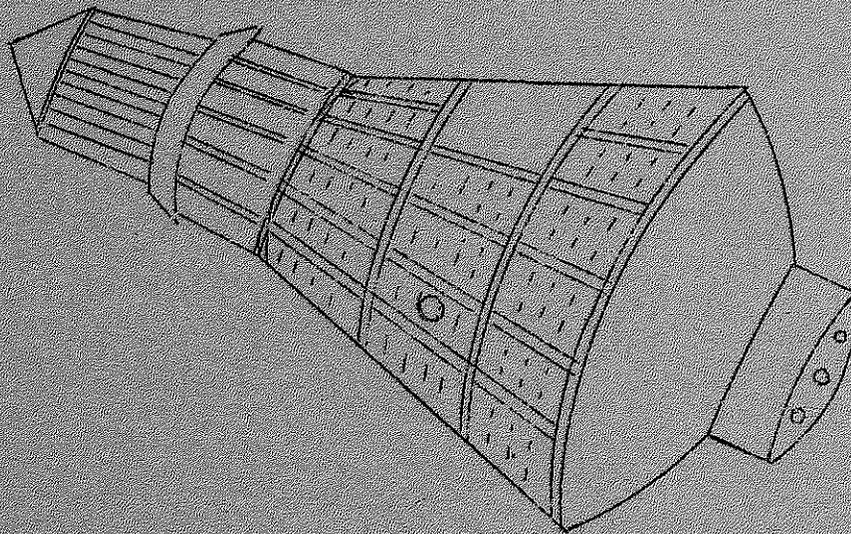


# WISCONSIN LEGISLATIVE REFERENCE LIBRARY REPORT



AN ANALYSIS OF WISCONSIN STATE GOVERNMENT  
Part I: WHERE DOES THE MONEY GO?

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Madison, Wisconsin

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Part I: WHERE DOES THE MONEY GO?

Table of Contents

	Page
HIGHLIGHTS	
INTRODUCTION . . . . .	1
RANK OF STATE AGENCIES BY EXPENDITURES, 1959-61, AND THE COMPARATIVE RANK IN NUMBER OF EMPLOYEES . . . . .	3
Table 1: Rank of State Agencies by Expenditure, 1959-61, Listed in Descending Order, and the Comparative Rank in Number of Employees . . . . .	3
TOTAL EXPENDITURES IN BIENNIUM OF ORIGIN, 1949-51 AND 1959-61, BY DEPARTMENT . . . . .	5
Table 2: A Comparison of the Current Expenditures of Wisconsin State Agencies, Listed in Descending Order of Their Disbursements, with Expenditures During the First Biennium of Their Exist- ence and with Those of 1949-51 . . . . .	6
EXPENDITURES OF RETIREMENT FUNDS . . . . .	9
Table 3: Expenditures of State Agencies Administering Retirement and Other Benefit Programs for Public Employees, 1949-51 and 1959-61 . . . . .	11
TOTAL APPROPRIATIONS FROM ALL STATE FUNDS AND BY DEPARTMENTS, 1959-63 . . .	12
Table 4: Total Statutory Appropriations from All State Funds and by Department for 1959-63 . . . . .	14
TRENDS IN WISCONSIN STATE EXPENDITURES, 1870-1961 . . . . .	18
Table 5: Trend in Wisconsin State Expenditures, 1870-1961 . . . . .	18
THE TREND IN WISCONSIN STATE EXPENDITURES, 1951-1961 . . . . .	19
Table 6: The Trend in Wisconsin State Expenditures, 1951-1961 . . . . .	20
Graph 1: A Comparison of the Percentage Change Per Capita in Wisconsin State Government Expenditures and Personal Income, 1951-1961 . . . . .	21
Graph 2: A Comparison in Dollars of Per Capita Wisconsin State Govern- ment Expenditures and Personal Income . . . . .	21
Graph 3: A Comparison in Dollars of Wisconsin State Government Total Expenditures with Such Expenditures Adjusted to Reflect the Purchasing Price of the Dollar, 1951-1961 (in millions of dollars) . . . . .	22
COMPARING THE INCREASE IN STATE GOVERNMENT EXPENDITURES AND EMPLOYEES WITH TOTAL STATE POPULATION . . . . .	23
Table 7: A Comparison of the Per Cent of Increase in Wisconsin State Government Expenditures, State Employees and Total Population, 1951-1961 . . . . .	23
Graph 4: A Comparison in the Percentage Change in Wisconsin State Government Expenditures, Number of State Employees and Wisconsin Population, 1951-1961 . . . . .	24
STATE PAYROLL STATISTICS . . . . .	25
Table 8: Wisconsin State Payroll Statistics, July 1951-1961 . . . . .	25

Table of Contents--Continued

	Page
STATE AIDS TO LOCALITIES, 1901-1961 . . . . .	26
Table 9: Wisconsin State Aids to Localities, 1901-1961 . . . . .	26
STATE AIDS AND SHARED TAXES IN WISCONSIN, 1951-62 . . . . .	27
Table 10: State Aids and Taxes Apportioned to Localities in Wisconsin, 1951-61 . . . . .	28
Table 10a: Change in State Educational, Highway and Welfare Aids, 1951-1961 . . . . .	28
Graph 5: A Comparison in Dollars of Wisconsin Total State Aids and Shared Taxes with Such Aids and Taxes Adjusted to Reflect the Purchasing Power of the Dollar, 1951-1961 (in millions of dollars) . . . . .	29
Graph 6: A Comparison in Percentages of the Increase in Wisconsin State Aids and Shared Taxes with the Population of the State, 1951-1961 . . . . .	30
Graph 7: Proportion of Net Total State Government Expenditures Spent for State Aids and Shared Taxes, 1951-1961 . . . . .	31
Graph 8: A Comparison of State Expenditures Other Than State Aids and Shared Taxes with Such Taxes and Aids, 1951-1961 (in millions of dollars) . . . . .	31
FEDERAL AIDS TO WISCONSIN, 1931-1961 . . . . .	32
Table 11: Federal Aids to Wisconsin, 1931-1961 . . . . .	32
FEDERAL AIDS TO WISCONSIN, 1951-1961 . . . . .	33
Table 12: Federal Aids to Wisconsin, 1951-1961 . . . . .	33
Graph 9: Comparison in Dollars of Federal Aid to Wisconsin and Such Aid Adjusted to Reflect the Purchasing Power of the Dollar, 1951-1961 (in millions of dollars) . . . . .	34
Graph 10: The Proportion of Net Total Expenditures Expended from Federal Aids, 1951-1961 (See Table 12) . . . . .	35
Graph 11: A Comparison of Federal Aids with State Expenditures Exclusive of Federal Aids (in millions of dollars) . . . . .	35
CONCLUSIONS . . . . .	36
I. Why Have Expenditures Increased . . . . .	36
II. Variations in Size Among Departments . . . . .	38
APPENDIX . . . . .	39
Table 13: A Comparison of the Current Expenditures of Wisconsin State Agencies Listed in Descending Order of Their Disbursements, with Expenditures During the First Biennium of Their Ex- istence and with Those of 1949-51 . . . . .	40
Table 14: Population of Wisconsin, 1840-1960; School Enrollment and Population 65 and Over, 1930-1960 . . . . .	56
Table 15: Population of Wisconsin, 1951-1961 . . . . .	56
Table 16: Per Capita Personal Income in Wisconsin, 1929-1960 . . . . .	57
Table 17: Consumer Price Index, 1890-1961 . . . . .	58
Table 18: Consumer Price Index (Hoover): 1851 to 1880 . . . . .	59
Table 19: Purchasing Power of the Dollar: 1940 to 1961 . . . . .	59
Table 20: Wholesale Price Index, 1913-61 . . . . .	60

## Part I: WHERE DOES THE MONEY GO?

## HIGHLIGHTS

1. The top spending agencies in the state government are the Highway Commission, Department of Public Welfare, Department of Public Instruction, University and Building Commission; the smallest are the Board of Examiners in Basic Sciences, the Bar Commissioners, Commission on Uniform State Laws, Federal Surplus Property Development Commission and Claims Commission. 19 agencies incurred no separate expenditures. (See Tables 1 and 2)
2. Although there is a rough analogy, a department's rank by expenditure does not necessarily correspond to its rank in total number of employes. (See Table 1)
3. Not only have expenditures of almost all departments increased markedly since their inception, but many have increased drastically in the last 10 years. (See Table 2)
4. Highway expenditures are over 2-1/3 times their 1949-51 biennial level; Motor Vehicle administrative costs are almost 4 times as high; Public Instruction costs have tripled while the University's have more than doubled. (See Table 2)
5. General Fund Executive Budget expenditures for the 2 main public employe retirement systems have approximately doubled in the past decade. (See Table 3)
6. Total gross appropriations from all state funds increased from 1.4 billion in 1959-61 biennium to 1.7 billion in the 1961-63 biennium, or 300 million dollars. (See Table 4)
7. The cost of state government in 1961 was 19 times the cost in 1925, while the increase from 1951 to 1961 was 2-1/4 times. (See Table 5)
8. The per capita net total expenditures increased from \$88.27 in 1951 to \$171.69 in 1961. (See Table 6)
9. Between 1951-61 the Consumer Price Index rose by 15%. The per cent change in net total expenditures of 127.6% adjusted to reflect this would be 97.8%. (See Table 6)
10. In the 1951-61 decade while net total state expenditures increased 127%, the total number of state employes increased 59% and total state population rose 17%. (See Table 7)
11. Although total state population rose only 15% in the 1950-60 decade, school population rose 42% and the aged population increased by 26%. (See Table 14)
12. The past decade saw an increase in average monthly earnings of regular classified state employes of over 57% while the gross monthly payroll of all state employes rose 150.6%. (See Table 8)
13. Between 1951 and 1961 state aids and shared taxes increased 105% and federal aids, 145%. (See Tables 10 and 12)
14. The 105% increase in the past decade of state aids and shared taxes becomes 78% if adjusted to reflect the CPI. (See Table 10)
15. The study points up the wide variation in size of departments, from agencies spending a few thousand dollars to those spending over a hundred million dollars.
16. Factors influencing the increased expenditures appear to be changes in the composition of the population, increased federal and state aids, expanded building activity and expanded retirement costs and inflation.

AN ANALYSIS OF WISCONSIN STATE GOVERNMENT \*  
Part I: WHERE DOES THE MONEY GO?

## INTRODUCTION

What does it cost to operate each of the departments of the Wisconsin state government? What did it cost when each such agency was originally established? What is happening to the costs of government over the years?

These are the questions which this study attempts to answer. It measures the size of the various state agencies by means of their expenditures, then ranks them according to size. In conjunction with the current data comparable information is given for the first biennium of each agency's existence and also for a decade ago.

In addition to the presentation of the cost of each department, this study includes data on over-all state appropriations and expenditures, state aids and federal aids.

So much for what this report is attempting to do. What is the purpose of this effort? First, it is hoped that the specific expenditures of each department will demonstrate, on the state level of government, how funds are allocated among the several agencies, in other words, where the money is going; and secondly, that the contrast with expenditures of earlier years will give historical perspective on the extent to which an agency, following its creation, changes in size. Furthermore, it is intended that this report will be complemented by additional studies devoted to an analysis of Wisconsin state government, each such report approaching the task in a different way to bring out the various facets of the subject.

## GENERAL STATEMENT

An analysis of Wisconsin state government by means of an examination of its costs, both over-all and of individual departments, brings out a variety of facts.

Excluding the agencies handling retirement funds, the largest agencies in the state government, measured by the amount of their disbursements are the Highway Commission, the Department of Public Welfare, The Department of Public Instruction and the University of Wisconsin. The smallest agencies are the Board of Examiners in Basic Sciences, the State Bar Commissioners, the Commissioners on Uniform State Laws, the Wisconsin Federal Surplus Property Development Commission and the Claims Commission. Nineteen agencies incurred no separate expenditures.

Although the tendency has been for all state departments to grow over the years, the growth has not been even. The rise of a complex federal aid program has, for example, caused certain departments to grow rapidly as measured by expenditures. The expenditures of the Highway Commission, the major recipient of federal funds, have grown drastically from about half a million dollars in 1911-13 to over \$336,000,000 in 1959-61, while those of Public Welfare have increased about fourfold between the 1939-41 and 1959-61 bienniums. Public Instruction costs have risen from a little over a third of a million dollars in 1866-68 to over \$142,000,000 in 1959-61. Extensive contributions have been made to the over-all costs of state government by the 4 retirement systems. The rapid expansion in the demands for higher education have placed the University and state colleges in the top spending agencies. Similarly the increased public building programs have made the Building Commission a leading spender.

Looking at agencies established within the past 2 decades shows that even their costs have increased dramatically. The Department of Nurses spent \$93,587 in 1949-51 and almost 2-1/2 times that in 1959-61, while disbursements of the

Department of State Audit have risen from \$438,657 in 1947-49 to 3 times that amount and the Department of Taxation costs have increased to 7 times its 1939-41 figure.

Turning from individual departmental expenditures to over-all expenditures, the cost of government in 1961 was 19 times the cost in 1925, while the increase in the decade from 1951 to 1961 was 2-1/4 times. On a per capita basis this represents an increase in this decade from \$88.27 to \$171.69.\*

The continuing upward trend of costs is also demonstrated by appropriations for the 1959-61 biennium in comparison with the current biennium. The latter shows a gross increase of \$300,000,000, from \$1,457,798,115 to \$1,758,859,892.

That part of total expenditures represented by state aids and shared taxes and by federal aids has also shown an upward thrust. State aids have increased from \$1.2 million in 1901 to \$153 million 60 years later, with the 1951-61 decade alone accounting for their doubling.\*\* While state aids and shared taxes increased 105% in this decade, federal aids increased 145%, from \$44.7 million to \$109.8 million. Federal aids, however, have fluctuated more erratically. Each year has not marked an increase, although that has been the general trend.

Another factor in increased costs is the increase in number of employes, which will be examined in Part II of this study, and the increase in their salaries. Average monthly earnings in the last decade rose from \$272 to \$429 and gross payrolls from a monthly average of \$4.6 million to \$11.7 million.

To summarize, between 1951 and 1961 net total state expenditures has increased 127%, the total number of state employes has increased 59%, the average salary of regular classified employes has increased 57.7%, gross monthly payroll for all state employes has risen by 150.56%, and the total population of the state of Wisconsin has increased only 17%.

\*It should be noted that when net total expenditures are adjusted to reflect the change in the purchasing power of the dollar, the figures are of course lowered. The increase in expenditures between 1951 and 1961 of 127% would be 97.8% if adjusted by the changes in the Consumer Price Index.

\*\*Using unadjusted figures, the 1951-61 increase in state aids and shared taxes was 105%. Adjusted to reflect increases in the Consumer Price Index, they would be 78%.

## RANK OF STATE AGENCIES BY EXPENDITURES, 1959-61, AND THE COMPARATIVE RANK IN NUMBER OF EMPLOYEES

What state agency expends the most money? Which expends the least? How many have control over as much as a million dollars?

The following table lists each state agency according to its total expenditures for the 1959-61 biennium. As is apparent the Highway Commission, Public Welfare Department and the Department of Public Instruction rank 1, 2 and 3. It is also interesting to note that there are 3 separate educational agencies in the top 7.

Of the 86 administrative agencies listed herein, 19 have no separate expenditures, while 24 had an expenditure for the biennium exceeding one million dollars, and 51 had an expenditure for the biennium of at least \$100,000. The specific expenditures are detailed in succeeding tables. These tables do not include agencies expending retirement funds, because they are considered in a separate section of this report.

In the columns to the right appears the rank of the state agency in terms of number of regular classified employees and of total number of employees. While the rank in terms of expenditure and in terms of employees is not identical, substantial similarity will be noted.

Table 1: RANK OF STATE AGENCIES BY EXPENDITURE, 1959-61, LISTED IN DESCENDING ORDER, AND THE COMPARATIVE RANK IN NUMBER OF EMPLOYEES\*

Rank in Expenditures	Department	Rank in Total No. of Employees (7/1/61)	Rank in Regular Classified Personnel (7/1/61)
1	Highway Commission	3	3
2	Public Welfare, Department of	2	1
3	Public Instruction, Department of	13	13
4	University of Wisconsin	1	2
5	Building Commission	..	51
6	State Colleges, Board of Regents of	5	8
7	Conservation Commission	4	4
8	Motor Vehicle Department	7	5
9	Industrial Commission	6	6
10	Administration, Department of	9	9
11	Health, Board of	12	11
12	Agriculture, Department of	10	10
13	Vocational and Adult Education, Board of	16	15
14	Taxation, Department of	8	7
15	Aeronautics Commission	34	28
16	Veterans Affairs, Department of	11	12
17	Public Service Commission	14	14
18	National Guard	17	20
19	Insurance Department	20	19
20	Historical Society, State	15	17
21	Audit, Department of State	19	18
22	Grain and Warehouse Commission	18	16
23	Banking Department	22	21
24	Attorney General	23	23
25	Library Commission, Free	21	22
26	Civil Defense, Bureau of	33	29
27	Resource Development, Department of	24	24
28	Radio Council, State	..	..
29	Executive Office	27	51

Table 1. (Continued)

Rank in Expenditures	Department	Rank in Total No. of Employees	Rank in Regular Classified Personnel
30	Water Pollution Board	25	25
31	Investment Board	32	32
32	Government Operations, Board on	--	47
33	Crime Laboratory, State	28	33
34	Real Estate Brokers' Board, State	30	33
35	Savings and Loan Department	26	26
36	Nurses, Department of	33	29
37	Secretary of State	30	26
38	Employment Relations Board	29	33
39	Treasurer, State	36	33
40	Securities, Department of	35	29
41	Pharmacy, Board of	37	33
42	Architects and Professional Engineers, Board of	39	38
43	Public Lands, Commissioners of the	37	39
44	Medical Examiners, Board of	41	40
45	Soil and Water Conservation Committee	47	40
46	Library, State	43	47
47	Revisor of Statutes	40	47
48	Metropolitan Study Commission (Abolished 1961)	--	47
49	Tax Appeals, Board of	43	47
50	Human Rights, Governor's Commission on	48	42
51	Dental Examiners, Board of	49	51
52	Accountancy, Board of	51	44
53	Optometry, Board of	41	51
54	Water Regulatory Board	43	42
55	Chiropractic, Board of Examiners in	43	44
56	Mental Health Advisory Committee	49	46
57	Athletic Commission	54	46
58	Great Lakes Compact Commission	57	46
59	Watchmaking, Board of Examiners in	51	46
60	Interstate Cooperation, Commission on	54	46
61	Portage Levee Commission	54	46
62	Basic Sciences, Board of Examiners in	51	46
63	Bar Commissioners, State	54	46
64	Uniform State Laws, Commissioners on	54	46
65	Surplus Property Development Commn., Wis. Fed.	54	46
66	Claims Commission	54	46

The following agencies did not incur any separate expenditures:

Armory Board  
 Canvassers, Board of  
 Civil War Centennial Commission  
 Educational Advisory Committee, Governor's  
 Geographic Board  
 Fine Arts Commission  
 Health and Welfare, Interagency Committee on  
 Higher Education, Coordinating Committee for  
 Historical Markers Commission  
 Hygiene, State Laboratory of  
 Innocent Persons, Committee for the Relief of  
 Institution Standards, Joint Committee on  
 Judgment Debtors Relief Commission  
 Medical Grievance Committee  
 Natural Resources Committee of State Agencies  
 Public Records, Committee on  
 Scientific Areas, Board for the Preservation of  
 Turnpike Commission  
 Veterans Memorial Commission

\*For detailed exposition of number of employees by agency, see Part II, Table 1. Legislative and judicial agencies are excluded from the above list. Also excluded were agencies created in 1961, specifically, the Commn. on the Aging, Exposition Dept., Personnel Bd., Gov.'s Commn. on the Physically Handicapped and the Bd. of Veterinary Examiners.

