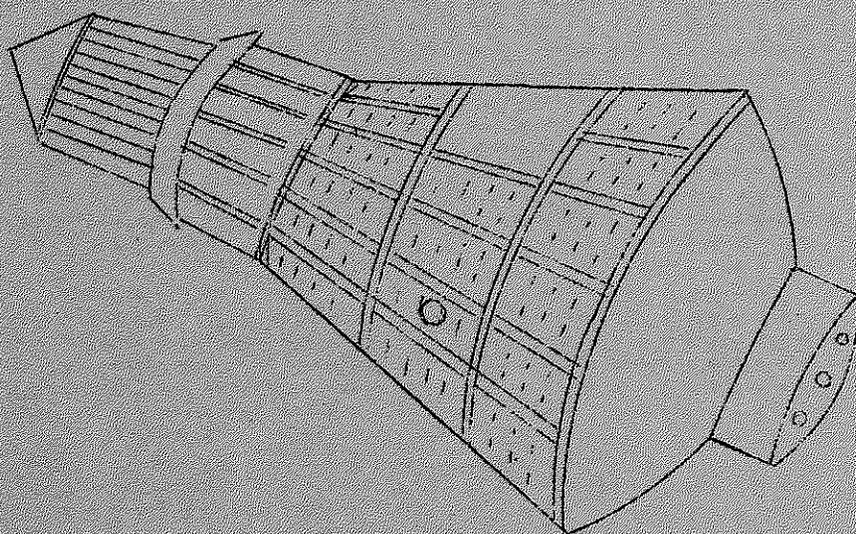


# WISCONSIN LEGISLATIVE REFERENCE LIBRARY REPORT



AN ANALYSIS OF WISCONSIN STATE GOVERNMENT  
Part II: ITS SCOPE MEASURED BY CIVIL SERVICE EMPLOYMENT

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AN ANALYSIS OF WISCONSIN STATE GOVERNMENT\*

Part II. Its Scope Measured by Civil Service Employment

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\*Prepared by Patricia V. Robbins, Research Associate

## AN ANALYSIS OF WISCONSIN STATE GOVERNMENT

## Part II. Its Scope Measured by Civil Service Employment

## INTRODUCTION

This report is Part II of the series, AN ANALYSIS OF WISCONSIN STATE GOVERNMENT. Whereas Part I was concerned with the cost of state government and, in particular, with the size of state departments measured in terms of their expenditures, Part II is concerned with the number of state employes and, particularly, with the size of state agencies measured in terms of their total personnel.

This study, however, is not only interested in how many employes each agency has now, but also how many it had 10 years ago and how many it acquired when established. Has employment in each department increased more or less rapidly than its expenditures? In the past decade which departments have experienced the largest percentage increase in personnel and in expenditures, which the smallest?

It is hoped that such an analysis will furnish an additional approach to an understanding of the structure and development of the Wisconsin state government.

## GENERAL STATEMENT

The growth in the total number of state employes has been at a slower rate than the growth in state expenditures. Since 1906 the number has increased about 14-1/2 times. While the increase during the 1951-1961 decade was 59%, the increase in state expenditures was 127%. Such factors as increased federal and state aids and a larger building program are probably the causes of this difference. Looking at the departments individually, only 4 have had a faster rate of increase in personnel than in expenditures.

As shown by Table 1 in Part I of this series a department's rank by number of employes does not always correspond with its rank by expenditures. Public Instruction, for example, ranks third in expenditures, but only thirteenth in number of employes, while the Aeronautics Commission ranks fifteenth in the former and thirty-fourth in the latter.

As determined by total number of employes the largest departments in the state government are the University, the Public Welfare Department, the Highway and Conservation Commissions, and the State Colleges; while the smallest are the Boards of Dental Examiners, Accountancy, Basic Sciences, and Watchmaking and the Committee on Mental Health.

As in the case with expenditures, here again there have been some sizable increases in the staff of some state agencies since the time of their establishment. Public Welfare had over 1,800 in 1940 compared with over 5,000 in 1961. The Highway Commission, which began with a very small staff--34 in 1912--now counts more than 2,200 employes. Conservation has risen from 215 in 1931 to 1,637 today and Motor Vehicle, from 304 in 1940 to 1,112. On the other hand, the Secretary of State's staff has decreased from 22 in 1906 to 16 currently, while the Public Service Commission has had a decline in personnel from 175 in 1932 to 141 regular employes in 1961.

