.001%	

Numbers are for FY2007 and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 40
Highways
Per 1,000 Vehicle Miles

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>	
Ohio	\$8.47	26	0.18	30	\$31.36	36
United States	\$8.14		0.18		\$35.82	
Illinois	\$9.87	17	0.22	17	\$52.26	5
Indiana	\$5.18	46	0.29	6	\$21.65	46
Kentucky	\$5.68	42	0.16	37	\$36.32	24
Michigan	\$5.77	40	0.15	42	\$26.55	40
Pennsylvania	\$9.11	25	0.12	49	\$50.89	6
West Virginia	\$9.45	21	0.17	34	\$32.05	34
Average	\$7.51		0.17		\$36.62	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division and 2007 U.S. Department of Transportation, Office of Highway Policy Information. "Net expenditure" is expenditure less transfers from federal government. The whole numbers to the right of the ratios are the state ranks.

**Table 41
Health**

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>		<u>Local Governments</u>	
Ohio	0.23%	9	1.85	11	0.76%	5	0.24	23
United States	0.17%		1.45		0.41%		0.19	
Illinois	0.09%	47	0.83	48	0.39%	20	0.16	35
Indiana	0.10%	46	0.85	47	0.21%	39	0.23	25
Kentucky	0.21%	14	1.75	14	0.29%	26	0.31	18
Michigan	0.15%	34	1.09	38	0.60%	10	0.15	37
Pennsylvania	0.07%	50	0.57	50	0.59%	11	0.13	42
West Virginia	0.12%	40	1.12	37	0.26%	29	0.32	16
Average	0.12%		1.03		0.39%		0.18	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Net Expenditure" is expenditure less transfers from federal government, and is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 42
Health Payroll
State versus Local

	<u>State</u>		<u>Local</u>							
			<u>Total</u>		<u>County</u>		<u>Cities & Towns</u>		<u>Special</u>	
Ohio	0.06%	36	0.18%	2	0.15%	3	0.03%	10	0.003%	16
United States	0.07%		0.10%		0.07%		0.02%		0.011%	
Illinois	0.03%	48	0.06%	28	0.04%	25	0.02%	15	0.001%	22
Indiana	0.04%	45	0.06%	30	0.03%	33	0.00%	49	0.000%	31
Kentucky	0.07%	28	0.14%	5	0.09%	9	0.03%	4	0.020%	8
Michigan	0.03%	47	0.12%	8	0.11%	6	0.03%	8	0.002%	18
Pennsylvania	0.02%	50	0.05%	37	0.03%	36	0.01%	32	0.001%	21
West Virginia	0.05%	37	0.07%	25	0.07%	16	0.02%	14	0.000%	31
Average	0.04%		0.08%		0.06%		0.02%		0.004%	

Numbers are for FY2007 and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 43
Judicial and Legal

	Payroll		FTE Employment		Expenditure		Local Governments	
Ohio	0.22%	11	1.77	9	0.40%	9	0.51	19
United States	0.20%		1.41		0.33%		0.34	
Illinois	0.17%	25	1.28	25	0.26%	36	0.18	40
Indiana	0.15%	36	1.24	32	0.21%	48	0.40	24
Kentucky	0.19%	16	1.54	14	0.32%	17	0.41	22
Michigan	0.18%	21	1.16	34	0.31%	22	0.20	36
Pennsylvania	0.16%	32	1.47	16	0.31%	20	0.18	39
West Virginia	0.19%	19	1.35	21	0.39%	10	0.75	9
Average	0.18%		1.34		0.30%		0.25	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 44
Judicial and Legal Payroll
State versus Local

	<u>State</u>		<u>Local</u>					
			<u>Total</u>		<u>County</u>		<u>Cities & Towns</u>	
Ohio	0.04%	45	0.18%	4	0.13%	4	0.05%	3
United States	0.09%		0.11%		0.09%		0.02%	
Illinois	0.05%	42	0.13%	8	0.12%	6	0.03%	10
Indiana	0.05%	41	0.11%	12	0.07%	18	0.01%	44
Kentucky	0.16%	9	0.03%	40	0.02%	42	0.01%	32
Michigan	0.04%	48	0.15%	5	0.12%	5	0.04%	6
Pennsylvania	0.04%	46	0.12%	9	0.09%	10	0.02%	17
West Virginia	0.12%	14	0.07%	31	0.06%	24	0.01%	37
Average	0.08%		0.10%		0.08%		0.02%	

Numbers are for FY2007 and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 45
Judicial and Legal
Per Crime

	<u>Payroll</u>		<u>FTE</u> <u>Employment</u>		<u>Expenditure</u>	
	Ohio	\$1,952	26	0.045	17	\$3,552
United States	\$2,010		0.037		\$3,423	
Illinois	\$2,001	24	0.052	10	\$2,941	30
Indiana	\$1,364	40	0.047	15	\$1,877	46
Kentucky	\$2,097	19	0.055	7	\$3,506	22
Michigan	\$1,660	32	0.033	32	\$2,801	32
Pennsylvania	\$2,198	16	0.031	36	\$4,188	15
West Virginia	\$1,942	27	0.036	27	\$3,978	17
Average	\$1,877		0.040		\$3,215	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division and 2006-07 U.S. Department of Justice, Bureau of Justice Statistics. The whole numbers to the right of the ratios are the state ranks.