## TOTAL EXPENDITURES IN BIENNIUM OF ORIGIN, 1949-51 AND 1959-61, BY DEPARTMENT

With rare exceptions every state agency spends more money today than it did when it was created. The same holds true for its expenditures in the last decade. It is not always clear, however, how drastically the expenditures have risen even among some agencies which are relatively young. Frequent changes in accounting procedures over the years make it exceedingly difficult to present reliable comparative data. Therefore figures prior to 1951 should be taken as approximations rather than as precise statistics.

The following table gives data on the expenditures of the several state agencies for the first biennium following each agency's organization, in comparison with such expenditures in 1949-51 and in 1959-61.\* It ranks them in descending order from those with the highest expenditures to those with the lowest in 1959-61. In the case of the agencies which were created at the beginning of statehood the figures given are for the 1866-67 period instead of for 1848-50 because of the better figures available. Even so, they must be considered only as estimates. Although transfer of funds among agencies have been largely eliminated, some duplication of expenditures will undoubtedly exist. Agencies which incurred no expenditures or whose expenditures are included with those of another department are not included herein. Agencies handling retirement funds are also not included, as they are dealt with in a separate section of this report. No attempt is made to total the figures given in the table, because they would not add up to the total cost of state government.

In the last decade the biggest jump in expenditures has been in highways, and the University, which have more than doubled; public welfare, which has come fairly close to doubling; and public instruction, which has more than tripled.

Somewhat smaller agencies, however, have also experienced sizable increases in this 10-year period. The Motor Vehicle Department, Department of Taxation, Department of State Audit, the Grain and Warehouse Commission, Attorney General and Free Library Commission have all at least doubled in their expenditures.

The table also shows how radical a variation there is in size of departments when measured in terms of their expenditures. The top 4 spending agencies spend over \$100,000,000. Another 20 agencies spend between one and 100 million, while 21 spend between \$100,000 and a million, and 21 spend less.

Of the top 10, 3 relate to education, 2 to automotive transportation, and the others are Public Welfare (no. 2), the Building Commission (no. 5), Conservation (no.7), the Industrial Commission (no. 9) and the Department of Administration (no. 10). The smallest agencies are primarily the assorted examining boards. Considering the top 10 agencies, over \$300,000,000 is spent each biennium on education, while the Highway Commission expends over 300 million. Welfare and Conservation account for \$195,000,000 and 27 million respectively.

\*For detailed accounts showing a breakdown of expenditures into Executive, Revolving and Segregated Budgets, see Table 13 in Appendix.

Table 2: A COMPARISON OF THE CURRENT EXPENDITURES OF WISCONSIN STATE AGENCIES, LISTED IN DESCENDING ORDER OF THEIR DISBURSEMENTS, WITH EXPENDITURES DURING THE FIRST BIENNIUM OF THEIR EXISTENCE AND WITH THOSE OF 1949-51

I Executive Branch Department	II First Biennium	III Total Expenditures First Biennium in Column II	IV Total Expenditures 1949-51 Biennium	V Total Expenditures 1959-61 Biennium
1. Highway Commission	1911-13	\$ 528,287	\$140,382,846	\$336,516,913
2. Public Welfare, Dept. of	1939-41	47,022,276	103,020,650	195,130,411
3. Public Instruction, Dept. of	1866-68*	366,305	46,280,181	142,396,627
4. University of Wisconsin	1866-68*	77,793	62,565,045	140,617,325
5. Building Commission	1949-51		502,859	37,391,974
6. State Colleges, Bd. of Regents of	1866-68	197,131	10,633,957	30,402,109
7. Conservation Department	1927-29	1,478,832	12,858,782	27,823,582
8. Motor Vehicle Department	1939-41	1,586,686	3,626,269	13,972,636
9. Industrial Commission	1911-13	171,919	7,056,175	12,857,716
10. Administration, Department of	1959-61		Not created until 1959	12,379,677
11. Health, State Board of	1876-78	6,390	8,881,188	11,373,117
12. Agriculture, Department of	1929-31	2,502,768	5,343,406	9,178,620
13. Vocational and Adult Educa., Bd. of	1911-13	55,768	7,336,578	8,332,857
14. Taxation, Department of	1939-41	1,109,188	3,545,715	8,081,445
15. Aeronautics Commission	1945-47	37,396	3,369,284	3,978,516
16. Veterans Affairs, Dept. of	1945-47	18,501,951	2,413,053	3,258,491
17. Public Service Commission	1931-33	1,076,411	943,559	2,145,875
18. National Guard	1866-68*	8,870	1,076,393	1,801,895
19. Insurance Department	1878-80	Paid from fees not exc. \$3,500 per year	1,045,803	1,767,147
20. Historical Society, State	1866-68*	7,129	657,100	1,595,868
21. Audit, Dept. of State	1947-49	438,657	555,157	1,433,519
22. Grain and Warehouse Commission	1905-07	6,568	496,363	1,226,681
23. Banking Department	1903-05	33,988	687,874	1,079,636
24. Attorney General	1866-68*	6,396	393,402	957,657
25. Library Commission, Free	1895-97	3,148	361,827	876,313
26. Civil Defense, Bureau of	1951-53	184,849	Not created yet	686,537
27. Resource Development, Dept. of	1959-61		Not created yet	506,055
28. Radio Council, State	1945-47	35,865	311,290	469,169
29. Executive Office	1866-68*	20,379	145,686	351,660

Table 2. (Continued)

I	II	III	IV	V
<u>Executive Branch</u>	First	Total Expenditures	Total Expenditures	Total Expenditures
<u>Department</u>	<u>Biennium</u>	<u>First Biennium</u> <u>in Column II</u>	<u>1949-51 Biennium</u>	<u>1959-61 Biennium</u>
30. Water Pollution, Com. on	1927-29	\$ 15,000 per yr. to Bd. of Health	\$ 159,966	\$ 337,687
31. Investment Board	1951-53	177,338	120,608	328,781
32. Government Operations, Bd. on	1959-61		Not created yet	275,068
33. Crime Laboratory, State	1947-49	156,544	153,647	274,315
34. Real Estate Brokers Board	1919-21	41,174	95,259	265,903
35. Savings and Loan Department	1947-49	107,621	114,685	258,910
36. Nurses, Department of	1949-51		93,587	218,429
37. Secretary of State	1866-68*	36,411	127,962	211,066
38. Employment Relations Board	1939-41	75,012	129,040	208,087
39. Treasurer, State	1866-68*	24,231	125,736	164,398
40. Securities, Dept. of	1939-41	87,609	111,197	161,550
41. Pharmacy, Board of	1882-84	Paid from fees	52,238	148,616
42. Architects and Prof. Eng., Bd. of	1917-19	888	43,620	131,752
43. Public Lands, Commissioners of	1866-68*	385,168	61,457	117,070
44. Medical Examiners, Board of	1897-99	Paid from receipts	53,241	104,692
45. Soil and Water Cons. Com.	1937-39	8,701	67,804	94,510
46. Library, State Law	1866-68*	3,717	59,754	92,899
47. Revisor of Statutes	1909-11	14,074	47,293	92,433
48. Metropolitan Study Comm.**	1957-59	56,103	Not created yet	65,735
49. Tax Appeals, Board of	1939-41	40,172	44,250	64,112
50. Human Rights, Governor's Comm. on	1947-49	-----	20,082	62,442
51. Dental Examiners, Board of	1885-87	Paid from fees	26,884	37,792
52. Accountancy, Board of	1913-15	2,406	24,356	29,519
53. Optometry, Bd. of Examiners in	1915-17	-----	14,111	27,744
54. Water Regulatory Board	1937-39	27,606	19,751	24,683
55. Chiropractic, Bd. of Examiners in	1925-27	11,556	9,440	24,078
56. Mental Health, Advisory Com. on	1959-61		Not created yet	21,715
57. Athletic Commission	1913-15	5,464	19,422	17,868
58. Great Lakes Compact Commission	1955-57	12,765	Not created yet	15,925
59. Watchmaking, Board of Examiners in	1937-39	10,892	11,596	13,926
60. Interstate Cooperation, Commn. on	1937-39	10,000	10,546	12,541
61. Portage Levee Commission**	1901-03	1,074	7,354	11,982
62. Basic Sciences, Bd. of Examiners in	1925-27	4,088	7,567	8,656
63. Bar Commissioners, State	1885-87	1,790	6,164	4,864

Table 2. (Continued)

I	II	III	IV	V
<u>Executive Branch</u> <u>Department</u>	First <u>Biennium</u>	Total Expenditures First Biennium <u>in Column II</u> \$	Total Expenditures <u>1949-51 Biennium</u> \$	Total Expenditures <u>1959-61 Biennium</u> \$
64. Uniform State Laws, Commissioners on	1893-95	-----	-----	4,368
65. Surplus Property Development Commn.	1959-61		Not created yet	2,112
66. Claims Commission	1955-57	95	Not created yet	797
 <u>Legislative Branch</u>				
Legislature	1866-68*	167,624	844,242	2,133,987
Legislative Council	1947-49	35,820	66,288	203,568
Retirement Systems, Jt. Survey Com.	1947-49	6,873	8,222	25,228
Administrative Rules, Com. to Review	1955-57	407	Not created yet	27
 <u>Judicial Branch</u>				
∞ Circuit Courts	1866-68*	55,639	814,482	1,573,560
Supreme Court	1866-68*	24,719	259,827	442,623
Judicial Council	1951-53	31,954	Not created yet	36,695
 <u>Private Organizations</u>				
Deaf, Assn. of the	1939-41	4,118	7,040	10,000
Development Credit Corp., Wis.	1955-57	-----	Not created yet	8,000
Sciences, Arts and Letters, Academy of	1872-73	1,778	4,985	3,000
Archeological Society	1905-07	922	1,674	1,600

\*Created earlier, but better figures are available for this biennium.

\*\*Abolished in 1961.

Sources: Department of Administration, Bureau of Management, Functional Worksheet for 1961 Annual Fiscal Report; Annual Fiscal Reports, 1959, 1960, 1961; Wisconsin State Budget 1961; Department of Budget and Accounts, Wisconsin State Budgets, 1949-1959; Budget Bureau, Wisconsin State Budgets, 1931-1947; Board of Public Affairs, Wisconsin State Budgets, 1915-1929; Secretary of State, Annual and Biennial Reports; Wisconsin Blue Books.

## EXPENDITURES OF RETIREMENT FUNDS

Because of the intricate and complicated nature of the operation of the retirement and other benefit funds relating to state employes, information on the agencies administering these funds is herein given separately from the data in the preceding table. The state of Wisconsin maintains 3 retirement funds for public employes: The Wisconsin Retirement Fund for state and local government employes, the Teachers Retirement Fund and the Conservation Wardens Pension Fund. The latter is gradually being liquidated since workers hired after 1947 contribute to the Wisconsin Retirement Fund instead of to it. Each is headed by a board of trustees. Another state agency, the Group Insurance Board, administers the funds for the group health and life insurance program for public employes.

In addition the state contributes to the Milwaukee Teachers Retirement Fund and the Public Employes Social Security Fund. The Executive Director of the Wisconsin Retirement Fund acts as director of the latter, while the Milwaukee Teachers Retirement Fund is not a state agency. Since the state serves primarily as a collection and transfer agent with regard to these 2 funds and does not otherwise administer them, they are listed apart from the other data in the following table.

In listing the expenditures of the various retirement systems Table 3 gives the amounts spent by these systems for benefits and administration. However, these sums are derived from various sources - from contributions made by the state (both from the General Fund Executive Budget and from segregated funds), from contributions of employes, and from earnings on investments. Therefore, although these figures represent what the agencies spent to administer the retirement plans and to pay out benefits thereunder, they do not give an accurate picture of the cost of these programs to the state at any given time. For this reason the table also lists the amounts transferred from the General Fund Executive Budget to the various funds as the state's matching contribution. This money is then commingled with the money from the other sources for use in the operation of the funds and, it seems to us, represents a clearer picture of the cost to the state of its retirement and other fringe benefit programs for public employes than do the other set of figures. The situation of the Conservation Wardens Pension Fund is somewhat different since it receives a sum sufficient appropriation from the Conservation Fund to supplement employe contributions.

Even this data, however, will not give a complete picture of expenditures, because it shows only General Fund Executive Budget transfers, not transfers from segregated funds to the state retirement and social security funds. The former transfers are not included in departmental total expenditures, while the latter are included in their agency totals. Because of the difficulty in sorting out these figures, however, only those sums transferred from the General Fund Executive Budget are given in this table.

It should be noted too that the retirement systems actually disburse considerably more money each year than these figures indicate, approximately \$310 million in the 1959-61 fiscal biennium, from the State Teachers Retirement Fund and approximately \$186 million in 1959-60 calendar biennium from the Wisconsin Retirement Fund, but these figures include expenditures for investments and intra-agency transfers.\*

\*See: State Teachers Retirement Fund, Comparative Income Statement, June 30, 1961; Wisconsin Retirement Fund, Annual Statement for Calendar Year 1959 and Annual Statement for Calendar Year 1960.

The table shows that in the past decade expenditures of the Wisconsin Retirement Fund Board have about quadrupled, while those of the Teachers Retirement Fund Board have increased about 3-1/2 times. Transfers from the General Fund Executive Budget to the Wisconsin Retirement Fund Board have almost doubled and transfers to the Teachers Retirement Fund have a little more than doubled. The life and health insurance program and the participation of public employes in the Social Security program are new developments during the decade.

Table 3: EXPENDITURES OF STATE AGENCIES ADMINISTERING RETIREMENT AND OTHER BENEFIT PROGRAMS FOR PUBLIC EMPLOYEES, 1949-51 AND 1959-61

<u>Department</u>	A. Expenditures for Benefits and Administration	
	<u>1949-51 Biennium</u>	<u>1959-61 Biennium</u>
Conservation Wardens Pension Fund	\$ 75,106	\$ 132,378
Retirement Fund, Wis. (incl. old St. Ret. Fd.)	3,532,702	14,239,632
Teachers Retirement Fund, Wis.	6,184,922	21,044,909
	B. Expenditures (Amount Transferred to Insurance Companies plus Administrative Costs)	
	<u>1949-51 Biennium</u>	<u>1959-61 Biennium</u>
Group Insurance Board	Not in existence	\$ 4,945,934
	C. Expenditures	
<u>Funds not Administered by State, but for which State Acts as Transfer Agent</u>	<u>1949-51 Biennium</u>	<u>1959-61 Biennium</u>
Milwaukee Teachers Retirement Fund (not a state agency)	\$2,187,738	\$ 4,559,551
Public Employes Social Security Fund	Not in existence	53,078,078 (transferred to U.S. government)
	D. Amounts transferred from the General Fund Executive Budget to the various retirement and benefit funds:	
<u>Funds</u>	<u>1949-51 Biennium</u>	<u>1959-61 Biennium</u>
Retirement Fund, Wis. (incl. old St. Ret. Fd.)	\$2,783,980	\$ 5,420,467
Teachers Retirement Fund, Wis.	7,691,786	16,733,434
Milwaukee Teachers Retirement Fund	Figure not available	4,675,546
Public Employes Social Security Fund	Not in existence	10,548,656
Group Insurance Board	Not in existence	921,742

(Conservation Wardens Pension Fund sum sufficient from the Conservation Fund)

Sources: Department of Administration, Bureau of Management: Annual Fiscal Report, 1961; Wisconsin State Budget, 1961-63: Segregated Funds; Wisconsin State Budget, 1961-63, General Fund.

## TOTAL APPROPRIATIONS FROM ALL STATE FUNDS AND BY DEPARTMENTS, 1959-63

Funds which a state agency expends must be granted to it through appropriations. They are granted biennially from the General Fund or from a segregated fund. The General Fund is composed of the Executive Budget, under which appropriations are made from general purpose revenues received into the fund, and the Revolving Budget, under which appropriations are made from General Fund revenues specifically earmarked by statute for a particular department. In fact they go to a department automatically until revised by statute. The segregated funds are separate funds financed from revenue earmarked for specific purposes and not available for any other use. Specific appropriations are made from some segregated funds - Conservation, Highway, Wisconsin Retirement, Teachers Retirement, and Veterans - but the appropriations of the other segregated funds consist of their revenues. Although the legislature may review all fund expenditures, its control of revolving and segregated budgets is naturally more limited.

The following table gives statutory appropriations for the last 2 biennia. A comparison of the figures for these 2 biennia indicates a jump of \$300,000,000 in total appropriations from 1959-61 to 1961-63.

This phenomenal rise in biennial appropriations should be explained. In the first place these are gross figures, not net figures. They are from all state funds and include taxes apportioned to localities and interagency transfers. These will be substantially lowered by the elimination of transfers between various funds and of shared taxes. The figures represent the total number of dollars which will be available, but some of the same dollars will be used more than once.

Of the \$300,000,000 about \$200,000,000 of it represent increases in the General Fund and less than \$100,000,000 represent increases in the segregated funds.

Of the \$213,000,000 increase in the General Fund, about \$81,000,000 is in the Executive Budget, and these increases can be readily seen by a comparison of the appropriations of some of the agencies. For example, the State Colleges get about \$7 million more, the University about \$25 million more, the Department of Public Instruction gets about \$24 million more.