In the past decade alone the Public Welfare staff has increased 82% and Highway and Motor Vehicle have more than doubled their staffs, while Health, Agriculture and Public Service Commission have fewer employes.

Among the state administrative agencies 37 increased the size of their staffs in the past decade, and 11 decreased theirs, while only one agency had lower expenditures in 1959-1961 than it did 10 years previously.

THE TREND IN WISCONSIN STATE EMPLOYMENT, 1906-1961

In 1906 the state government of Wisconsin had over 1,300 employes in the regular classified service; in 1961 there were over 16,900. While the classified service thus grew by more than 15,000, the unclassified service showed an increase of more than 6,700, growing from 593 to 7,369.

The following table indicates that there has been a steady progression upward in number of regular classified employes. The number of unclassified has also moved upward, but at a more erratic rate. The unclassified have varied anywhere from about a third to a half of the number of classified employes.

The largest numerical jump in state employment has been in the past decade.

Table 1: THE TREND IN WISCONSIN STATE EMPLOYMENT, 1906-1961

<u>Year</u>	<u>Regular Classified</u>	<u>Unclassified</u>	<u>Total</u>
1906 (June)	1,331	593	1,924
1912 (June)	2,480	1,097	3,577
1925 (Feb.)			6,538
1931 (June)	6,988	2,633	10,287
1941 (July)	9,499	2,455	11,954
1951 (July)	11,980	3,781	17,559
1961 (July)	16,962	7,369	27,995

Sources: For 1961: Department of Administration, Bureau of Personnel, State Employees Payroll Report, July 1961; for 1951: Employment and Payroll Statistics as of July, issued December 1961; for 1941: Bureau of Personnel, Employment Record for July and December 1939-49; for 1931: Wisconsin Taxpayers Alliance, The Wisconsin Taxpayer, September 1, 1939; for 1925: Legislative Reference Library, Increase in the Disbursements, Appropriations, and Number of Employees of the State Government of Wisconsin in Recent Decades, 1934; for 1906 and 1912: Wisconsin Civil Service Commission, Fourth Biennial Report, 1912.

## THE TREND IN WISCONSIN STATE EMPLOYMENT, 1951-1961

In the decade from 1951 to 1961 total state employment increased by 59%, while the number of regular classified employes rose by 41.59% and unclassified by 94.89%. Thus while regular classified employment was rising from 11,980 to 16,962 for a total climb of 4,982, unclassified employment grew from 3,781 to 7,369 for a total of 3,588.

Although the increase in regular classified personnel has been consistently upward, the per cent change each year has varied from about 2 to 6%. The number of unclassified personnel has vacillated, fluctuating backwards and forwards, but over-all moving more sharply upward.

Table 2: THE TREND IN WISCONSIN STATE EMPLOYMENT, 1951-1961

<u>Year</u> (July)	<u>Regular Classified</u>	<u>% Change in Regular Employes (1951=100%)</u>	<u>Unclassified</u>	<u>% Change in Unclassified Employes (1951=100%)</u>	<u>Total</u>	<u>% Change in Total Employes (1951=100%)</u>
1951	11,980	100.00%	3,781	100.00%	17,559	100.00%
1952	12,557	104.82	4,315	114.12	19,283	109.82
1953	12,812	106.94	4,339	114.76	19,427	110.64
1954	13,238	110.5	4,521	119.57	20,068	114.29
1955	13,538	113.01	5,348	141.44	21,303	121.32
1956	14,368	119.93	4,721	124.86	21,827	124.31
1957	14,972	124.97	5,326	140.86	23,013	131.06
1958	15,256	127.35	5,610	148.37	23,888	136.04
1959	15,621	130.39	6,487	171.57	25,556	145.54
1960	16,323	136.25	8,563	226.47	27,027	153.92
1961	16,962	141.59	7,369	194.89	27,995	159.43

Sources: Department of Administration, Bureau of Personnel, Employment and Payroll Statistics as of July, issued December 1961.