Table 46
Financial Administration

	Payroll		FTE Employment		Expenditure		Local Governments	
Ohio	0.20%	14	1.39	26	0.50%	12	1.32	18
United States	0.16%		1.33		0.34%		0.94	
Illinois	0.13%	47	1.04	49	0.26%	44	1.33	17
Indiana	0.13%	48	1.20	43	0.28%	39	1.86	10
Kentucky	0.14%	41	1.06	48	0.26%	45	0.91	24
Michigan	0.17%	21	1.14	44	0.30%	31	1.71	12
Pennsylvania	0.14%	40	1.29	37	0.28%	37	1.69	13
West Virginia	0.20%	11	1.96	6	0.66%	5	1.02	23
Average	0.15%		1.19		0.29%		1.52	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Expenditure" is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 47
Financial Administration Payroll
State versus Local

	<u>State</u>		<u>Local</u>					
			<u>Total</u>		<u>County</u>		<u>Cities & Towns</u>	
Ohio	0.11%	10	0.09%	29	0.04%	34	0.05%	21
United States	0.07%		0.09%		0.04%		0.05%	
Illinois	0.06%	44	0.07%	41	0.03%	41	0.04%	31
Indiana	0.06%	41	0.07%	45	0.04%	35	0.02%	48
Kentucky	0.10%	15	0.05%	50	0.02%	44	0.03%	40
Michigan	0.08%	24	0.10%	24	0.04%	36	0.03%	38
Pennsylvania	0.07%	25	0.07%	46	0.03%	39	0.06%	12
West Virginia	0.11%	11	0.09%	27	0.07%	11	0.05%	22
Average	0.07%		0.08%		0.04%		0.04%	

Numbers are for FY2007 and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

Table 48
Local Governments Collecting Taxes in FY2002

	<u>Total</u>		<u>County</u>		<u>Cities & Towns</u>		<u>Special</u>		<u>School</u>	
Ohio	0.20	24	0.01	36	0.12	19	0.01	34	0.06	20
United States	0.19		0.01		0.10		0.04		0.04	
Illinois	0.41	11	0.01	33	0.20	11	0.13	7	0.07	15
Indiana	0.31	16	0.01	20	0.21	9	0.04	18	0.05	24
Kentucky	0.23	20	0.03	7	0.09	23	0.08	12	0.04	27
Michigan	0.23	21	0.01	32	0.15	16	0.01	35	0.06	21
Pennsylvania	0.24	19	0.00	38	0.19	12	0.00	43	0.04	28
West Virginia	0.12	31	0.02	9	0.06	27	0.01	38	0.03	32
Average	0.29		0.01		0.17		0.05		0.05	

Numbers are derived from FY2002 data from the U.S. Census Bureau, Governments Division. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

**Table 49
Other and Unallocable**

	<u>Payroll</u>		<u>FTE Employment</u>		<u>Net Expenditure</u>		<u>Local Governments</u>	
Ohio	0.16%	40	1.18	42	0.54%	23	0.62	21
United States	0.20%		1.54		0.73%		0.52	
Illinois	0.12%	46	0.99	48	1.11%	9	0.59	22
Indiana	0.09%	50	0.87	50	1.33%	7	0.54	27
Kentucky	0.18%	27	1.46	30	0.37%	36	0.48	32
Michigan	0.18%	28	1.31	39	0.50%	27	1.05	15
Pennsylvania	0.12%	48	1.02	47	0.53%	25	0.55	25
West Virginia	0.22%	20	1.86	19	0.59%	22	0.72	17
Average	0.15%		1.25		0.74%		0.67	

Numbers are for FY2007 state and local governments combined, and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. "FTE Employment" is full-time-equivalent employment per 1,000 people. "Net expenditure" is expenditure less transfers from federal government, and is reported as a percentage of personal income. "Local Governments" is the number of sub-state governments per 10,000 people. The whole numbers to the right of the ratios are the state ranks.

Table 50
Other and Unallocable Payroll
State versus Local

	<u>State</u>		<u>Local</u>							
			<u>Total</u>		<u>County</u>		<u>Cities & Towns</u>		<u>Special</u>	
Ohio	0.07%	38	0.09%	17	0.04%	15	0.05%	26	0.000%	39
United States	0.09%		0.11%		0.04%		0.06%		0.010%	
Illinois	0.07%	36	0.05%	46	0.02%	41	0.02%	48	0.002%	20
Indiana	0.04%	49	0.05%	43	0.02%	38	0.02%	49	0.001%	30
Kentucky	0.12%	18	0.06%	38	0.01%	44	0.05%	27	0.000%	46
Michigan	0.08%	33	0.10%	15	0.03%	24	0.03%	40	0.005%	12
Pennsylvania	0.07%	40	0.05%	48	0.02%	36	0.06%	13	0.005%	13
West Virginia	0.16%	10	0.06%	41	0.04%	19	0.03%	39	0.000%	35
Average	0.09%		0.06%		0.02%		0.03%		0.002%	

Numbers are for FY2007 and are derived from data from the U.S. Census Bureau, Governments Division. "Payroll" is reported as a percentage of personal income. The whole numbers to the right of the ratios are the state ranks.

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