Of the \$132,000,000 increase in the Revolving Fund part of the General Fund Budget, a very substantial portion of it, \$106,800,000, is accounted for in new tax apportionments (with \$85,000,000 of it being apportionments of the new selective sales tax for property tax relief).

The increases in the segregated fund appropriations are \$30,000,000 for highways, \$7,000,000 for conservation and \$50,000,000 for miscellaneous fund appropriations which includes a substantial increase for retirement fund payments.

While most state agencies were granted increased appropriations for the current biennium, the greatest increases occurred in the case of the departments operating with segregated funds, namely, Highway and Conservation Commissions, and the Motor Vehicle Department. Other recipients of a considerable

increase in appropriations were the educational agencies - Public Instruction, the University, state colleges and vocational schools - and the retirement systems and Public Welfare.

One further point should be noted. The appropriations shown in this table are those authorized by statute. The actual appropriations, however, may not necessarily be identical. For example, the statutory appropriation of the Aeronautics Commission for the 1960-61 fiscal year was \$3,247,053, but its actual appropriation was \$2,024,359. This is accounted for primarily by the fact that part of the appropriation to the commission was nonlapsible. Any amount not used in one year would carry over rather than lapse. Other reasons for the difference in statutory and actual appropriations are variations in the amount received in the revolving fund, the granting of sum sufficient appropriations which are granted when the actual cost cannot be determined, and emergency appropriations.

Table 4: TOTAL STATUTORY APPROPRIATIONS FROM ALL STATE FUNDS AND BY DEPARTMENT FOR 1959-63

Fund	Total Statutory Appropriation					
	1959-60	1960-61	Biennium 1959-61	1961-62	1962-63	Biennium 1961-63
General Fund Appropriations						
Executive Budget Appropriations	\$202,711,447	\$216,971,589	\$419,683,036	\$240,954,027	\$259,937,193	\$500,891,220
Revolving Budget Appropriations	111,943,173	113,541,949	225,485,122	123,544,372	127,629,736	251,174,108
Rev. Budget Tax Apportionments	111,264,890	117,564,635	228,829,525	107,807,661	227,848,360	335,656,021
Total Genl. Fund Approp.	425,919,510	448,078,173	873,997,683	472,306,060	615,415,289	1,087,721,349
Segregated Funds Appropriations						
Highway Budget	178,994,600	174,648,200	353,642,800	192,420,226	190,634,360	383,054,586
Conservation Budget	15,080,101	14,878,625	29,958,726	17,621,314	19,632,227	37,253,541
Miscellaneous Funds Budget	98,182,509	102,016,396	200,198,905	121,345,104	129,485,310	250,830,414
Total Seg. Fund Budget	292,257,210	291,543,221	583,800,431	331,386,644	339,751,897	671,138,541
Total Appropriations, All Funds	718,176,720	739,621,394	1,457,798,114	803,692,705	955,167,186	1,758,859,891

## Statutory Appropriation by Department

Agency	1959-60	1960-61	1961-62	1962-63
Academy of Sciences, Arts and Letters*	B \$ 3,000			
Accountancy, Board of	15,200	\$ 16,000	\$ 16,300	\$ 16,600
Administration, Dept. of	4,885,071	5,121,280	6,512,421	6,699,888
Aeronautics Commission	4,764,773	3,247,053	3,877,822	5,067,088
Aging, Commission on	Created in 1961		25,000	25,000
Agriculture, Department of	5,350,342	5,116,962	3,706,859	3,733,722
Albion Academy Historical Society*			5,000	
Archeological Society*	B 1,600		B 1,600	
Architects and Prof. Engineers	55,000	76,000	81,000	85,000
Athletic Commission	10,600	10,600	4,300	4,300
Attorney General	446,088	454,807	501,844	484,784
Audit, Department of State	701,239	711,337	757,209	777,359
Banks, Commissioner of	575,000	585,000	590,000	599,000
Bar Commissioners	2,850	2,850	2,800	2,800
Basic Sciences, Bd. of Examiners in	8,000	8,000	6,500	6,500
Building Commission	8,697,495	7,254,315	8,741,100	8,818,623

Table 4 (Continued)

Agency	1959-60	1960-61	1961-62	1962-63
Chiropractic, Bd. of Examiners in	\$ 11,380	\$ 11,380	\$ 11,000	\$ 11,000
Circuit Courts	701,000	768,400	908,250	947,350
County Courts, state aid			994,500	2,085,500
Civil Defense, Department of	238,007	180,652	681,797	678,986
Civil War Centennial Commission			20,000	
Claims Commission	100	100	200	200
Conservation Commission, General Fund	349,106	433,438		
Conservation Fund	15,080,101	14,878,625	17,468,314	19,479,227
Reforestation Fund			153,000	153,000
Conservation Wardens' Pension Fund	95,000	95,000	105,000	105,000
Crime Laboratory Board	143,884	147,161	155,496	156,888
Deaf, Association of*	5,000	5,000	5,265	5,090
Dental Examiners, Board of	22,336	24,000	23,700	23,700
Employment Relations Board	100,191	101,215	128,145	128,890
Executive Department	131,120	134,314	155,692	161,860
Exposition Department	Created in 1961		1,448,330	1,448,330
Fine Arts Commission	100	100	Abolished in 1961	
Free Library Commission	421,973	478,501	289,951	316,832
Government Operations, Board on	1,000,000	1,000,000	1,000,000	1,000,000
Governor's Commission on Human Rights	31,237	31,361	32,525	32,669
Governor's Educational Advisory Com.			6,500	6,500
Grain and Warehouse Commission	541,000	557,000	645,579	659,640
Great Lakes Compact Commission	8,900	8,900	9,000	9,000
Group Insurance Board	1,822,000	3,560,653	3,618,389	3,773,391
Health, Board of	8,804,849	8,893,641	5,818,760	5,936,425
Highway Commission	170,518,138	166,150,165	182,937,668	180,425,354
Transfers to General Fund from Highway Fund	723,167	760,869	709,122	725,268
Transfer to Conservation Fund from Highway Fund	150,000	150,000	200,000	200,000
Transfers to Retirement Funds	394,032	44,796	67,959	80,858
Legislative Awards	20,570		11,708	
Historical Markers Commission	200	200		
Historical Society	817,170	812,754	842,422	853,593
Industrial Commission	6,466,056	8,564,340	7,075,705	7,130,234
Insurance Commissioner	1,929,629	1,604,553	1,728,344	1,760,340
Interstate Cooperation, Commission on	10,000	10,000	22,900	15,500
Investment Board	174,766	177,231	4,201,617	4,201,021
Judicial Council	21,253	20,953	21,378	21,613
Lands, Commissioners of Public	771,423	772,263	1,059,483	1,060,167

Table 4 (Continued)

Agency	1959-60	1960-61	1961-62	1962-63
Law Library	\$ 50,476	\$ 50,677	\$ 54,462	\$ 54,972
Legislative Council	121,500	106,740	183,670	145,540
Legislature	644,289	1,168,144	648,860	1,207,930
Medical Examiners	50,900	54,300	58,871	60,071
Mental Health Advisory Committee	18,000	20,000	22,480	22,480
Metropolitan Study Commission	38,220	19,220	Abolished in 1961	
Milwaukee Teachers' Retirement Board	3,920,000	4,538,000	5,360,659	5,883,000
Misc. General Appropriations	1,128,840	1,342,200	1,542,900	1,735,550
Misc. General Fund Transfers	23,852,040	25,710,595	27,420,736	29,395,038
Misc. Tax Apportionments	111,264,890	117,564,635	107,807,661	227,848,360
Misc. Agency Accounts	3,415,000	3,590,000	3,550,500	3,650,500
Motor Vehicle Department	7,149,113	7,521,950	8,473,268	9,182,880
National Guard	887,913	871,244	1,005,139	1,016,615
Nursing, Board of	121,576	121,742	124,050	124,351
Optometry Examiners	16,350	17,100	16,500	16,600
Pharmacy Board	74,000	75,000	77,675	78,815
Physical Plant Maintenance Com.			B 1,500	
Portage Levee Commissioners	5,500	5,500		
Public Employes Soc. Sec. Fund	24,058,839	24,057,872	24,827,465	26,666,035
Public Instruction, Department of	68,814,953	72,974,647	80,584,407	87,408,575
Public Service Commission	1,021,772	1,089,546	1,178,584	1,230,959
Public Welfare Department	93,205,996	97,325,753	105,583,044	109,589,017
Radio Council	240,037	231,723	254,500	241,176
Real Estate Brokers Board	150,000	150,000	160,000	160,000
Recreation Committee, State	Created in 1961		32,000	20,000
Resource Development, Department of	292,530	287,530	522,528	340,589
Revisor of Statutes	47,437	43,465	50,158	49,736
Savings and Loan Commissioners	160,161	189,000	200,000	215,000
Secretary of State	103,614	107,774	119,330	124,274
Securities Department	93,292	94,718	92,125	93,663
Soil and Water Conservation Committee	49,935	49,211	63,254	154,466
State Colleges, Board of Regents of	13,974,505	15,799,548	17,513,942	19,863,917
Supreme Court	211,045	214,075	292,715	301,450
Surplus Property Devel. Commission	5,000	5,000	5,000	5,000
Tax Appeals, Board of	33,388	33,576	36,070	35,836
Taxation, Department of	3,966,084	4,035,404	6,193,630	7,425,127
Teachers Retirement Board	24,329,000	25,779,000	33,977,888	37,092,888
Treasurer, State	85,986	86,986	93,120	91,354

Table 4 (Continued)

Agency	1959-60	1960-61	1961-62	1962-63
Uniform State Law Commission	\$ 2,400	\$ 2,400	\$ 2,150	\$ 2,900
University of Wisconsin	63,578,233	66,110,125	76,354,436	79,089,978
Veterans Affairs, Department of	12,236,447	10,239,933	9,208,322	9,680,894
Veterinary Examiners, Board of	Created in 1961		3,550	3,550
Vocational and Adult Education, Bd. of	3,583,882	3,309,313	5,048,761	5,107,435
Watchmaking, Board of Examiners in	7,065	7,065	6,660	6,660
Water Pollution Committee	181,652	184,160	183,835	185,773
Water Regulatory Board	13,214	13,454	23,427	20,559
Wisconsin Development Credit Corp.*	4,000	4,000		
Wisconsin Retirement Fund	19,650,000	21,435,000	27,846,000	29,893,000

In addition to the above schedule of appropriations, the 1959 Legislature appropriated the following amounts for the fiscal year 1958-59:

Legislature	68,740	
Executive Department	45,763	
Engineering Bureau, Research	3,487	
Taxation Department, Research	5,267	
Total	123,257	
Net effect of July 1959 operations for repealed departments under Chapter 228		-71,826
Net effect of July to September 1959 operations for repealed divisions under Chapter 442		20,650

In addition to the above schedule of appropriations, the 1961 Legislature appropriated the following for the fiscal year 1960-61:

General Fund	
Legislative Clerks Salaries	32,274
Establishment of Menominee County	15,000
Elementary and High School Aids, Deficiency	2,920,000
Claims for Damages	202
Conservation Fund	8,087
Total	2,975,563

\*Not a state agency

Source: Wisconsin Statutes, 1959 and 1961, sec. 20.005.

## TRENDS IN WISCONSIN STATE EXPENDITURES, 1870-1961

In the past 91 years gross annual expenditures of the Wisconsin state government have risen from \$1½ million to over \$700 million. General Fund expenditures have usually been higher than segregated funds expenditures, but the proportional relationship of the 2 has varied over the years.

The following table shows that while the first 30 years saw an increase in gross total of only a little over 3½ million, the next 30 years brought an increase of 85 million, and the 30 years from 1930 to 1960 an increase of almost 650 million. To put it another way, from 1870 to 1900 gross total expenditures increased 3½ times, from 1900 to 1930, 18 times, and from 1930 to 1960, 8 times. Thus, although the absolute increase in the last 30 years has been enormous, the rate of increase was actually less than in the preceding equivalent time span.

Table 5: TREND IN WISCONSIN STATE EXPENDITURES\*, 1870-1961

<u>Fiscal Year</u>	<u>General Fund</u>	<u>Segregated Funds</u>	<u>Gross Total</u>	<u>Net Total</u>
1870	\$ 906,329	\$ 508,827	\$ 1,415,156	
1875	1,260,168	591,302	1,851,470	
1880	1,179,815	692,329	1,872,144	
1890	2,121,363	1,464,168	3,585,531	
1900	2,635,192	2,270,241	5,105,433	
1910	6,434,097	5,288,798	11,722,895	
1920	23,056,313	24,991,173	48,047,486	\$ 38,352,329
1925	33,482,421	20,686,721	54,169,142	35,574,405
1930	59,463,734	30,550,844	90,014,578	60,346,585
1940	114,587,978	21,470,979	136,058,957	97,591,349
1950	207,387,333	93,864,986	301,252,320	274,651,901
1960	421,574,546	265,287,847	686,862,394	636,710,438
1961	458,965,893	280,505,999	739,471,893	690,555,495

\*Expenditures include state aids and shared taxes and federal aids. Gross total expenditures include interagency transfers, while net totals exclude such transfers. It is not clear from the records whether 1870-1910 figures are gross or net since they were the only figures given.

Sources: For 1870-1930: Reports of the Secretary of State for Fiscal Years ending September 30, 1870, 1875, 1880, 1890, 1900, 1910, 1920, 1926, 1930 and 1940; for 1950: Department of Budget and Accounts, Annual Fiscal Report, 1951; for 1960 and 1961: Department of Administration, Bureau of Management, Annual Fiscal Report, 1961.

THE TREND IN WISCONSIN STATE EXPENDITURES, 1951-1961

During the past decade net total expenditures of Wisconsin state government have risen by 127 per cent. Eighty per cent of this has occurred in the last 5 years, but the biggest single jump came between 1955 and 1956 and the next largest between 1959 and 1960. The following table also shows, however, that the increase for the decade is not quite double (97.75%) when the net total is adjusted to reflect the Consumer Price Index.

Considering the funds which comprise the total expenditures, the General Fund has doubled while the various segregated funds - lumped together - have almost tripled.

Graphs 1 and 2 represent these trends, and graph 3 shows the total expenditures adjusted to reflect the purchasing powers of the dollar.

Table 6: THE TREND IN WISCONSIN STATE EXPENDITURES,\* 1951-1961

Fiscal Year	General Fund	Segregated Funds	Gross Total	Net Total	Per cent Change (1951=100%)	Per Capita Net Total**	Net Total Adjusted to CPI***	Per cent Change (1951=100%)
1951	\$226,926,522	\$ 96,183,682	\$323,110,205	\$303,390,322	100.00%	\$ 88.27	\$303,390,322	100.00%
1952	257,325,875	122,170,143	379,496,019	337,095,522	111.1	97.34	329,516,639	108.61
1953	263,667,532	142,181,294	405,838,948	374,463,043	123.42	106.93	363,203,727	119.72
1954	261,254,840	160,326,781	421,581,621	381,723,654	125.82	106.06	369,171,812	121.68
1955	271,236,315	136,541,331	407,777,647	384,067,269	126.59	104.76	372,158,206	122.07
1956	295,890,961	188,728,893	484,619,854	446,755,045	147.25	119.45	426,700,138	140.64
1957	311,160,072	179,439,509	490,599,581	466,006,399	153.6	122.57	430,292,151	141.83
1958	342,832,743	204,544,773	547,377,516	517,886,964	170.7	134.06	465,307,245	153.37
1959	367,853,675	252,463,900	620,317,575	575,348,723	189.64	146.96	512,331,899	168.87
1960	421,574,546	265,287,847	686,862,394	636,710,438	209.87	161.12	558,517,928	184.09
1961	458,965,893	280,505,999	739,471,893	690,555,495	227.61	171.69	599,961,334	197.75

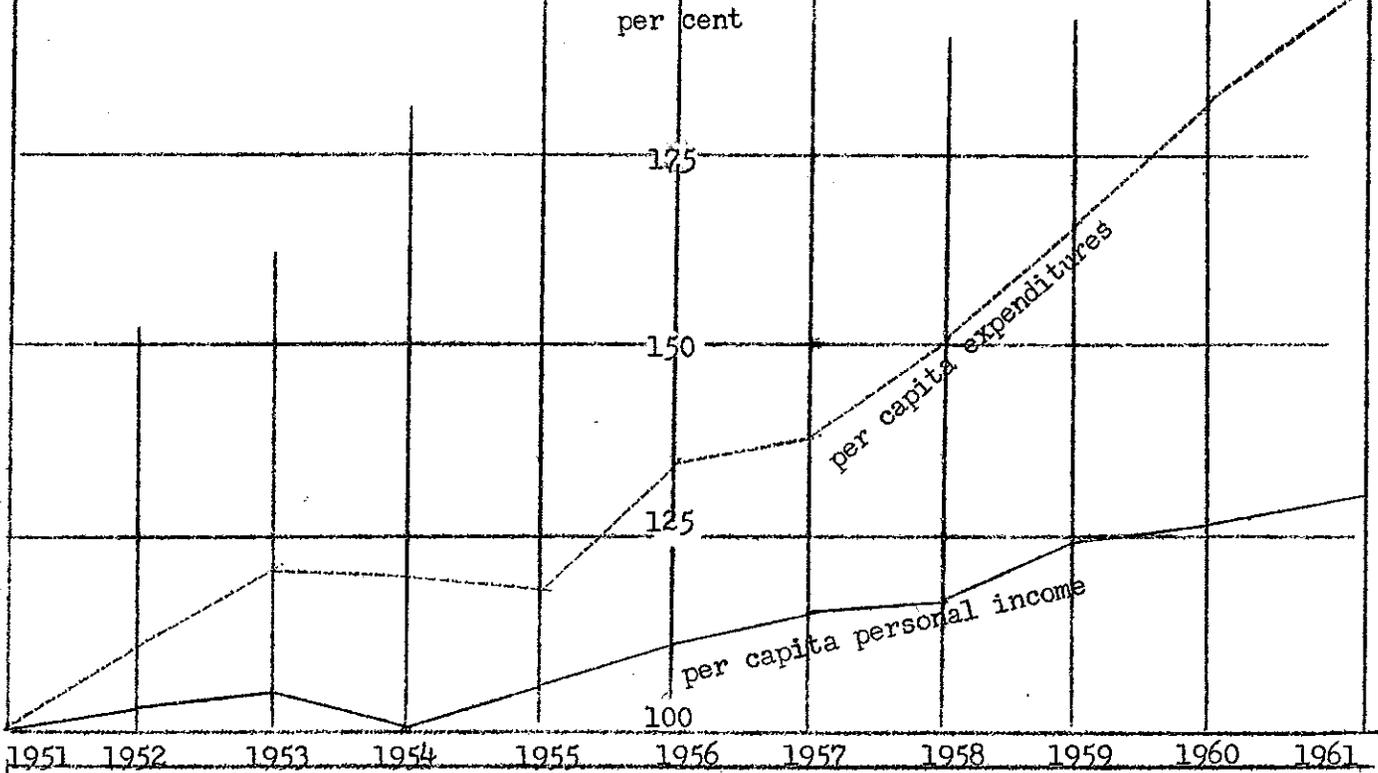
\*Expenditures include state aids, shared taxes and federal aids. Gross total expenditures include interagency transfers, while net totals exclude them.