A COMPARISON OF NUMBER OF STATE EMPLOYEES BY DEPARTMENT,  
1961, 1951 AND EARLIER YEARS

The largest employers among Wisconsin state agencies are the University, the Department of Public Welfare, the Highway and Conservation Commissions and the state colleges; the smallest are the Committee on Mental Health, the boards relating to Dental Examiners, Accountancy, Basic Sciences, and Watchmaking, and the Athletic Commission. The top 5 include 2 relating to higher education, while the top 10 include 2 relating to motor transportation.

The following table lists each department in descending order by total number of employees. A certain amount of distortion is inevitable in listing by total number because of the inclusion of temporary and seasonal employees. If listed by regular classified employees, however, the unclassified--of which the University and state colleges have a sizable number--are excluded. The University would then rank second instead of first and the state colleges, eighth instead of fifth. Furthermore, some state agencies, such as the Revisor of Statutes and the Legislative Council, have only unclassified employees. Therefore the listing is by total number, but a breakdown for 1961 is given which shows both the classified and unclassified number for each agency.

In examining data it should be borne in mind that the figure given represents only the number receiving compensation for the month of July. Any agency which has a varying staff may thus be represented less fairly than if average employment for the year were used, but no such figure exists.

In addition to specifying the current employment figures for each agency the total number of employees is also given for 1951 and for an early year of the department's existence, in order to show the change over the past decade and the change since its inception. These latter figures have been compiled from a variety of sources, are fragmentary in nature, and are not always clear as to what they represent, that is, how inclusive they are. Therefore one should consider the early data to be roughly, rather than precisely, correct.

Looking at the change in the total number of employees in the past decade one finds that the number in the University, Department of Public Welfare and the Insurance Department almost doubled, Highway, Motor Vehicle and the Historical Society more than doubled. Most others experienced varying degrees of increases. In the University's case there was an increase of less than 700 in its regular classified employees, but a jump of between 3,000 and 4,000 in unclassified employees, the group which consists primarily of faculty.

The minority which experienced a decrease include Agriculture, Health, the Investment Board, Real Estate Brokers Board, the Boards of Pharmacy, Medical Examiners, Dental Examiners, and Basic Sciences, the Soil and Water Conservation Committee and the Athletic Commission. The apparent decline in the number of employees in some of these agencies requires explanation. In the case of the Board of Health the decline may be explained by the abolition of the State Sanatorium at Wales, which employed about 100 people. In the Department of Agriculture, it can be accounted for by the removal of the State Fair from its jurisdiction and the creation of a separate Exposition Department. The Investment Board and the Athletic Commission have been reorganized.

Table 3: A COMPARISON OF THE NUMBER OF WISCONSIN STATE EMPLOYEES BY DEPARTMENT IN JULY 1961, 1951 AND IN AN EARLY YEAR OF EACH AGENCY'S OPERATION, LISTED IN DESCENDING ORDER ACCORDING TO THE TOTAL NUMBER OF EMPLOYEES IN 1961\*

Executive Branch Department	1961						1951 Total Employees	Early Year of Agency Operation
	Classified				Unclas- sified**	Total		
	Reg- ular	Part- Time	Sea- sonal	Other				
1. University of Wisconsin	3,703	139	68	772	6,174	10,856	5,897	22(Bd.Reg.,faculty-1861) 552(total June 1906)
2. Public Welfare, Dept. of	5,047	75	0	169	18	5,309	2,910	1,857(total Jan. 1940)
3. Highway Commission	1,430	1	800	27	4	2,262	987	34(total June 1912)
4. Conservation Commission	1,080	7	527	22	1	1,637	1,410	215(total Jan. 1931)
5. State Colleges	496	21	0	47	708	1,272	1,014	27(Bd. Reg.,faculty-1868) 204(total June 1906)
6. Industrial Commission	930	11	42	150	3	1,136	819	57(total June 1912)
7. Motor Vehicle Department	1,056	1	0	54	1	1,112	530	304(total July 1940)
8. Taxation Department	603	3	0	4	1	611	491	205(total July 1940)
9. Administration, Dept. of	459	0	0	43	13	515	Not created	--(Created 1959)
10. Agriculture, Dept. of	337	1	4	24	11	377	796	215(total Jan. 1931)
11. Veterans Affairs, Dept. of	228	3	2	92	27	352	327	278(total July 1946)
12. Exposition Department	23	0	0	320	--	343	Not created	--(Created 1961)
13. Health, Board of	282	0	0	18	11	311	419	5(total June 1906)
14. Public Instruction, Dept. of	234	5	0	15	5	259	212	3(1861) 12(total June 1906)
15. Public Service Commission	128	3	3	5	2	141	124	175(total Oct. 1932)