\*\*Population estimates were used in compiling these figures.

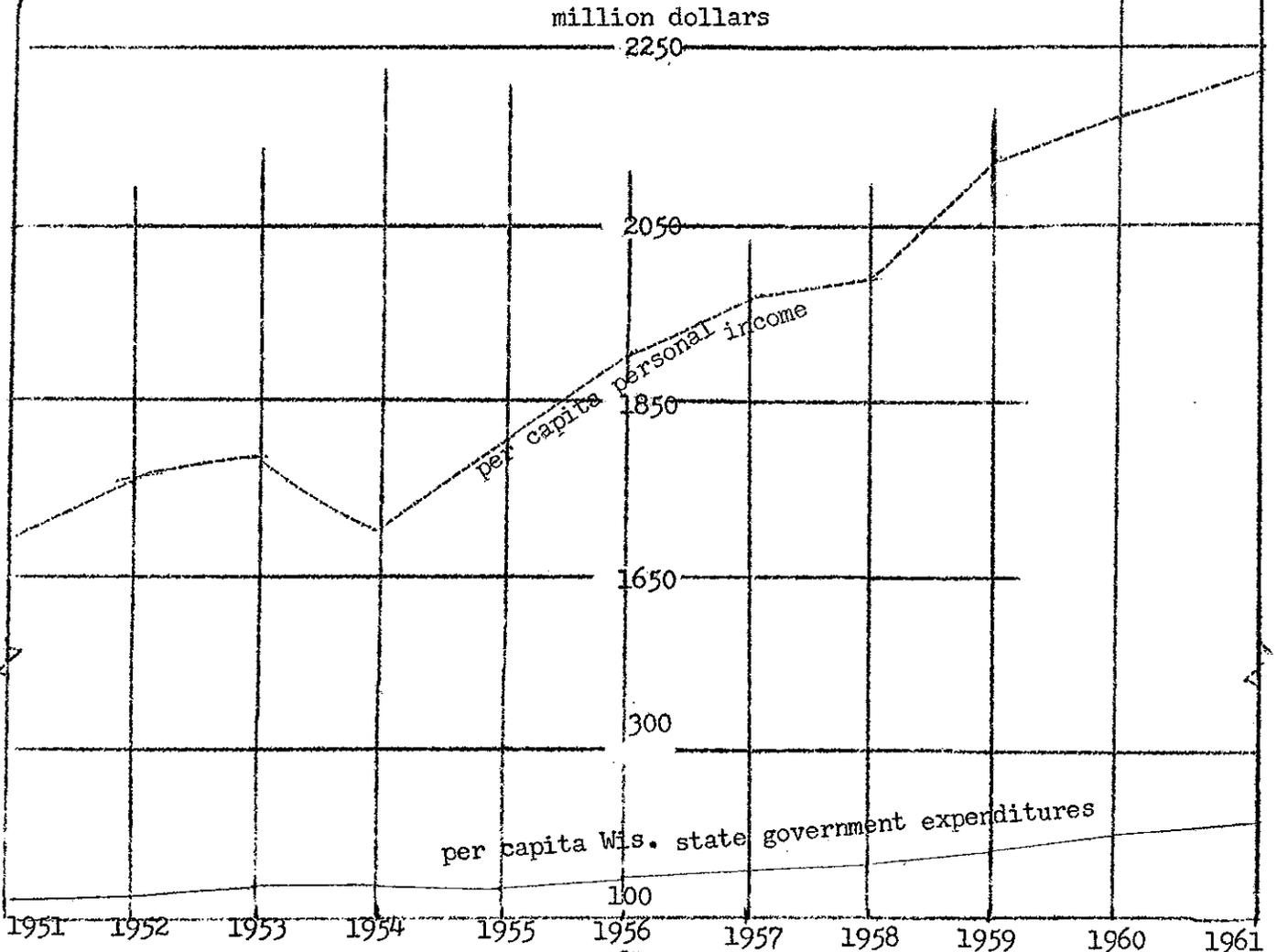
\*\*\*CPI = Consumer Price Index.

Sources: Department of Budget and Accounts, Annual Fiscal Reports for 1952, 1953, 1954, 1955, 1957, 1958; Department of Administration, Bureau of Management, Annual Fiscal Reports for 1960, 1961.

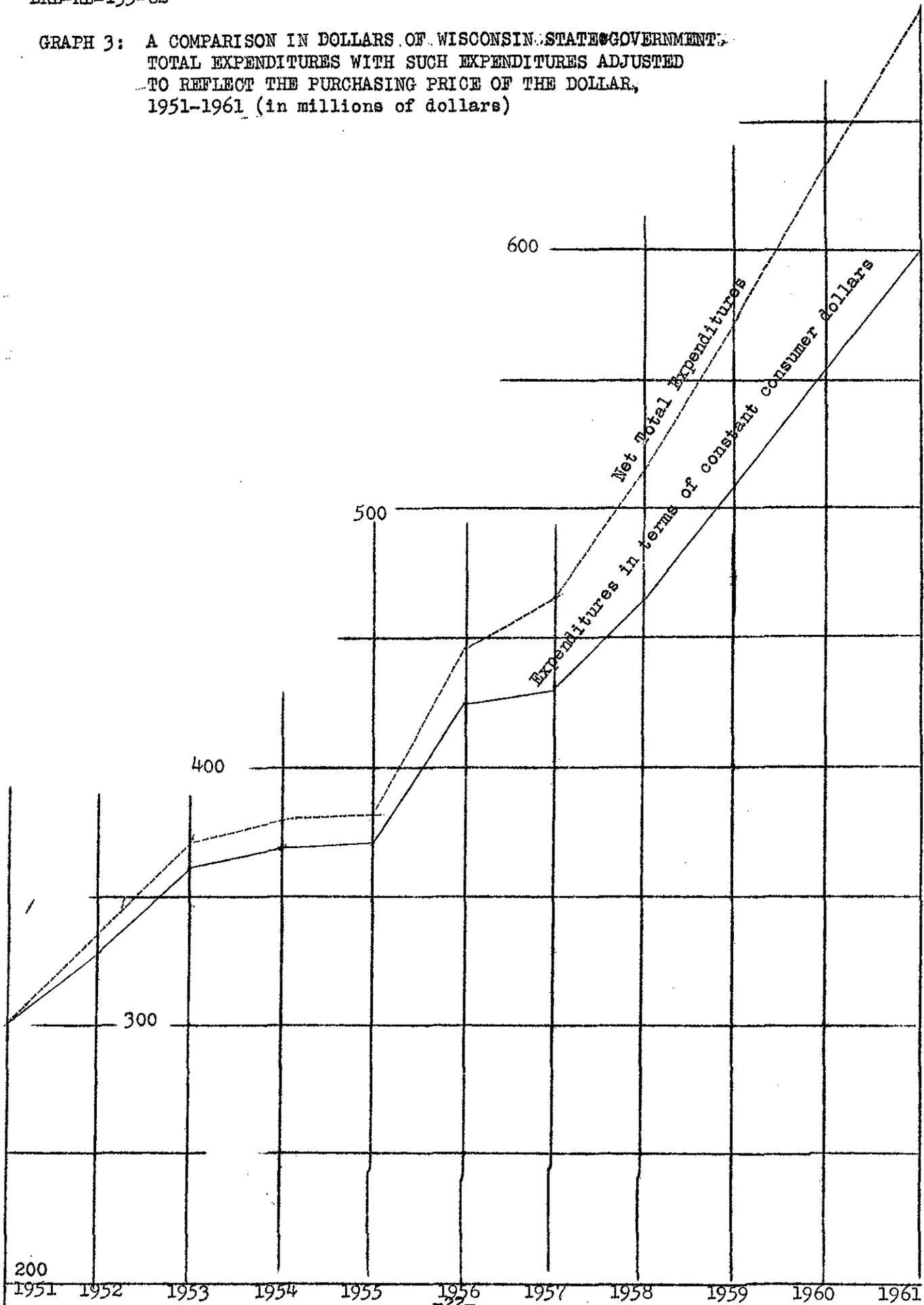
Graph 1: A COMPARISON OF THE PERCENTAGE CHANGE PER CAPITA IN WISCONSIN STATE GOVERNMENT EXPENDITURES AND PERSONAL INCOME, 1951-1961



Graph 2: A COMPARISON IN DOLLARS OF PER CAPITA WISCONSIN STATE GOVERNMENT EXPENDITURES AND PERSONAL INCOME



GRAPH 3: A COMPARISON IN DOLLARS OF WISCONSIN STATE GOVERNMENT'S TOTAL EXPENDITURES WITH SUCH EXPENDITURES ADJUSTED TO REFLECT THE PURCHASING PRICE OF THE DOLLAR, 1951-1961 (in millions of dollars)



COMPARING THE INCREASE IN STATE GOVERNMENT EXPENDITURES AND EMPLOYES  
WITH TOTAL STATE POPULATION

Although as indicated in Table 6 the net total expenditures of the Wisconsin state government have increased by 127 per cent during the past decade, adjustment of this to the purchasing price of the dollar as reflected by the Consumer Price Index indicates an increase of 97 per cent. The following table shows these figures in relationship to the number of state employes and the total population of the state. By comparison the number of regular classified state employes has risen 41 per cent and total number of state employes, 59.43 per cent, while the state's entire population has increased only 17 per cent.

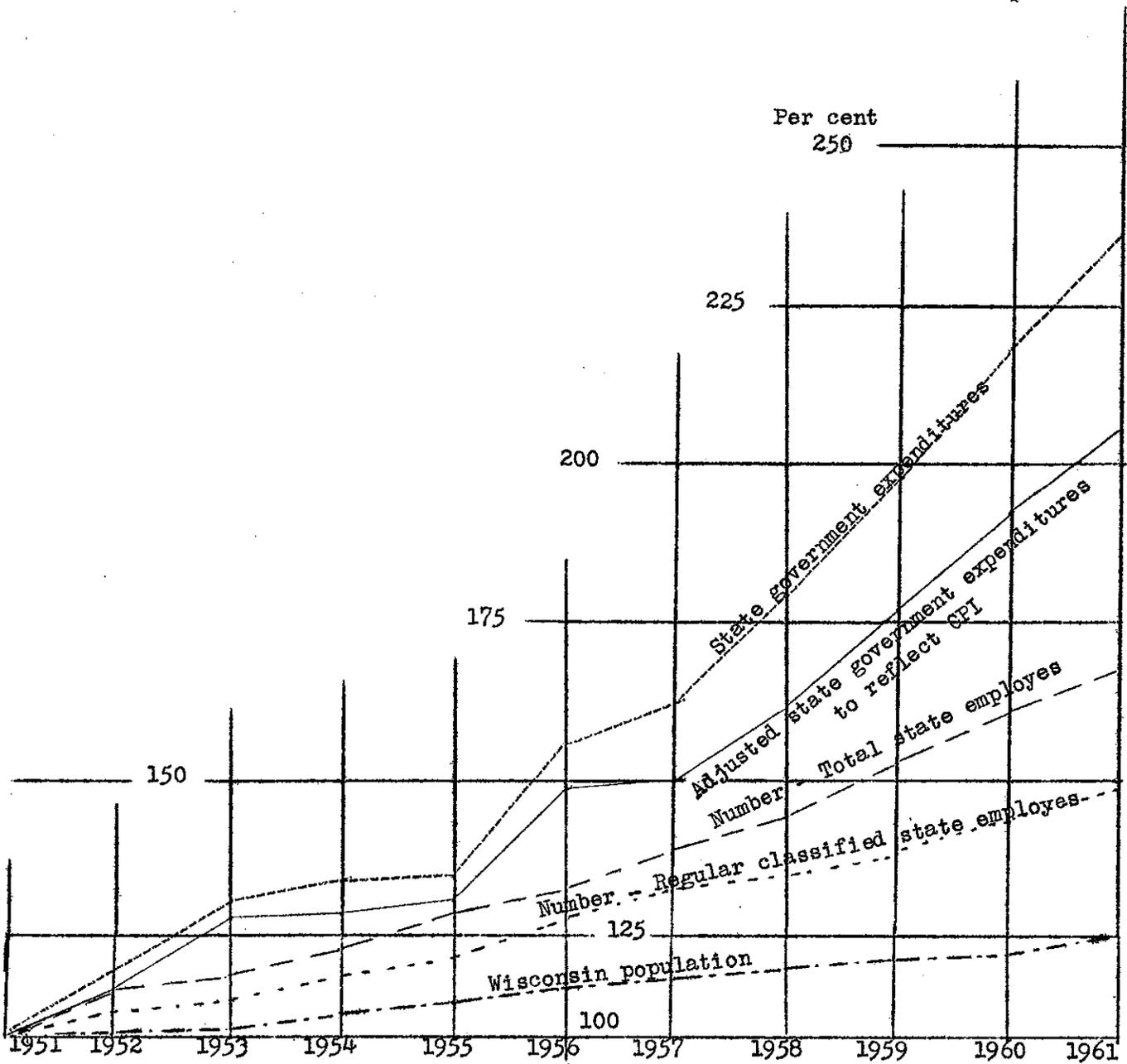
Thus it would appear that the rate of increase in state government employment has been more than triple the rate of increase in the state's population, while the state's expenditures for government has increased at least 7 times as rapidly as the population.

This data is represented graphically in Graph 4.

Table 7: A COMPARISON OF THE PER CENT OF INCREASE IN WISCONSIN STATE GOVERNMENT EXPENDITURES, STATE EMPLOYES AND TOTAL POPULATION, 1951-1961

Year	Net Expenditure	(1951 = 100%) Expenditure Adjusted to CPI	(1951 = 100%)	(1951 = 100%)	Total Wisconsin Population
			Regular Classified State Employes	Total Number State Employes	
1951	100.00%	100.00%	7/1/61 100.00%	7/1/61 100.00%	100.00%
1952	111.1	108.61	104.82	109.82	100.76
1953	123.42	119.72	106.94	110.64	101.89
1954	125.82	121.68	110.5	114.29	104.71
1955	126.59	122.67	113.01	121.32	106.66
1956	147.25	140.64	119.93	124.31	108.82
1957	153.6	141.83	124.97	131.06	110.62
1958	170.7	153.37	127.35	136.04	112.39
1959	189.64	168.87	130.39	145.54	113.91
1960	209.87	184.09	136.25	153.92	114.98
1961	227.61	197.75	141.59	159.43	117.02

Graph 4: A COMPARISON IN THE PERCENTAGE CHANGE IN WISCONSIN STATE GOVERNMENT EXPENDITURES, NUMBER OF STATE EMPLOYEES AND WISCONSIN POPULATION, 1951-1961



## STATE PAYROLL STATISTICS

In the decade from 1951 to 1961 the average monthly earnings of regular classified state employes in Wisconsin has risen by about 58 per cent, while the total monthly payroll for all employes has increased by 150 per cent. The following table details the average monthly earnings and the gross monthly payroll for all employes for each of these years. It thus shows that the rate of increase in expenditures for all state salaries has been almost 3 times as much as the rate of increase in the size of the average salary of classified employes. It would therefore seem that payroll cost increases must be accounted for more by an increase in the number of employes than in the increase in the level of salaries.

Table 8: WISCONSIN STATE PAYROLL STATISTICS, JULY 1951-1961

<u>Year</u>	<u>Aver. Monthly Earnings Classified Employes</u>	<u>% Change (1951=100%)</u>	<u>Gross Monthly Payroll All Employes</u>	<u>% Change (1951=100%)</u>
1951	\$272	100.00%	\$ 4,658,681	100.00%
1952	286	105.14	5,368,134	115.23
1953	297	109.19	5,575,706	119.68
1954	304	111.76	5,917,420	127.02
1955	311	114.34	6,522,703	140.00
1956	324	119.12	6,757,857	145.06
1957	353	129.78	7,809,340	167.63
1958	372	136.76	8,558,293	183.71
1959	400	147.06	9,789,461	210.13
1960	411	151.1	10,782,340	231.44
1961	429	157.72	11,673,066	250.56

Source: Department of Administration, Bureau of Personnel, State of Wisconsin Employment and Payroll Statistics, July 1961.

## STATE AIDS TO LOCALITIES, 1901-1961

In the past 60 years state aids which have been granted to localities in Wisconsin have leaped from a little over a million dollars to over 150 million dollars. The following table shows that in the first decade the aids doubled, in the decade from 1911 to 1921 they tripled, approximately doubled in each of the next 3 decades, and increased about 2-1/3 times in the 1951-61 period.

Of the total state aids about one-fourth goes to local units of government, the rest goes to counties and schools, with the latter getting the larger share. During this 60-year period the proportions going to schools, localities and counties have varied.

Table 9: WISCONSIN STATE AIDS TO LOCALITIES, 1901-1961

<u>Fiscal Year</u>	<u>Total State Aid</u>	<u>School</u>	<u>Local</u>	<u>County</u>
1901	\$ 1,218,688	\$ 944,098	-----	\$ 274,590
1911	2,882,475	2,419,108	-----	463,367
1921	8,920,787	3,972,157	-----	4,948,630
1931	18,433,535	7,536,996	\$ 2,248,852	8,647,687
1941	36,965,177	7,880,248	9,170,645	19,914,284
1951	66,074,298	22,461,646	16,389,426	27,223,226
1961	153,035,017	65,777,900	38,734,002	48,523,115

Sources: Wisconsin Department of Taxation, Taxes of the State of Wisconsin and Its Political Subdivisions 1901-1936, August 1936; Taxes and Aids, 1941, 1951, 1961.

STATE AIDS AND SHARED TAXES IN WISCONSIN, 1951-1962

The total amount of state aids and shared taxes granted to local units of government in Wisconsin has a little more than doubled in the last decade using absolute figures, and a little less than doubled if the statistics are adjusted to reflect the purchasing price of the dollar.

The following table indicates that the greatest increase came in fiscal 1960, the next largest in fiscal 1956.

In the fiscal year 1952 the amount of state aids was about equal to the amount of taxes apportioned to localities. In the years following the state aids began to outstrip the shared taxes until in fiscal 1961 about \$34,000,000 more was spent on the former than on the latter.