Table 3. (Continued)

Executive Branch Department	1961						1951 Total Employees	Early Year of Agency Operation
	Classified				Unclas- sified**	Total		
	Reg- ular	Part- Time	Sea- sonal	Other				
16. Historical Society	87	1	6	38	2	134	66	2 (1856) 26 (total June 1906)
17. Vocational & Adult Education, Ed. of	111	5	0	13	1	130	99	12 (total June 1918)
18. Adjutant General	65	33	0	14	4	116	68	6 (1863) 5 (total June 1906)
19. Grain and Warehouse Commn.	94	0	7	2	3	106	71	24 (total June 1912)
20. Audit, Dept. of State	85	0	0	1	1	87	57	44 (total July 1948)
21. Insurance Department	68	0	0	16	1	85	43	3 (1879) 10 (total June 1906)
22. Library Commission	51	2	8	6	2	69	37	5 (1896) 19 (total June 1906)
23. Banking Department	62	0	0	0	2	64	52	8 (1905) 6 (total June 1906)
24. Attorney General	39	1	0	2	3	45	36	2 (1861) 7 (total June 1906)
25. Resource Development, Dept. of	21	0	0	9	6	36	Not created	-- (Created 1959)
26. Teachers Retirement Bd.	24	0	0	5	1	30	17	5 (Total June 1912)
27. Water Pollution Board	18	0	2	4	1	25	24	5 (1927)
28. Retirement Fund	20	2	0	0	1	23	16	5 (total July 1944)
29. Savings and Loan Dept.	15	0	0	0	7	22	12	11 (total July 1948)

Table 3. (Continued)

Executive Branch Department	1961						1951 Total Employees	Early Year of Agency Operation
	Classified				Unclas- sified**	Total		
	Reg- ular	Part- Time	Sea- sonal	Other				
30. Executive Department	0	0	0	0	20	20	14	3(1861) 5(total June 1906)
31. Crime Laboratory Board	9	0	0	0	9	18	15	4(total July 1948)
32. Employment Relations Board	9	0	0	4	4	17	14	9(total July 1940)
33. Real Estate Brokers Board	9	0	0	2	5	16	41	7(total Feb. 1921)
33. Secretary of State	15	0	0	0	1	16	13	9(1861) 22(total June 1906)
35. Investment Board	10	0	0	0	5	15	24	11(regular classified July 1952)
36. Nurses, Department of	11	0	0	1	2	14	8	7(regular classified July 1950)
37. Aeronautics Commission	12	0	0	0	1	10	10	5(total July 1946)
38. Civil Defense, Bureau of	11	0	0	0	1	12	Not created	--(Reorganized 1959)
38. Securities, Dept. of	11	0	0	0	1	12	10	8(total July 1940)
40. Treasurer, Office of	9	0	0	0	2	11	13	11(1861)
41. Lands, Commrs. of Public	5	0	0	1	4	10	8	13(1861) 5(total June 1906)
41. Pharmacy Board	9	0	0	0	1	10	12	5(1882)
41. Public Emp. Soc. Sec. Fund	9	0	0	1	0	10	2	3(reg. classified July 1952)
44. Arch. & Prof. Eng. Bd.	7	0	0	1	0	8	6	5(1918)
45. Revisor of Statutes	0	0	0	0	7	7	5	5(total June 1912)

Table 3. (Continued)