Graph 5 adjusts the state aids to the price index.

Graph 6 shows the relationship of aids to population growth.

Graph 7 shows the proportion of total state expenditures attributable to state aids.

Graph 8 shows the relative portion of all state expenditures attributable to state aids.

Table 10: STATE AIDS AND TAXES APPORTIONED TO LOCALITIES IN WISCONSIN, 1951-61

Fiscal Year	State Aids from All Funds	Taxes Apportioned	Total State Aids & Shared Taxes	% Change (1951=100%)	Total Adjusted to CPI*	% Change (1951=100%)	% of Total Expenditures Which Is State Aids & Shared Taxes
1950-51	\$ 69,560,365	\$ 64,106,475	\$133,666,840	100.00%	\$133,666,840	100.00%	44.05%
1951-52	73,815,802	73,920,118	147,735,920	110.53	144,414,389	108.04	43.82
1952-53	81,838,876	78,630,142	160,469,018	120.05	155,644,052	116.44	42.85
1953-54	84,305,132	79,888,181	164,193,313	122.84	158,794,306	118.8	43.01
1954-55	88,947,495	80,946,875	169,894,370	127.1	164,626,327	123.16	44.23
1955-56	104,666,344	91,598,469	196,264,813	146.83	187,454,453	140.24	43.93
1956-57	110,204,126	97,225,583	207,429,709	155.18	191,532,510	143.29	44.51
1957-58	120,168,534	97,475,166	217,643,700	162.83	195,546,900	146.29	42.02
1958-59	126,997,465	99,778,105	226,775,570	169.66	201,937,284	151.08	39.41
1959-60	142,915,873	114,131,257	257,047,130	192.3	225,479,939	168.69	40.37
1960-61	153,827,589	119,573,392	273,400,981	204.54	237,533,433	177.71	39.59

\*CPI = Consumer Price Index.

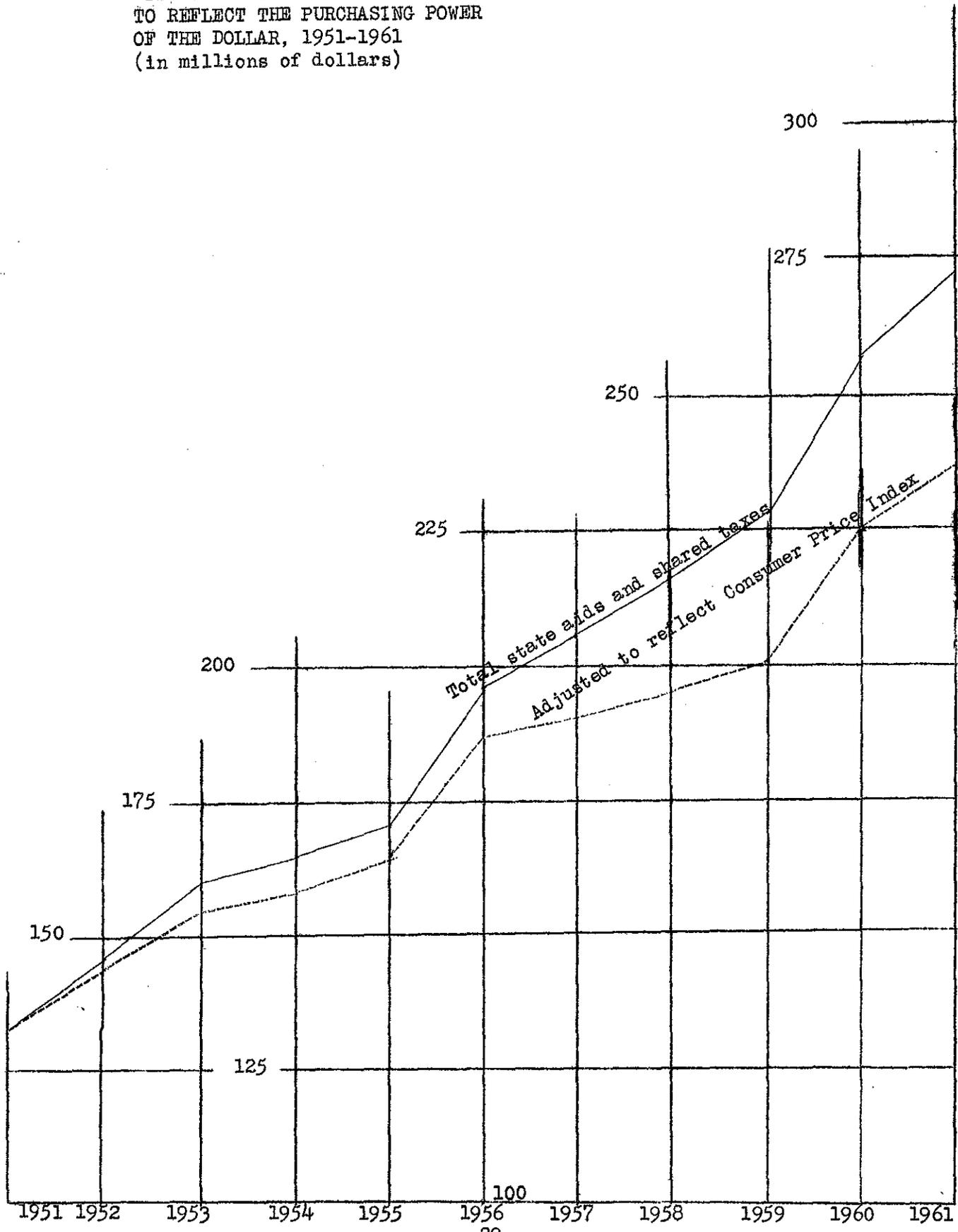
Sources: Department of Budget and Accounts, Annual Fiscal Reports for 1952 to 1958; Department of Administration, Bureau of Management, Annual Fiscal Reports for 1959 to 1961.

Table 10a: CHANGE IN STATE EDUCATIONAL, HIGHWAY AND WELFARE AIDS, 1951-1961

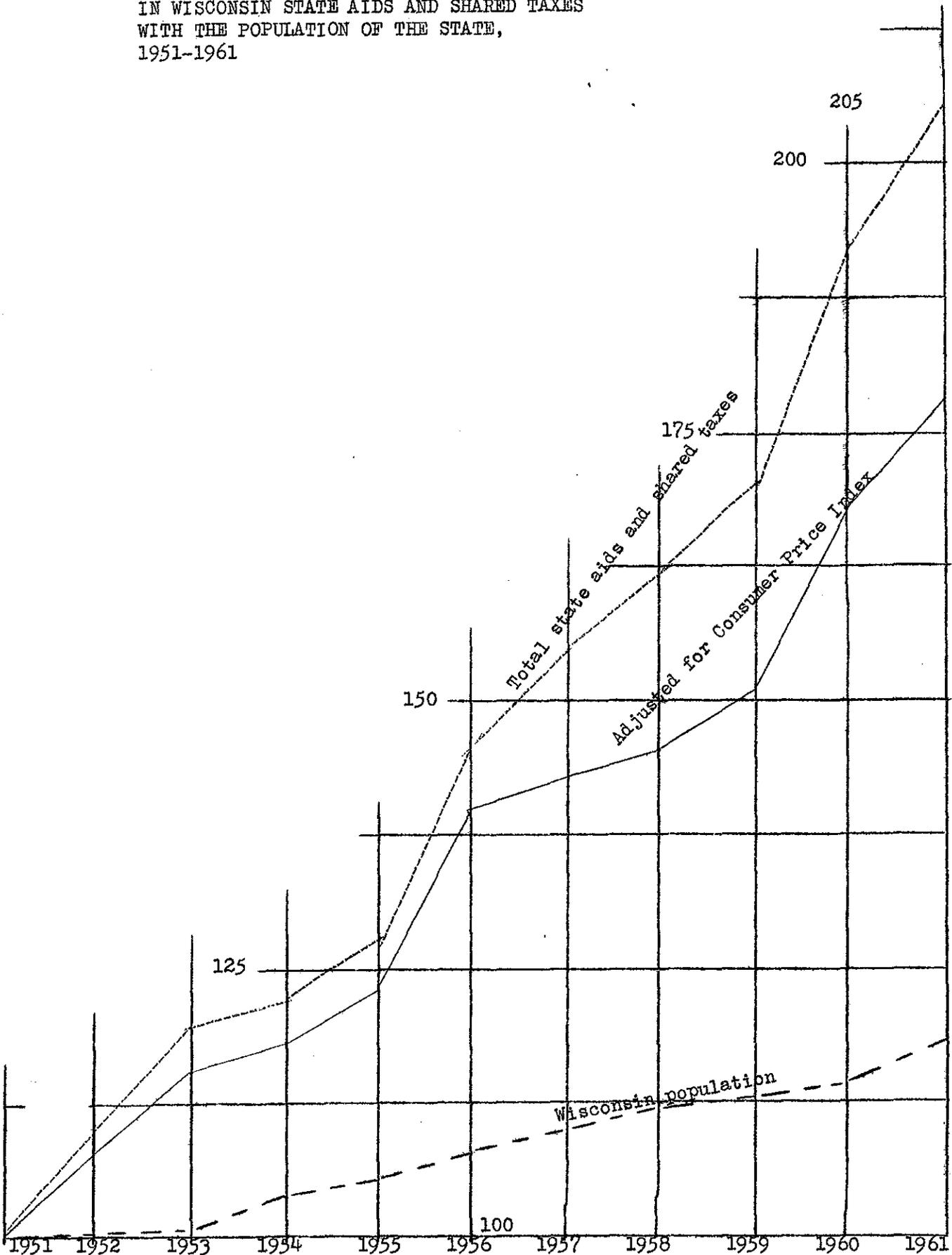
Year	Educational Aids		Highway Aids		Welfare Aids	
	Amount	% Change (1951=100%)	Amount	% Change (1951=100%)	Amount	% Change (1951=100%)
1951	\$ 22,808,436	100.00%	\$ 19,507,153	100.00%	\$ 18,684,202	100.00%
1961	67,081,408	294.1	48,269,433	247.4	30,001,533	160.57

Sources: Wisconsin Department of Taxation, Taxes and Aids, 1951 and 1961 editions.

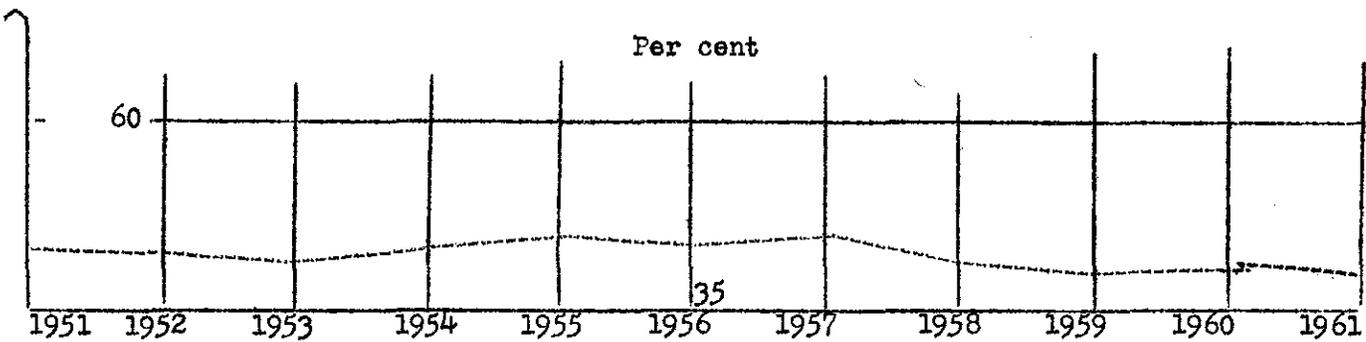
Graph 5: A COMPARISON IN DOLLARS OF WISCONSIN TOTAL STATE AIDS AND SHARED TAXES WITH SUCH AIDS AND TAXES ADJUSTED TO REFLECT THE PURCHASING POWER OF THE DOLLAR, 1951-1961 (in millions of dollars)



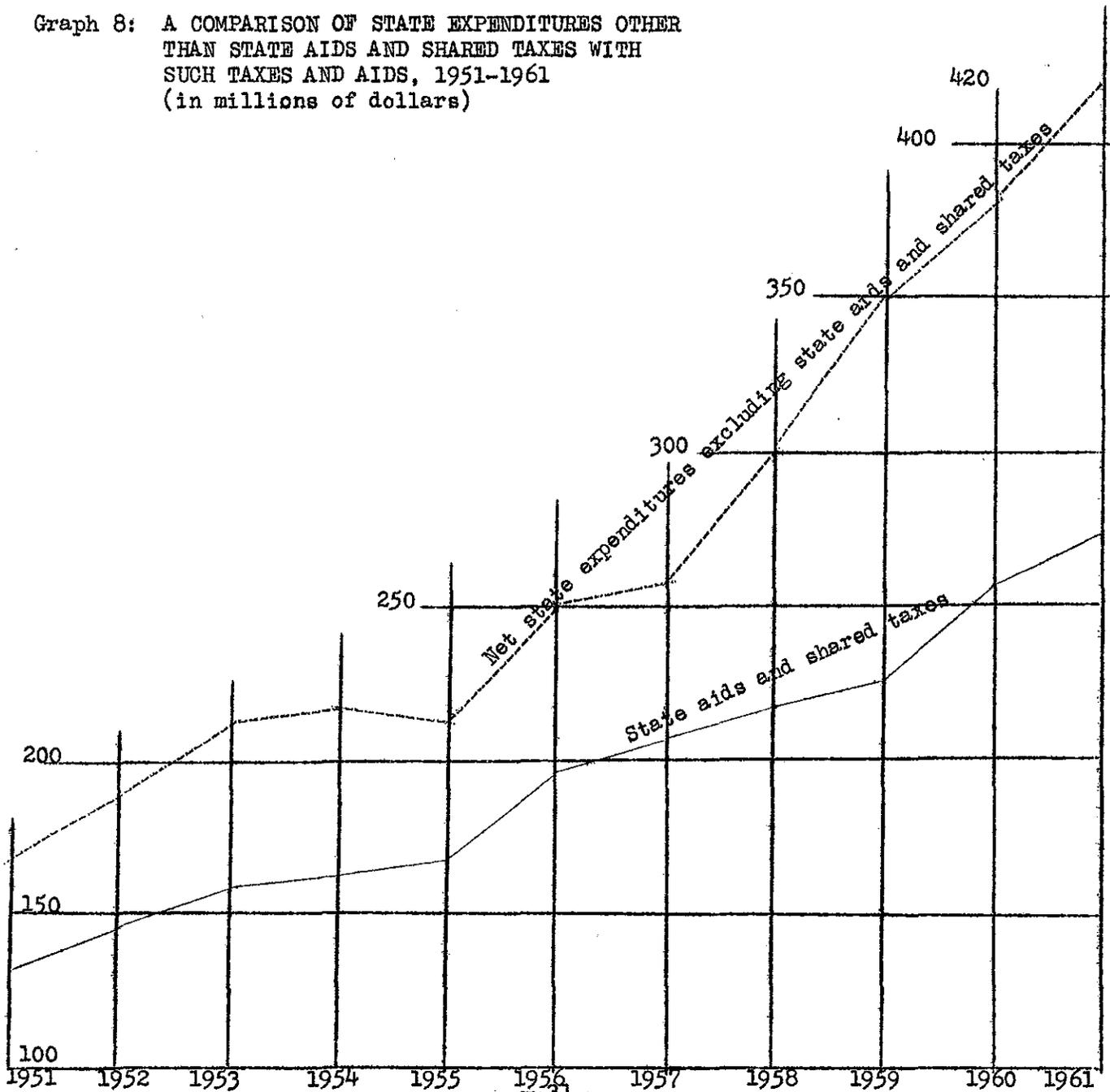
Graph 6: A COMPARISON IN PERCENTAGES OF THE INCREASE IN WISCONSIN STATE AIDS AND SHARED TAXES WITH THE POPULATION OF THE STATE, 1951-1961



Graph 7: PROPORTION OF NET TOTAL STATE GOVERNMENT EXPENDITURES SPENT FOR STATE AIDS AND SHARED TAXES, 1951-1961



Graph 8: A COMPARISON OF STATE EXPENDITURES OTHER THAN STATE AIDS AND SHARED TAXES WITH SUCH TAXES AND AIDS, 1951-1961 (in millions of dollars)



FEDERAL AIDS TO WISCONSIN, 1931-1961

In the past 30 years federal aids granted to Wisconsin have increased from 4 million dollars to 108 million dollars. Table 11 shows that the largest proportion of federal aid goes for highways, then comes public welfare, followed by education. In 1931 there was no federal aid for public welfare; now it amounts to \$32,000,000. Highway aids are about 12 times what they were, while federal funds in aid of education are 62 times as high as they were in 1931.

Table 11: FEDERAL AIDS TO WISCONSIN, 1931-1961

<u>Fiscal Year</u>	<u>Total Federal Aid</u>	<u>Highways</u>	<u>Education</u>	<u>Employment Sec. Admin.</u>	<u>Public Welfare</u>	<u>Health</u>	<u>Natural Resources and Agriculture</u>	<u>All Other</u>
1931	\$ 4,419,995	\$ 3,747,073	\$ 303,997	\$ -----	\$ -----	\$ -----	\$ -----	\$ 368,925
1941	16,186,000	1,917,000	2,297,000	1,090,000	9,647,000	426,000	641,000	168,000
1951	46,275,000	9,158,000	8,333,000	2,602,000	22,090,000	1,291,000	1,949,000	852,000
1961	108,578,000	43,065,000	19,114,000	5,857,000	32,675,000	2,467,000	3,612,000	1,788,000

Sources: U.S. Bureau of the Census, Financial Statistics of States 1931, 1941; Compendium of State Government Finances, 1951, 1961.

FEDERAL AIDS TO WISCONSIN, 1951-1961

In the decade from 1951 to 1961 federal aid to Wisconsin has increased 145%. The following table indicates that the proportion of this which goes to the General Fund has almost tripled, the amount which goes to the various segregated funds has increased by about 3-1/2 times, and the sum going directly to localities has increased over 1-1/2 times.

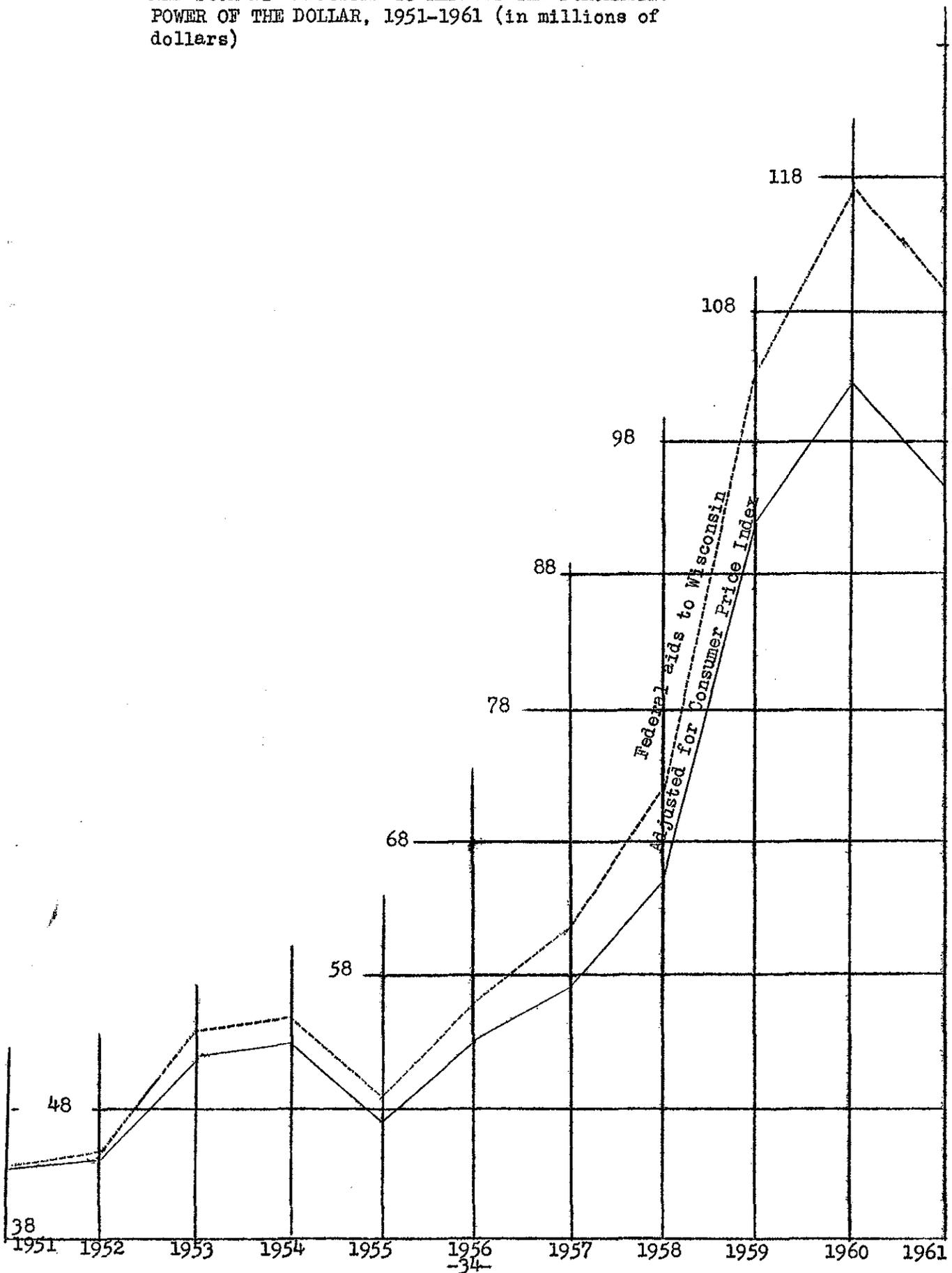
Although the grants of federal aids have not risen every year, the over-all trend has been upward.

Table 12: FEDERAL AIDS TO WISCONSIN, 1951-1961

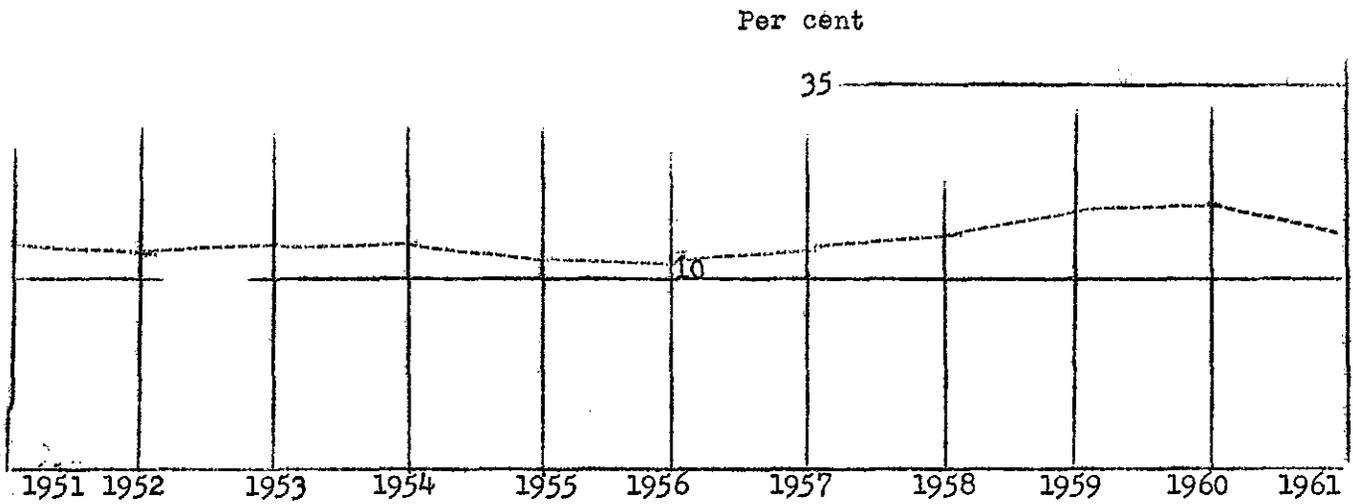
<u>Fiscal Year</u>	<u>Total Federal Aid</u>	<u>Total to General Fund</u>	<u>Total to Segregated Funds</u>	<u>Total to Localities</u>	<u>Total Federal Aid Per Cent Change (1951 = 100%)</u>	<u>% of Net Total Expenditures Expended from Federal Aids</u>
1950-51	\$ 44,743,427	\$ 6,624,841	\$12,539,828	\$25,578,757	100.00%	14.747
1951-52	45,945,247	5,518,455	12,600,161	27,826,631	102.69	13.629
1952-53	54,276,534	5,403,561	19,794,390	29,078,582	121.31	14.494
1953-54	55,431,114	5,193,052	21,871,415	28,366,646	123.89	14.52
1954-55	49,327,629	5,920,099	15,680,657	27,726,871	110.25	12.843
1955-56	56,498,193	7,984,954	21,084,834	27,428,404	126.27	12.646
1956-57	62,274,426	8,256,049	25,831,815	28,186,560	139.18	13.36
1957-58	73,313,052	11,084,130	30,414,531	31,814,389	163.85	14.156
1958-59	104,779,048	12,326,000	56,564,603	35,888,443	234.18	18.211
1959-60	117,519,720	14,331,301	64,091,015	39,097,403	262.65	18.457
1960-61	109,801,301	19,482,330	49,981,785	40,337,184	245.4	15.9004

Sources: Department of Budget and Accounts, Annual Fiscal Reports for 1951-1958; Bureau of Management, Department of Administration, Annual Fiscal Reports for 1959-61.

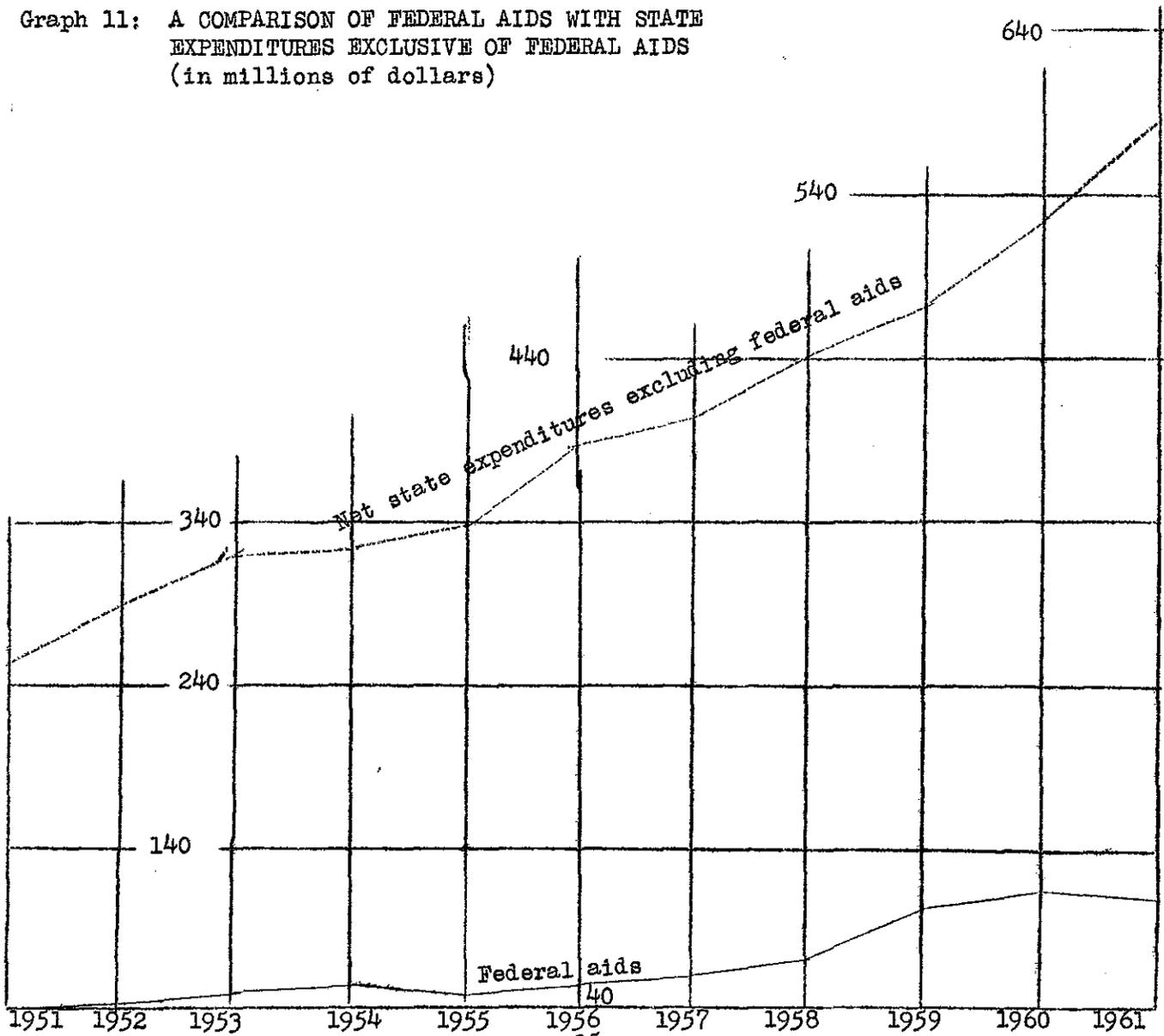
Graph 9: COMPARISON IN DOLLARS OF FEDERAL AID TO WISCONSIN AND SUCH AID ADJUSTED TO REFLECT THE PURCHASING POWER OF THE DOLLAR, 1951-1961 (in millions of dollars)



Graph 10: THE PROPORTION OF NET TOTAL EXPENDITURES EXPENDED FROM FEDERAL AIDS, 1951-1961 (See Table 12)



Graph 11: A COMPARISON OF FEDERAL AIDS WITH STATE EXPENDITURES EXCLUSIVE OF FEDERAL AIDS (in millions of dollars)



## CONCLUSIONS

## I. Why Have Expenditures Increased?

Even the most cursory inspection of this report will make one salient fact immediately apparent. The trend in state expenditures has been consistently upward. These increases appear to be at a more rapid rate than the rise in the state's population or in its personal per capita income. The question is, why.

1. Changes in Population

One answer can be found in the composition of the population. While it is true that total state population increased by only 15% between 1950 and 1960, the population of school age increased by 42% and of age 65 and over, by 26% (see Table 14, Appendix). Such an increase in these generally nonproductive segments of the population naturally is reflected in greater pressure on school resources and on public welfare facilities. The tripling of expenditures of the Department of Public Instruction dramatically demonstrates this. The number of children receiving Aid to Dependent Children under the Department of Public Welfare has increased from over 27,000 per month to over 37,000 in a decade. In spite of the increasing number of aged, however, the number receiving Old-Age Assistance has dropped considerably during the period. This trend, of course, is the result of more people coming under social security (that is, O.A.S.I.) provisions. It should be noted, perhaps, that an increasing amount of the Old-Age Assistance grant is for medical aid and that this tendency may continue.

2. Inflation

Another answer lies in the increased cost of living as reflected in the national Consumer Price Index. While the Wholesale Price Index rose by only 3.7% between 1951 and 1961, the Consumer Price Index rose 15.1% or 4.3 and 16.8 points respectively. (See Tables 17 and 20, Appendix) The increase in the Consumer Price Index has been a factor in the upward adjustment of salaries of state employes. It is only one factor, however, as the average monthly earnings of classified state employes rose 57% in this period. (See Table 8)

3. State Employment

Since the increase in number of state employes is discussed in some detail in Part II of this general study and the increasing number of departments - requiring more personnel to staff - is considered in Part III, it should be sufficient here merely to state that the number of state agencies has increased from 72 in 1950 to 94 in 1962; while the number of employes to staff these agencies has increased from 11.9 thousand to 16.9 thousand between 1951-61. The fact that average earnings have increased considerably more rapidly than the cost-of-living index - as noted above - would seemingly indicate an intensified competitive bidding for the labor supply.

4. Expanded Building Program

Another factor in the rising costs of Wisconsin state government would be the greater amount of building undertaken by the state. Lack of funds during the depression Thirties, inability to build during the war, increased school and other institutional populations, and postwar inflation have all contributed to raise the extent and cost of state building. The fact that the Building Commission itself was created in 1949 seems to indicate that the burgeoning building requirements needed to be formalized, channeled, supervised and planned over a

long-range period to a greater degree than had heretofore been considered necessary. According to the State Chief Engineer 1962 is the "biggest year of building in state history."

### 5. Federal Aids

The 145% increase in federal aids is another contributing factor. Why have federal aids increased? They are primarily for highways, welfare and education, with the increase in the 1951-61 decade being 370%, 47.9%, and 129% respectively. (See Tables 11 and 12) The spectacular increase in highway aids is due to the construction of the interstate highway system. The major increase in the welfare field came in social security aids, which increased \$10 million in the decade. Within this category aids for dependent children and for county administration each about doubled, while aid for totally disabled increased almost 10 times its 1951 amount. In the field of education, federal aid came for major new programs with regard to milk for school children and the National Defense Education Act, while aid for various higher education projects increased about 5-1/2 times the 1951 amount. It should be remembered too that most federal aids require state matching of funds. This means the state must set up a new program and spend its own money as well as the federal government contribution.

The rationale of federal aid rests on several bases. Presumably it represents the desire on the federal level to accomplish certain objectives throughout the nation, the opinion that these objectives either constitute federal functions or can best be achieved at that level, together with a belief in the superiority of federal revenue sources. On the state level such aids seem to reflect both a belief in greater federal revenue sources and a belief that more desirable goals can be accomplished if the tax source is remote - thus creating the illusion that the money is "free" - than if the legislature must provide a specific tax to pay the cost of the project. The political consequences appear to be infinitely less disturbing. In the absence of these federal funds the state would be obliged either to raise its own taxes in order to perform these services, would seek to perform them at a less accelerated rate, or would eliminate some of them from their activities.

### 6. State Aids and Shared Taxes

The 104.5% increase in state aids and shared taxes during the 1951-61 decade represent a situation between the state and local governments similar to the one existing between the federal and state governments. (See Table 10) Education, highways and welfare again are the fields for which most of the aid is given; and in these categories the per cent increases in the last decade have been 194%, 147%, and 60.5% respectively. Even when the formulae for the distribution of state aids are unchanged, the amount distributed would rise because of changes in population, property valuation and other components of the various formulae. In addition the formulae themselves have been liberalized from time to time. The amount distributed in shared taxes, also set by formula, varies with the amount collected in any one year.

State expenditures in the form of shared taxes and aids would appear to reflect a belief in the superiority of state tax resources and hence the ability of the state to equalize tax burdens and maintain some uniformity of standards in its programs. In addition it has been made necessary because of the restrictions which the state places on the power of municipalities to levy taxes. It has by statute denied municipalities the power to levy income taxes. Furthermore there appears to have been no very extensive effort made on local levels to impose additional types of taxes, thus repeating the pattern noticeable in state-federal relations that it is politically easier to obtain money from a distant political entity than it is to levy taxes closer to the source.

## 7. Retirement Systems and Fringe Benefits for Public Employes

Another factor increasing the cost of government is the expenditures for the several state retirement systems and other fringe benefits provided for state employes. Rising costs are the inevitable result of: (1) the increase in number of employes, (2) expansion of coverage to those previously not included in the various retirement systems, and (3) liberalization of coverage. The effects of the rise in state and local government employment, noted above, are clear. It may not, however, be realized the extent to which the programs have been expanded. Originally state and municipal retirement systems were separate, but were merged in 1947 as the Wisconsin Retirement Fund. In 1952 judges were allowed to come into the retirement program and in 1957 elected officials became eligible. When considerable changes were enacted in 1957 maximum limitations on participating earnings were eliminated and maximum annuities increased.

This decade also brought the participation of state employes in the Old Age and Survivors Insurance (social security) program and the creation of the group life and health insurance program, to which the state makes contributions. These developments were presumably considered necessary to place public employment on a level comparable with private employment.

## 8. Political Philosophy

In general it must be assumed that with the increasing complexity of modern life the public has been expecting more of government in the way of services. The extent of these expectations is naturally a matter of political philosophy. Although for all the reasons given in the preceding paragraphs the cost of government is almost inevitably bound to rise, the degree of that rise will vary with the dominance of differing concepts of the function of government.

It is contemplated that a future study in this series will try to show why each department of state government was originally established, indicating the reasoning which lay behind its creation, and will also itemize the gradual acquisition of new tasks over the period of its existence.