Executive Branch Department	1961						1951 Total Employees	Early Year of Agency Operation
	Classified				Unclas- sified**	Total		
	Reg- ular	Part- Time	Sea- sonal	Other				
46. Medical Examiners	4	0	0	0	2	6	13	7(1898)
46. Optometry Board	0	0	0	1	5	6	6	5(total June 1918)
48. Chiropractic, Bd. of	1	0	0	1	3	5	3	3 board members (1925)
48. Library, State	0	0	0	0	5	5	5	1 (1861) 4 (total July 1906)
48. Tax Appeals, Bd. of	0	0	0	2	3	5	5	6 (total July 1940)
48. Water Regulatory Board	3	0	1	1	0	5	4	8 (total July 1939)
52. Group Insurance Board	2	1	0	1	0	4	Not created	1 (1958)
52. Soil and Water Cons. Com.	4	0	0	0	0	4	7	1 (total July 1939)
54. Human Rights, Gov. Commn. on	3	0	0	0	0	3	2	0 (total Nov. 1947) 2 (total July 1949)
55. Dental Examiners, Bd. of	0	0	0	1	1	2	6	5 board members (1886)
55. Mental Health, Com. on	0	0	0	1	1	2	Not created	--(Created 1959)
57. Accountancy, Bd. of	1	0	0	0	0	1	1	3 (total June 1918)
57. Basic Sciences, Bd. of	0	0	0	0	1	1	2	1 (1926)
57. Watchmaking, Board of	0	0	0	0	1	1	1	4(June 1938)
60. Athletic Commission	0	0	0	0	0	0	18	2 (total Feb. 1915)

Numerous small agencies are not herein listed because they were not included in the Bureau of Personnel's July 1961 list of employees.

Table 3. (Continued)

Legislative Branch	1961						1951 Total Employees	Early Year of Agency Operation
	Classified				Unclas- sified**	Total		
	Reg- ular	Part- Time	Sea- sonal	Other				
1. Legislature	97	2	0	0	143	242	155	163 (1960)
(Assembly)	52	0	0	0	105	157	111	118 (97 mbrs., 21 employes)
(Senate)	45	2	0	0	38	85	44	45 (30 mbrs., 1 lt. gov., 14 employes)
2. Legislative Council	0	0	0	0	10	10	6	5 (total July 1948)
3. Retirement Systems, Jt. Survey Com. on	2	0	0	0	0	2	1	1 (total July 1948)
4. Admin. Rules, Committee on				Not given			0	
5. Physical Plant Maintenance Com. on				" "			Not created	
6. Retirement Research Council				" "			Not created	
7. State Institutions, Com. on				" "			0	
<u>Judicial Branch</u>								
1. Circuit Courts	0	0	0	0	86	86	58	10 (1861 - judges)
2. Supreme Court	0	0	0	0	30	30	21	3 (1861 - justices)
3. Judicial Council	0	0	0	0	3	3	0	0 (total July 1952) 4 (total July 1953)
4. Admin. for Court System		Est. 1961					Not created	
5. Bar of Wisconsin, State		Not given					Not created	

Sources: Department of Administration, Bureau of Personnel, State Employees Payroll Report, July 1961; Wisconsin Civil Service Commission; First Biennial Report, 1907, Fourth Biennial Report, 1912, and Seventh Biennial Report, 1918; Bureau of Personnel; Employment Record of State Departments for July and December 1939-49; Positions in State Departments and Institutions as of August 1943; Number of Regular Employees in the Classified Service Classified by Department 1949-54; Wisconsin Legislative Reference Library; Employment and Payroll Data for Wisconsin State Employees, 1929; Increase in the Disbursements, Appropriations and Number of Employees of the State Government of Wisconsin in Recent Decades, 1934; Wisconsin Blue Books.

For Footnotes to Table 3, see following page.

Footnotes to Table 3.

\*The civil service is divided into the classified service and the unclassified. The latter includes elected officials, officers and employes appointed by the Governor, the director and specified personnel of the State Historical Society, faculty of the University, state colleges and Wisconsin School for the Deaf, employes of the Supreme Court, legislative officers, one deputy and one stenographer of each elective executive officer and the speaker of the Assembly, and various others specifically excluded from the classified service by statute. The heading "Other" under the classified service includes provisional, emergency and limited term employes.

\*\*Figures for unclassified represent number of employes receiving compensation at that time. Any part-time board members not receiving payment that month are not included in the number.

A COMPARISON OF THE CHANGE BY DEPARTMENT IN STATE EXPENDITURES  
AND PERSONNEL, 1951-61

In all state agencies except 4 state expenditures over the past decade have increased at a greater rate than personnel. The following table shows the per cent of change by department in the total number of state employes between 1951 and 1961 in comparison with the per cent of change in total expenditures between the 1949-51 and 1959-61 biennia. The exceptions to the trend are the Adjutant General's Office, the Aeronautics Commission, the Insurance Department and the Water Regulatory Board. Thus it would appear that increase in number of employes is only one factor influencing the rise in expenditures.

A look at those agencies whose costs have risen at least 100% more rapidly than their civil service staff does not reveal any common element which might account for this situation. In fact it would probably be necessary to study the circumstances in each case to determine the reasons therefor. If the expenditures include a distribution of state and federal aids, it would seem logical to suppose that the number of employes would not have to increase in the same proportion as the amounts distributed. If an agency is performing a new function the proportion of employes required in relation to cost would vary with the function.

When reading this table it should be remembered that the figures represent rate of change, not actual change. In very small agencies this will make any change seem unduly large. For example, a decrease in employes of the Athletic Commission from one to 0 is a 100% decrease. Thus the smaller the agency the greater the change is likely to seem, even though it may actually involve only a handful of people or a few thousand dollars.

It would be well to note also that most of the cases where there have been no change in number of employes occur in departments which have no regular classified employes, but only unclassified employes.

Table 4: A COMPARISON OF THE PER CENT CHANGE IN STATE EXPENDITURES AND PERSONNEL BY STATE ADMINISTRATIVE DEPARTMENT, 1951-1961

Executive Branch Department	% Change in Total Number of Employees 1951-1961	% Change in Total Expenditures 1949-51 to 1959-61
Accountancy, Board of	No change	21.19%
Adjutant General	70.59%	67.4
Administration, Department of	Not in existence in 1951	.....
Aeronautics Commission	30.00	18.1
Agriculture, Department of	-52.64	71.77
Architects & Prof. Engineers, Bd. of	33.33	202.00
Attorney General	25.00	143.4
Audit, Department of State	52.63	158.2
Banking Department	23.08	56.95
Basic Sciences, Bd. of Examiners in	-50.00	14.39
Chiropractic, Bd. of Examiners in	66.66	155.06
Civil Defense, Bureau of	Not in existence in 1951	.....
Conservation Department	16.1	116.37
Crime Laboratory, State	20.00	78.53
Dental Examiners, Board of	-66.67	40.57
Employment Relations Board	21.43	61.25
Executive Department	42.86	141.38
Exposition Department	Not in existence in 1951	.....
Grain and Warehouse Commission	49.3	147.13
Health, Board of	-25.78	28.05
Highway Commission	129.18	139.7
Historical Society	103.03	142.86
Human Rights, Governor's Commission on	50.00	210.9
Industrial Commission	38.71	82.2
Insurance Department	97.67	68.97
Investment Board	-37.5	172.6
Lands, Commissioners of the Public	25.00	90.49
Library, State	No change	55.46
Library Commission, Free	86.49	142.19
Medical Examiners, Board of	-53.85	96.6
Mental Health, Committee on	Not in existence in 1951	.....
Motor Vehicle Department	109.81	285.3
Nurses, Department of	75.00	133.39
Optometry, Board of	No change	96.6
Pharmacy, Board of	-16.67	184.49
Public Instruction, Department of	22.17	207.68
Public Service Commission	13.71	127.42
Public Welfare, Department of	82.44	89.4
Real Estate Brokers Board	-60.98	179.13
Resource Development, Department of	Not in existence in 1951	.....
Revisor of Statutes	40.00	95.44
Savings and Loan Department	83.33	125.75
Secretary of State	23.08	64.94
Securities, Department of	20.00	45.28
Soil and Water Conservation Committee	-42.86	39.38
State Colleges, Board of Regents of	25.44	185.89
Tax Appeals, Board of	No change	44.88
Taxation, Department of	24.44	127.92
Treasurer, State	-15.39	30.74
University of Wisconsin	84.09	124.75

Executive Branch Department	% Change in Total Number of Employees 1951-1961	% Change in Total Expenditures 1949-51 to 1959-61
	Veterans Affairs, Department of	7.65
Vocational and Adult Education, Bd. of	31.31	13.57
Watchmaking, Board of Examiners in	No change	20.09
Water Pollution, Committee on	4.17	111.09
Water Regulatory Board	25.00	24.97

Footnote to Table 4

The Athletic Commission, which went from 18 to 0 number of employes between 1951 and 1961, is not listed in the above table, because it is felt that the figure would be a distortion and not representative of the true situation. The Commission's 3 members apparently did not collect any compensation in July 1961 and were therefore not included on the employment roll. Then, too, the Commission's temporary employes vary with the scheduling of fights, and presumably none were scheduled at that time. The state's retirement systems (Wisconsin Retirement Board, Teachers Retirement Board, Conservation Wardens Retirement Fund) and the Group Insurance Board are omitted, because in Part I of this study their expenditures are treated separately from those of other state agencies.