## II. Variations in Size among Departments

It is also clear from this study that the several state departments vary markedly in size. From agencies like Highway and Public Welfare that spend over \$100,000,000 a year to those like Basic Sciences, Bar Commissioners and Surplus Property Development that have been spending less than \$5,000 a year, the extreme latitude is evident. This would suggest that no standards have ever been devised or followed concerning the proper size of a state agency. Each department has been established in response to some specific need or pressure, but perhaps with insufficient consideration given to its placement in the general structure of state government. This proliferation of many small agencies raises questions concerning the efficiency of organizing state departments into such small units and the ability of the Governor to exercise adequate supervision over such a sprawling establishment. It can also increase the likelihood of overlapping and duplication of activities among the various agencies and hence may make it more difficult for citizens in their dealings with these agencies.

APPENDIX

The Appendix contains several tables which were used in compiling data for the main body of this report. Although they may be of interest in and of themselves, they are given separately from the report proper in order to achieve greater clarity and brevity in the report and because of the incorporation of their substance within it.

Table 13 is a longer version of Table 2. Whereas the latter shows the total expenditures of each department for 3 different biennia, Table 13 breaks this information down into Executive, Revolving and Segregated budgets and by each year of a biennium.

The other tables in the Appendix contain population, per capita income and price index statistics which were used for comparison with and measurement of the increase in expenditures.

Table 13: A COMPARISON OF THE CURRENT EXPENDITURES OF WISCONSIN STATE AGENCIES LISTED IN DESCENDING ORDER OF THEIR DISBURSEMENTS, WITH EXPENDITURES DURING THE FIRST BIENNIMUM OF THEIR EXISTENCE AND WITH THOSE OF 1949-51\*\*\*

Executive Branch Department	Year of Expenditure*	General Fund		Segregated Funds	Total	Total Expenditures 1949-51 Bien.
		Executive	Revolving			
1. Highway Commission	1911-12	\$ 41,490	\$	\$ 49,965	\$ 91,455	\$
	1912-13	56,318		380,514	436,832	
	total biennium	97,808		430,479	528,287	
	1959-60			166,660,320	166,660,320	
	1960-61			169,856,593	169,856,593	
	total biennium			336,516,913	336,516,913	140,382,846
2. Public Welfare, Dept. of	1939-40	12,617,179	9,974,438		22,591,617	
	1940-41	13,129,837	11,300,822		24,430,659	
	total biennium	25,747,016	21,275,260		47,022,276	
	1959-60	56,691,446	37,425,301		94,116,747	
	1960-61	61,026,362	39,987,302		101,013,664	
	total biennium	117,717,808	77,412,603		195,130,411	103,020,650
3. Public Instruction, Dept. of	1866-67	8,799		169,538	178,337	
	1867-68	11,692		176,278	187,968	
	total biennium	20,491		345,816	366,305	
	1959-60	61,250,091	5,247,083	447,325	66,945,357	
	1960-61	68,113,685	6,734,659	602,928	75,451,270	
	total biennium	129,363,776	11,981,742	1,050,253	142,396,627	46,280,181
4. University of Wisconsin	1866-67	633		27,285	27,918	
	1867-68	87		49,788	49,875	
	total biennium	720		77,073	77,793	
	1959-60	26,524,839	39,126,339	474,445	66,125,623	
	1960-61	28,357,705	45,569,969	564,028	74,491,702	
	total biennium	54,882,544	84,696,308	1,038,473	140,617,325	62,565,045
5. Building Commission	1949-50		1,936	15,744	17,680	
	1950-51		48,009	437,170	485,179	
	total biennium		49,945	452,914	502,859	
	1959-60	5,594,594	942,092	10,940,856	17,477,542	
	1960-61	5,932,004	1,065,464	12,916,964	19,914,432	
total biennium	11,526,598	2,007,556	23,857,820	37,391,974	502,859	

Table 13. (Continued)

<u>Executive Branch</u> <u>Department</u>	<u>Year of</u> <u>Expenditure*</u>	<u>General Fund</u>		<u>Segregated</u> <u>Funds</u>	<u>Total</u>	<u>Total</u> <u>Expenditures</u> <u>1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
6. State Colleges, Bd. of Regents of	1866-67	\$	\$	\$ 107,337	\$ 107,337	\$
	1867-68			89,794	89,794	
	total biennium			197,131	197,131	
	1959-60	8,288,598	5,739,073		14,027,671	
	1960-61	9,197,754	7,176,684		16,374,438	
	total biennium	17,486,352	12,915,757		30,402,109	10,633,957
7. Conservation Dept.	1927-28	1,612		683,363	684,975	
	1928-29	-----		793,857	793,857	
	total biennium	1,612		1,477,220	1,478,832	
	1959-60	301,306		13,504,260	13,805,566	
	1960-61	343,162		13,674,854	14,018,016	
	total biennium	644,468		27,179,114	27,823,582	12,858,782
8. Motor Vehicle Dept.	1939-40		674,517		674,517	
	1940-41		912,169		912,169	
	total biennium		1,586,686		1,586,686	
	1959-60			6,710,730	6,710,730	
	1960-61			7,261,906	7,261,906	
	total biennium			13,972,636	13,972,636	3,626,269
9. Industrial Commission	1911-12	77,144			77,144	
	1912-13	94,775			94,775	
	total biennium	171,919			171,919	
	1959-60	1,077,157	9,844	4,781,144	5,868,145	
	1960-61	1,118,069	5,058	5,866,444	6,989,571	
	total biennium	2,195,226	14,902	10,647,588	12,857,716	7,056,175
10. Administration, Dept. of	1959-60	1,801,743	3,770,178		5,571,923	
	1960-61	2,017,478	4,790,275		6,807,754	
	total biennium	3,819,221	8,560,453		12,379,677	
11. Health, State Bd. of	1876-77	3,080			3,080	
	1877-78	3,310			3,310	
	total biennium	6,390			6,390	

(continued)

Table 13. (Continued)

<u>Executive Branch</u> <u>Department</u>	<u>Year of</u> <u>Expenditure*</u>	<u>General Fund</u>		<u>Segregated</u> <u>Funds</u>	<u>Total</u>	<u>Total</u> <u>Expenditures</u> <u>1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
11. Health, State Bd. of (continued)	1959-60	\$ 2,491,818	\$ 3,106,379	\$	\$ 5,598,198	\$
	1960-61	2,395,975	3,378,945		5,774,920	
	total biennium	4,887,793	6,485,324		11,373,117	8,881,188
12. Agriculture, Dept. of	1929-30	1,344,491			1,344,491	
	1930-31	1,158,277			1,158,277	
	total biennium	2,502,768			2,502,768	
	1959-60	3,357,833	1,333,690		4,691,523	
	1960-61	3,182,750	1,304,347		4,487,097	
	total biennium	6,540,583	2,638,037		9,178,620	5,343,406
13. Vocational and Adult Education	1911-12	3,770			3,770	
	1912-13	51,998			51,998	
	total biennium	55,768			55,768	
	1959-60	1,070,305	3,686,801		4,757,106	
	1960-61	1,108,129	2,467,622		3,575,751	
	total biennium	2,178,434	6,154,423		8,332,857	7,336,578
14. Taxation, Dept. of	1939-40	536,356	78,753		615,109	
	1940-41	416,701	77,378		494,079	
	total biennium	953,057	156,131		1,109,188	
	1959-60	3,962,594			3,962,594	
	1960-61	4,118,851			4,118,851	
	total biennium	8,081,445			8,081,445	3,545,715
15. Aeronautics Commission	1945-46	17,349			17,349	
	1946-47	20,047			20,047	
	total biennium	37,396			37,396	
	1959-60	231,825	1,684,052		1,915,877	
	1960-61	232,581	1,830,057		2,062,639	
total biennium	464,406	3,514,109		3,978,516	3,369,284	
16. Veterans Affairs, Dept. of	1945-46	348,147	67,186	15,289,387	15,704,720	
	1946-47	417,664	58,807	2,320,760	2,797,231	
	total biennium	765,811	125,993	17,610,147	18,501,951	

(continued)

42

Table 13. (Continued)

<u>Executive Branch</u> <u>Department</u>	<u>Year of</u> <u>Expenditure*</u>	<u>General Fund</u>		<u>Segregated</u> <u>Funds</u>	<u>Total</u>	<u>Total</u> <u>Expenditures</u> <u>1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
16. Veterans Affairs, Dept. of (continued)	1959-60	\$ 1,076,812	\$ 145,398	\$ 416,025	\$ 1,638,235	\$
	1960-61	1,068,111	157,952	394,193	1,620,256	
	total biennium	2,144,923	303,350	810,218	3,258,491	2,413,053
17. Public Service Commn.	1931-32	363,435	122,845		486,280	
	1932-33	344,355	245,776		590,131	
	total biennium	707,790	368,621		1,076,411	
	1959-60	384,692	678,519		1,063,211	
	1960-61	400,661	682,003		1,082,664	
	total biennium	785,353	1,360,522		2,145,875	943,559
18. National Guard	1866-67*	829		4,830	5,659	
	1867-68	841		2,370	3,211	
	total biennium	1,670		7,200	8,870	
	1959-60	691,164	192,115		883,280	
	1960-61	688,680	229,934		918,615	
	total biennium	1,379,844	422,049		1,801,895	1,076,393
19. Insurance Dept.	1878-79	Expenses paid from fees and not to exceed \$3,500 per year				
	1879-80					
	total biennium					
	1959-60	349,998	144,922	396,174	891,094	
	1960-61	395,508	142,212	338,333	876,053	
total biennium	745,506	287,134	734,507	1,767,147	1,045,803	
20. Historical Society	1866-67*	3,100			3,100	
	1867-68	4,029			4,029	
	total biennium	7,129			7,129	
	1959-60	529,237	270,629		799,867	
	1960-61	557,392	238,608		796,001	
total biennium	1,086,629	509,237		1,595,868	657,100	

Table 13. (Continued)

<u>Executive Branch</u> <u>Department</u>	<u>Year of</u> <u>Expenditure*</u>	<u>General Fund</u>		<u>Segregated</u> <u>Funds</u>	<u>Total</u>	<u>Total</u> <u>Expenditures</u> <u>1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
21. Audit, Dept. of State	1947-48	\$ 54,647	\$ 143,827	\$	\$ 198,474	\$
	1948-49	67,622	172,561		240,183	
	total biennium	122,269	316,388		438,657	
	1959-60	211,289	507,789		719,078	
	1960-61	207,581	506,859		714,441	
	total biennium	418,870	1,014,648		1,433,519	555,157
22. Grain and Warehouse Commn.	1905-06	3,349			3,349	
	1906-07	3,219			3,219	
	total biennium	6,568			6,568	
	1959-60		586,492		586,492	
	1960-61		640,189		640,189	
	total biennium		1,226,681		1,226,681	496,363
23. Banking Department	1903-04	16,385			16,385	
	1904-05	17,603			17,603	
	total biennium	33,988			33,988	
	1959-60		529,238		529,238	
	1960-61		550,398		550,398	
	total biennium		1,079,636		1,079,636	687,874
24. Attorney General	1866-67*	3,152			3,152	
	1867-68	3,244			3,244	
	total biennium	6,396			6,396	
	1959-60	436,381			436,381	
	1960-61	521,276			521,276	
	total biennium	957,657			957,657	393,402
25. Library Commission, Free	1895-96	611			611	
	1896-97	2,537			2,537	
	total biennium	3,148			3,148	
	1959-60	266,418	165,642		432,060	
	1960-61	281,265	162,987		444,253	
	total biennium	547,683	328,629		876,313	361,827

Table 13. (Continued)

<u>Executive Branch</u> <u>Department</u>	<u>Year of</u> <u>Expenditure*</u>	<u>General Fund</u>		<u>Segregated</u> <u>Funds</u>	<u>Total</u>	<u>Total</u> <u>Expenditures</u> <u>1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
26. Civil Defense, Dept. of	1951-52	\$ 28,422	\$	\$	\$ 28,422	\$
	1952-53	72,185	64,770	19,472	156,427	
	total biennium	100,607	64,770	19,472	184,849	
	1959-60	74,158	289,137	-----	363,295	
	1960-61	68,195	255,047	-----	323,242	
	total biennium	142,353	544,184	-----	686,537	
27. Resource Development, Dept. of	1959-60	162,888	22,356		185,244	
	1960-61	245,672	75,138		320,811	
	total biennium	408,560	97,494		506,055	
28. Radio Council, State	1945-46	19,751			19,751	
	1946-47	16,114			16,114	
	total biennium	35,865			35,865	
	1959-60	237,310	2,524		239,834	
	1960-61	227,876	1,458		229,335	
	total biennium	465,186	3,982		469,169	311,290
29. Executive Office	1866-67*	6,423		7,064	13,487	
	1867-68	6,892		-----	6,892	
	total biennium	13,315		7,064	20,379	
	1959-60	185,745	10,000		195,745	
	1960-61	155,915	-----		155,915	
	total biennium	341,660	10,000		351,660	145,686
30. Water Pollution, Com. on	1927-28	Not listed separately in Budget. Bd. of Health				
	1928-29	given \$15,000 annual appropriation to carry out				
	total biennium	its duties as enforcement agent for the committee				
	1959-60	81,275	79,849		161,125	
	1960-61	87,467	89,095		176,562	
total biennium	168,742	168,944		337,687	159,966	
31. Investment Board	1951-52	78,078			78,078	
	1952-53	99,260			99,260	
	total biennium	177,338			177,338	
	1959-60	157,499			157,499	
	1960-61	171,282			171,282	

(continued)

Table 13. (Continued)

<u>Executive Branch</u> <u>Department</u>	Year of Expenditure*	<u>General Fund</u>		<u>Segregated</u> <u>Funds</u>	<u>Total</u>	<u>Total</u> <u>Expenditures</u> <u>1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
31. Investment Board (continued)	total biennium	\$ 328,781	\$	\$	\$ 328,781	\$ 120,608
32. Government Operations, Bd. on	1959-60		507		507	
	1960-61	274,561			274,561	
	total biennium	275,068			275,068	
33. Crime Laboratory, State	1947-48	56,235			56,235	
	1948-49	100,309			100,309	
	total biennium	156,544			156,544	
	1959-60	89,281	42,236		131,517	
	1960-61	87,180	55,617		142,798	
	total biennium	176,461	97,853		274,315	153,647
34. Real Estate Brokers Board	1919-20	9,952			9,952	
	1920-21	31,222			31,222	
	total biennium	41,174			41,174	
	1959-60		117,184		117,184	
	1960-61		148,719		148,719	
	total biennium		265,903		265,903	95,259
35. Savings and Loan Dept.	1947-48	8,459	46,000		54,459	
	1948-49	9,632	43,530		53,162	
	total biennium	18,091	89,530		107,621	
	1959-60		113,931		113,931	
	1960-61		144,979		144,979	
	total biennium		258,910		258,910	114,685
36. Nurses, Dept. of	1949-50		41,344		41,344	
	1950-51		52,243		52,243	
	total biennium		93,587		93,587	
	1959-60		114,457		114,457	
	1960-61		103,972		103,972	
total biennium		218,429		218,429	93,587	

Table 13. (Continued)

Executive Branch Department	Year of Expenditure*	General Fund		Segregated Funds	Total	Total Expenditures 1949-51 Bien.
		Executive	Revolving			
37. Secretary of State	1866-67*	\$ 14,765	\$	\$ 4,050	\$ 18,815	\$
	1867-68	16,962		634	17,596	
	total biennium	31,727		4,684	36,411	
	1959-60	96,682			96,682	
	1960-61	114,384			114,384	
	total biennium	211,066			211,066	127,962
38. Employment Relations Board	1939-40	34,694			34,694	
	1940-41	40,318			40,318	
	total biennium	75,012			75,012	
	1959-60	99,926			99,926	
	1960-61	108,161			108,161	
	total biennium	208,087			208,087	129,040
39. Treasurer, State	1866-67*	11,840		75	11,915	
	1867-68	12,316		--	12,316	
	total biennium	24,156		75	24,231	
	1959-60	82,860			82,860	
	1960-61	81,538			81,538	
	total biennium	164,398			164,398	125,736
40. Securities, Dept. of	1939-40	18,658	23,872		42,530	
	1940-41	20,446	24,633		45,079	
	total biennium	39,104	48,505		87,609	
	1959-60	80,837			80,837	
	1960-61	80,713			80,713	
	total biennium	161,550			161,550	111,197
41. Pharmacy, Board of	1882-83	Expenditures paid for out of fees received				
	1883-84	by Board, not out of state treasury				
	total biennium					
	1959-60		73,844		73,844	
	1960-61		74,772		74,772	
total biennium		148,616		148,616	52,238	

Table 13. (Continued)

<u>Executive Branch</u> <u>Department</u>	Year of Expenditure*	<u>General Fund</u>		<u>Segregated</u> <u>Funds</u>	<u>Total</u>	<u>Total</u> <u>Expenditures</u> <u>1949-51 Bien.</u>	
		<u>Executive</u>	<u>Revolving</u>				
42. Architects and Prof. Engineers, Bd. of	1917-18	\$	\$ 611	\$	\$ 611		
	1918-19		277		277		
	total biennium		888		888		
	1959-60		62,495		62,495		
	1960-61		69,257		69,257		
	total biennium		131,752		131,752	43,620	
43. Lands, Commissioners of the Public	1866-67		14,994		133,178	148,172	
	1867-68		14,796		222,200	236,996	
	total biennium		29,790		355,378	385,168	
	1959-60		40,793	5,307	6,128	52,228	
	1960-61		41,645	17,373	5,824	64,842	
	total biennium		82,438	22,680	11,952	117,070	61,457
44. Medical Examiners, Bd. of	1897-98	Expenditures from receipts.		None to be paid			
	1898-99	from state treasury					
	total biennium						
	1959-60		52,468		52,468		
	1960-61		52,224		52,224		
total biennium		104,692		104,692	53,241		
45. Soil and Water Cons. Com.	1937-38		3,608		3,608		
	1938-39		5,093		5,093		
	total biennium		8,701		8,701		
	1959-60		46,893		46,893		
	1960-61		47,617		47,617		
total biennium		94,510		94,510	67,804		
46. Library, State Law	1866-67*		1,980		1,980		
	1867-68		1,737		1,737		
	total biennium		3,717		3,717		
	1959-60		44,622		44,622		
	1960-61		48,277		48,277		
total biennium		92,899		92,899	59,754		

Table 13. (Continued)