## STATE AGENCIES RANKED BY INCREASE IN PERSONNEL, 1951-1961

The state agencies which have experienced the largest rate of increase in their staffs over the past decade include among the top 10, 2 retirement funds, 2 agencies concerned with motor travel, 2 concerned with business regulation, plus Public Welfare, the Historical Society, Free Library Commission and the University. The agencies experiencing a decrease include among its larger members the Board of Health and the Department of Agriculture.

Thirty-four agencies increased their total personnel over the decade, while 10 agencies decreased their number.

As noted in the explanation of the previous table, the examining boards are very small and any change at all gives them a high percentage of change while the agencies listed as having had no change in number of employes are primarily those whose employes are unclassified.

Table 5: STATE ADMINISTRATIVE AGENCIES RANKED BY PER CENT OF INCREASE IN PERSONNEL BETWEEN 1951-1961

Department	% Change in Total Number of Employees, 1951-1961	Department	% Change in Total Number of Employees, 1951-1961
1. Pub. Employees Soc. Sec. Fund	400.00%	25. Secretary of State	23.08%
2. Highway Commission	129.18	27. Public Instruction, Dept. of	22.17
3. Motor Vehicle Department	109.81	28. Employment Relations Board	21.43
4. Historical Society	103.03	29. Crime Laboratory, State	20.00
5. Insurance Department	97.67	29. Securities, Department of	20.00
6. Library Commission, Free	86.49	31. Conservation Department	16.1
7. University of Wisconsin	84.09	32. Public Service Commission	13.71
8. Savings and Loan Dept.	83.33	33. Veterans Affairs, Dept. of	7.65
9. Public Welfare, Dept. of	82.44	34. Water Pollution, Committee on	4.17
10. Teachers Retirement Board	76.47	35. Accountancy, Board of	no change
11. Nurses, Department of	75.00	35. Library, State	"
12. Adjutant General	70.59	35. Optometry, Board of	"
13. Chiropractic, Bd. of Exam. in	66.66	35. Tax Appeals, Board of	"
14. Audit, Dept. of State	52.63	35. Watchmaking, Bd. of Exam. in	"
15. Human Rights, Gov.'s Commn. on	50.00	40. Treasurer, State	-15.39
16. Retirement Fund, Wisconsin	43.75	41. Pharmacy, Board of	-16.67
17. Revisor of Statutes	40.00	42. Health, State Board of	-25.78
18. Architects and Prof. Eng. Bd.	33.33	43. Investment Board	-37.5
19. Vocational & Adult Educa. Bd.	31.31	44. Soil & Water Cons. Com.	-42.86
20. Aeronautics Commission	30.00	45. Basic Sciences, Bd. of Exam.	-50.00
21. State Colleges, Bd. of Reg. of	25.44	46. Agriculture, Department of	-52.64
22. Attorney General	25.00	47. Medical Examiners, Bd. of	-53.85
22. Lands, Commrs. of Public	25.00	48. Real Estate Brokers Board	-60.98
24. Taxation, Department of	24.44	49. Dental Examiners, Bd. of	-66.67
25. Banking Department	23.08		

## STATE AGENCIES RANKED BY INCREASE IN EXPENDITURES, 1949-51 TO 1959-61

The 10 agencies which rank highest in per cent of increase in expenditures over the past decade include 2 educational agencies (Public Instruction and State Colleges), 4 licensing and examining boards, 2 housekeeping agencies (Investment Board and State Audit), plus the Motor Vehicle Department and Governor's Commission on Human Rights. The smallest increases occurred in Veterans Affairs, Board of Health, 4 examining and licensing boards, one educational agency (Vocational and Adult Education), the State Treasurer's Office, Water Regulatory Board and the Aeronautics Commission.

Only one agency, the Athletic Commission, spent less money at the end of the decade than it did at the beginning.

It is interesting to note that, excluding the retirement systems, Motor Vehicle, Pharmacy, Architects and Professional Engineers, State Audit, State Colleges, and Chiropractic ranked among the top 10 both on this list and in the preceding table; that is, they ranked among the highest both in rate of increase in number of employees and in expenditures.