<u>Executive Branch</u> <u>Department</u>	Year of Expenditure*	<u>General Fund</u>		<u>Segregated</u> <u>Funds</u>	<u>Total</u>	<u>Total</u> <u>Expenditures</u> <u>1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
47. Revisor of Statutes	1909-10	\$ 4,479	\$	\$	\$ 4,479	\$
	1910-11	9,595			9,595	
	total biennium	14,074			14,074	
	1959-60	47,648			47,648	
	1960-61	44,785			44,785	
	total biennium	92,433			92,433	47,293
48. Metropolitan Study Commn.**	1957-58	11,924	-----		11,924	
	1958-59	20,028	24,151		44,179	
	total biennium	31,952	24,151		56,103	
	1959-60	23,202	9,209		32,412	
	1960-61	33,254	68		33,323	
	total biennium	56,456	9,277		65,735	
49. Tax Appeals, Board of	1939-40	17,615			17,615	
	1940-41	22,557			22,557	
	total biennium	40,172			40,172	
	1959-60	30,689			30,689	
	1960-61	33,423			33,423	
	total biennium	64,112			64,112	44,250
50. Human Rights, Governor's Commission on	1947-48					
	1948-49					
	total biennium	-----	-----		-----	
	1959-60	30,892	51		30,943	
	1960-61	31,371	128		31,499	
total biennium	62,263	179		62,442	20,082	
51. Dental Examiners, Bd. of	1885-86	Expenditures paid from fees received by Board;				
	1886-87	none paid out of state treasury				
	total biennium					
	1959-60		18,537		18,537	
	1960-61		19,255		19,255	
total biennium		37,792		37,792	26,884	

- 67 -

Table 13. (Continued)

Executive Branch Department	Year of Expenditure*	General Fund		Segregated Funds	Total	Total Expenditures 1949-51 Bien.
		Executive	Revolving			
52. Accountancy, Bd. of	1913-14	\$	\$ 1,114	\$	\$ 1,114	\$
	1914-15		1,292		1,292	
	total biennium		2,406		2,406	
	1959-60		15,085		15,085	
	1960-61		14,434		14,434	
total biennium		29,519		29,519	24,356	
53. Optometry, Board of Examiners in	1915-16		None 1st bien.;			
	1916-17		2nd bien. (1,252 & 1,350)			
	total biennium		(total 2,602)			
	1959-60		11,874		11,874	
	1960-61		15,870		15,870	
total biennium		27,744		27,744	14,111	
54. Water Regulatory Board	1937-38		14,787		14,787	
	1938-39		12,819		12,819	
	total biennium		27,606		27,606	
	1959-60		12,078		12,078	
	1960-61		12,605		12,605	
total biennium		24,683		24,683	19,751	
55. Chiropractic, Bd. of Examiners in	1925-26		7,430		7,430	
	1926-27		4,126		4,126	
	total biennium		11,556		11,556	
	1959-60		13,389		13,389	
	1960-61		10,689		10,689	
total biennium		24,078		24,078	9,440	
56. Mental Health Adv. Com.	1959-60		6,261		6,261	
	1960-61		15,454		15,454	
	total biennium		21,715		21,715	
57. Athletic Commission	1913-14		2,530		2,530	
	1914-15		2,934		2,934	
	total biennium		5,464		5,464	
	1959-60		8,867		8,867	
	1960-61		9,001		9,001	
total biennium		17,868		17,868	19,422	

Table 13. (Continued)

Executive Branch Department	Year of Expenditure*	General Fund		Segregated Funds	Total	Total Expenditures 1949-51 Bien.
		Executive	Revolving			
58. Great Lakes Compact Commn.	1955-56	\$ 5,980	\$	\$	\$ 5,980	\$
	1956-57	6,785			6,785	
	total biennium	12,765			12,765	
	1959-60	8,059			8,059	
	1960-61	7,866			7,866	
total biennium	15,925			15,925		
59. Watchmaking, Board of Examiners in	1937-38	-----	7,688		7,688	
	1938-39	1,561	1,643		3,204	
	total biennium	1,561	9,331		10,892	
	1959-60		6,937		6,937	
	1960-61		6,989		6,989	
total biennium		13,926		13,926	11,596	
60. Interstate Cooperation, Commn. on	1937-38	1,225			1,225	
	1938-39	1,352			1,352	
	total biennium	2,577			2,577	
	1959-60	10,000			10,000	
	1960-61	2,541			2,541	
total biennium	12,541			12,541	10,546	
61. Portage Levee Commission**	1901-02			-----	-----	
	1902-03			1,074	1,074	
	total biennium			1,074	1,074	
	1959-60			6,128	6,128	
	1960-61			5,854	5,854	
total biennium			11,982	11,982	7,354	
62. Basic Sciences, Bd. of Examiners in	1925-26	2,713			2,713	
	1926-27	1,375			1,375	
	total biennium	4,088			4,088	
	1959-60		4,707		4,707	
	1960-61		3,949		3,949	
total biennium		8,656		8,656	7,567	

Table 13. (Continued)

<u>Executive Branch</u> <u>Department</u>	Year of Expenditure*	<u>General Fund</u>		<u>Segregated</u> <u>Funds</u>	<u>Total</u>	<u>Total</u> <u>Expenditures</u> <u>1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
63. Bar Commissioners, State	1885-86	\$ 1,055	\$	\$	\$ 1,055	
	1886-87	735			735	
	total biennium	1,790			1,790	
	1959-60	2,172	60		2,232	
	1960-61	2,632	--		2,632	
	total biennium	4,804	60		4,864	6,164
64. Uniform State Laws, Commissioners on	1893-94	No separate, specific expenditure given				
	1894-95					
	total biennium					
	1959-60	2,085			2,085	
	1960-61	2,283			2,283	
total biennium	4,368			4,368		
65. Surplus Property Devel. Commn.	1959-60	-----			-----	
	1960-61	2,112			2,112	
	total biennium	2,112			2,112	
66. Claims Commission	1955-56					
	1956-57	95			95	
	total biennium	95			95	
	1959-60	419			419	
	1960-61	378			378	
	total biennium	797			797	
<u>Legislative Branch</u>						
Legislature	1866-67*	86,201			86,201	
	1867-68	81,423			81,423	
	total biennium	167,624			167,624	
	1959-60	986,185			986,185	
	1960-61	1,147,802			1,147,802	
	total biennium	2,133,987			2,133,987	844,242

Table 13. (Continued)

<u>Legislative Branch</u>	Year of Expenditure*	General Fund		Segregated Funds	Total	Total Expenditures 1949-51 Bien.
		Executive	Revolving			
Legislative Council	1947-48	\$ 17,118	\$	\$	\$ 17,118	
	1948-49	18,702			18,702	
	total biennium	35,820			35,820	
	1959-60	62,072	242	14,810	77,124	
	1960-61	93,777	---	32,667	126,444	
	total biennium	155,849	242	47,477	203,568	66,288
Retirement Systems, Jt. Com. on	1947-48	2,518			2,518	
	1948-49	4,355			4,355	
	total biennium	6,873			6,873	
	1959-60	8,970			8,970	
	1960-61	16,258			16,258	
	total biennium	25,228			25,228	8,222
Admin. Rules, Com. to Review	1955-56	259			259	
	1956-57	148			148	
	total biennium	407			407	
	1959-60	8			8	
	1960-61	19			19	
	total biennium	27			27	
<u>Judicial Branch</u>						
Circuit Courts	1866-67*	28,139			28,139	
	1867-68	27,500			27,500	
	total biennium	55,639			55,639	
	1959-60	738,981			738,981	
	1960-61	834,579			834,579	
	total biennium	1,573,560			1,573,560	814,482
Supreme Court	1866-67*	10,978			10,978	
	1867-68	13,741			13,741	
	total biennium	24,719			24,719	
	1959-60	223,572			223,572	
	1960-61	219,051			219,051	
	total biennium	442,623			442,623	259,827

Table 13. (Continued)

<u>Judicial Branch</u>	<u>Year of Expenditure*</u>	<u>General Fund</u>		<u>Segregated Funds</u>	<u>Total</u>	<u>Total Expenditures 1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
Judicial Council	1951-52	\$ 11,233	\$	\$	\$ 11,233	\$
	1952-53	20,721			20,721	
	total biennium	31,954			31,954	
	1959-60	18,346			18,346	
	1960-61	18,349			18,349	
	total biennium	36,695			36,695	
<u>Private Organizations</u>						
Deaf, Association of the	1939-40	1,869			1,869	
	1940-41	2,249			2,249	
	total biennium	4,118			4,118	
	1959-60	5,000			5,000	
	1960-61	5,000			5,000	
total biennium	10,000			10,000	7,040	
Devel. Credit Corp., Wisconsin	1955-56	none				
	1956-57					
	total biennium					
	1959-60	4,000			4,000	
	1960-61	4,000			4,000	
total biennium	8,000			8,000		
Sciences, Arts and Letters, Academy of	Created 1870	none				
	1872-73(1st state expenditure)	642			642	
	1873-74	1,136			1,136	
	total biennium	1,778			1,778	
	1959-60	3,000			3,000	
	1960-61	-----			-----	
total biennium	3,000			3,000	4,985	

Table 13. (Continued)

<u>Private Organizations</u>	Year of Expenditure*	<u>General Fund</u>		<u>Segregated Funds</u>	<u>Total</u>	<u>Total Expenditures 1949-51 Bien.</u>
		<u>Executive</u>	<u>Revolving</u>			
Archeological Society	Created 1903	none				
	1905-06(1st state expenditure)	251			251	
	1906-07	671			671	
	total biennium	922			922	
	1959-60	800			800	
	1960-61	800			800	
	total biennium	1,600			1,600	1,674

\*Created earlier, but better figures are available for this biennium.

\*\*Abolished in 1961

\*\*\*This table is a more detailed version of Table 2. No attempt is made to add the expenditures of each department, because the sum would not represent the total expenditures of the state government. Shared taxes are not included, for example, and the retirement systems are discussed in a separate table.

Sources: Department of Administration, Bureau of Management, Worksheet for the General Fund, 1959-61; Annual Fiscal Reports, 1959, 1960, 1961; Wisconsin State Budget 1961; Department of Budget and Accounts, Wisconsin State Budgets, 1949-1959; Budget Bureau, Wisconsin State Budget, 1931-1947; Board of Public Affairs, Wisconsin State Budget, 1915-1929; Secretary of State, Annual and Biennial Reports; Wisconsin Blue Books.

IRL-RB-135-62 Table 14. POPULATION OF WISCONSIN, 1840-1960; SCHOOL ENROLLMENT AND POPULATION 65 AND OVER, 1930-1960

Census Year	Total	% Change	% Change	School	% Change	% Change	Population	% Change	% Change
		1930-1960 (1930=100%)	1950-1960 (1950=100%)	Enrollment Age 5-24	1930-1960 (1930=100%)	1950-1960 (1950=100%)	65 and Over	1930-1960 (1930=100%)	1950-1960 (1950=100%)
1840	30,945								
1850	305,391								
1860	775,881								
1870	1,054,670								
1880	1,315,497								
1890	1,693,330								
1900	2,069,042								
1910	2,333,860								
1920	2,632,067								
1930	2,939,006	100%		679,087	100%		192,059	100%	
1940	3,137,587	106.756		667,629	98.31		242,182	126.097	
1950	3,434,575	116.86	100%	687,610	101.255	100%	309,917	161.365	100%
1960	3,951,777	134.45	115.05	982,588	144.69	142.899	393,310	204.78	126.9

Sources: Bureau of Census, 1960 U.S. Census of Population, Vol. 1, Characteristics of Population, Part A Number of Inhabitants: Wis., Table 1, p. 51-9; Wis.: General Social and Economic Characteristics, 1960, p. 51-172, 168; 1950 Census of Population, Vol. II, Characteristics of the Population, Wis., p. 49-39, 41.

Table 15: POPULATION OF WISCONSIN, 1951-1961

<u>Year</u>	<u>Population (est.)</u>	<u>Per Cent Change (1951 = 100%)</u>
1951	3,437,000	100.00%
1952	3,463,000	100.76
1953	3,502,000	101.89
1954	3,599,000	104.71
1955	3,666,000	106.66
1956	3,740,000	108.82
1957	3,802,000	110.62
1958	3,863,000	112.39
1959	3,915,000	113.91
1960	3,951,777	114.98
1961	4,022,000	117.02

Sources: U.S. Bureau of Census, Current Population Reports; Population Estimates, Preliminary Intercensal Estimates of the Population of the U.S., July 1, 1950 to 1959, May 22, 1961, Series P-25, No. 229.

Table 16: PER CAPITA PERSONAL INCOME IN WISCONSIN, 1929-1960

<u>Year</u>	<u>Per Capita Income</u>	<u>Year</u>	<u>Per Capita Income</u>	<u>Year</u>	<u>Per Capita Income</u>	<u>Per Cent Change 1951-61 (1951=100%)</u>
1929	\$ 682	1940	\$ 554	1951	\$1,697	100.00%
1930	595	1941	675	1952	1,760	103.71
1931	474	1942	872	1953	1,784	105.13
1932	364	1943	1,053	1954	1,709	100.71
1933	336	1944	1,115	1955	1,804	106.31
1934	380	1945	1,186	1956	1,908	112.43
1935	463	1946	1,209	1957	1,969	116.03
1936	519	1947	1,294	1958	1,989	117.21
1937	553	1948	1,402	1959	2,122	125.04
1938	512	1949	1,361	1960	2,171	127.93
1939	517	1950	1,467	1961	2,216	130.58

Sources: For 1929-50 data: U.S. Income and Output, A Supplement to the Survey of Current Business, pp. 158-59, November 1958; for 1951-1959 data: Survey of Current Business, p. 13, Aug. 1961; for 1960-61 data: Survey of Current Business, p. 7, April 1962.

Personal income is the current income received by individuals, by unincorporated businesses, and by nonprofit institutions (including pension, trust and welfare funds) from all sources.

Table 17: CONSUMER PRICE INDEX\* 1890-1961  
(1947-49 = 100)Index for food only: 1890-1912

<u>Year</u>	<u>Food</u>								
1890	27.6	1895	26.3	1900	27.2	1905	30.3	1910	36.8
1891	28.0	1896	25.7	1901	28.3	1906	31.2	1911	36.4
1892	27.4	1897	25.9	1902	29.9	1907	32.5	1912	38.6
1893	28.1	1898	26.6	1903	29.7	1908	33.4		
1894	26.8	1899	26.8	1904	30.1	1909	35.1		

Index for all items: 1913-1961

<u>Year</u>	<u>All Items</u>	<u>% Change since 1951</u> <u>(1951 = 100%)</u>						
1913	42.3	1926	75.6	1939	59.4	1951	111.0	100%
1914	42.9	1927	74.2	1940	59.9	1952	113.5	102.3
1915	43.4	1928	73.3	1941	62.9	1953	114.4	103.1
1916	46.6	1929	73.3	1942	69.7	1954	114.8	103.4
1917	54.8	1930	71.4	1943	74.0	1955	114.5	103.2
1918	64.3	1931	65.0	1944	75.2	1956	116.2	104.7
1919	74.0	1932	58.4	1945	76.9	1957	120.2	108.3
1920	85.7	1933	55.3	1946	83.4	1958	123.5	111.3
1921	76.4	1934	57.2	1947	95.5	1959	124.6	112.3
1922	71.6	1935	58.7	1948	102.8	1960	126.5	114.0
1923	72.9	1936	59.3	1949	101.8	1961	127.8	115.1
1924	73.1	1937	61.4	1950	102.8			
1925	75.0	1938	60.3					

\*The figures given represent the annual average.

Sources: U.S. Bureau of the Census, Department of Commerce, Historical Statistics of the United States, Colonial Times to 1957, A Statistical Abstract Supplement, 1960, pp. 125-26; data for 1958-61, Bureau of Labor Statistics, Consumer Price Index for December 1958, 1959, 1960, 1961.

Table 18: CONSUMER PRICE INDEX (HOOVER): 1851 to 1880

<u>Year</u>	<u>All Items</u>								
1851	92	1857	105	1863	139	1869	147	1875	123
1852	93	1858	99	1864	176	1870	141	1876	119
1853	93	1859	100	1865	175	1871	135	1877	118
1854	101	1860	100	1866	167	1872	135	1878	111
1855	104	1861	101	1867	157	1873	133	1879	108
1856	102	1862	113	1868	154	1874	129	1880	110

Source: U.S. Bureau of the Census, Historical Statistics of the United States, Colonial Times to 1957, 1960, p. 127.

Table 19: PURCHASING POWER OF THE DOLLAR: 1940 TO 1961

(As Measured by Consumer Prices, 1947-49 = 100)

(As Measured by the Consumer Dollar, 1947-49 = \$1.00)

<u>Year</u>	<u>Consumer Prices</u>	<u>Consumer Dollar</u>									
1940	166.9	1.669	1946	119.9	1.19	1951	90.1	.901	1956	86.1	.861
1941	159.0	1.59	1947	104.7	1.04	1952	88.1	.881	1957	83.2	.832
1942	143.5	1.43	1948	97.3	.973	1953	87.4	.874	1958	81.0	.810
1943	135.1	1.35	1949	98.2	.982	1954	87.1	.871	1959	80.3	.803
1944	133.0	1.33	1950	97.3	.973	1955	87.3	.873	1960	79.1	.791
1945	130.0	1.30							1961	78.2	.782

Source: U.S. Bureau of the Census, Statistical Abstract of the United States 1961, p. 329; U.S. Bureau of Labor Statistics; Consumers' Price Index for December 1961.

Table 20: WHOLESALE PRICE INDEX, 1913-61  
 (1947-49 = 100)  
 (All Commodities)

<u>Year</u>	<u>Index</u>	<u>Year</u>	<u>Index</u>	<u>Year</u>	<u>Index</u>	<u>Year</u>	<u>Index</u>	<u>% Change Since 1951 (1951 = 100%)</u>
1913	45.4	1926	65.0	1939	50.1	1951	114.8	100.00%
1914	44.3	1927	62.0	1940	51.1	1952	111.6	97.2
1915	45.2	1928	62.9	1941	56.8	1953	110.1	95.9
1916	55.6	1929	61.9	1942	64.2	1954	110.3	96.1
1917	76.4	1930	56.1	1943	67.0	1955	110.7	96.4
1918	85.3	1931	47.4	1944	67.6	1956	114.3	99.6
1919	90.1	1932	42.1	1945	68.8	1957	117.6	102.4
1920	100.3	1933	42.8	1946	78.7	1958	119.2	103.8
1921	63.4	1934	48.7	1947	96.4	1959	119.5	104.1
1922	62.8	1935	52.0	1948	104.4	1960	119.6	104.2
1923	65.4	1936	52.5	1949	99.2	1961	119.1	103.7
1924	63.8	1937	56.1	1950	103.1			
1925	67.3	1938	51.1					

Sources: U.S. Department of Commerce, Bureau of the Census, Historical Statistics of the United States, Colonial Times to 1957, A Statistical Abstract Supplement, 1960, p. 117; data for 1958-1961, Bureau of Business Economics, Survey of Current Business, January and March 1962, and March 1959.

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