Table 6: STATE ADMINISTRATIVE AGENCIES RANKED BY PER CENT OF INCREASE  
IN EXPENDITURES, 1949-51 TO 1959-61

Department	% Change Total Expenditures 1949-51 to 1959-61	Department	% Change Total Expenditures 1949-51 to 1959-61
1. Motor Vehicle Dept.	285.3%	27. Lands, Commnrs. of Public	90.49%
2. Human Rights, Gov.'s Commn.	210.9	28. Public Welfare, Dept. of	89.4
3. Public Instruction, Dept. of	207.68	29. Industrial Commission	82.2
4. Arch. & Prof. Eng. Bd.	202.00	30. Crime Laboratory Board	78.53
5. State Colleges, Bd. of Reg. of	185.89	31. Agriculture, Dept. of	71.77
6. Pharmacy, Board of	184.49	32. Insurance Department	68.97
7. Real Estate Brokers Bd.	179.13	33. Adjutant General	67.4
8. Investment Board	172.6	34. Secretary of State	64.94
9. Audit, Dept. of State	158.2	35. Employment Relations Board	61.25
10. Chiropractic, Board of	155.06	36. Banking Department	56.95
11. Grain and Warehouse Commn.	147.13	37. Library, State	55.46
12. Attorney General	143.4	38. Securities, Dept. of	45.28
13. Historical Society	142.86	39. Tax Appeals, Board of	44.88
14. Library Commission, Free	142.19	40. Dental Examiners, Bd. of	40.57
15. Executive Department	141.38	41. Soil & Water Cons. Com.	39.38
16. Highway Commission	139.7	42. Veterans Affairs, Dept. of	35.03
17. Nurses, Department of	133.39	43. Treasurer, State	30.74
18. Taxation, Dept. of	127.92	44. Health, Board of	28.05
19. Public Service Commn.	127.42	45. Water Regulatory Board	24.97
20. Savings and Loan Dept.	125.75	46. Accountancy, Board of	21.19
21. University of Wisconsin	124.75	47. Watchmaking, Bd. of Exam.	20.09
22. Conservation Department	116.37	48. Aeronautics Commission	18.1
23. Water Pollution Com.	111.09	49. Basic Sciences, Bd. of Exam.	14.39
24. Medical Examiners, Bd. of	96.6	50. Vocational & Adult Educa. Bd.	13.57
24. Optometry, Board of	96.6	51. Athletic Commission	- 8.69
26. Revisor of Statutes	95.44		

#### CONCLUSION

It has been documented in the preceding data that the number of state employes has been constantly increasing, albeit at a slower rate than state expenditures. A breakdown by department shows further that in the last decade the total number of employes has increased in 34 departments and decreased in 10.

In trying to determine why state employment has increased, one might look at those agencies in which it has shown the most rapid rise. Omitting minor agencies they include 3 housekeeping departments (2 concerned with retirement and one with auditing), 2 pertaining to automobile travel, 3 related to business regulation and licensing

(Insurance, Savings and Loan and Nurses), 3 involving education (the University, Free Library Commission and State Historical Society) plus Public Welfare and Adjutant General's Office. It can be assumed that as government becomes larger and more complex this also increases the size and complexity of the agencies servicing the operating departments. The vast increase in highway travel and highway construction can account for a greatly increased number of employees in Motor Vehicle and Highway. The increase in population and the change in its composition--as brought out in Part I of this study--would certainly affect welfare and educational activities.

Since, however, the increase in employment is general throughout state government, it must be assumed that the majority of agencies have witnessed an expansion of or increase in their activities. It must further be assumed that increased employment, on the whole, accompanies increased expenditures, not in symmetrical relationship, but simply to the extent that if one increases, the other is likely to increase also.

With reference to those departments which experienced a decline in staff, there seems to be no common characteristic which would explain it. It would appear that each case must be attributed to individual circumstances, and in some cases they may be more statistical than real because they result from a change in the status of employees rather than in the total count. The entire court system, for example, which is outside the classified service, is now experiencing a very substantial increase in personnel which is not reflected in the data on classified employees.

Research Bulletins

- RB-133 Summary of the Measures Before the 1961 Regular Session of the Wisconsin Legislature Which Became Law Including Joint Resolutions Which Were Adopted. May 1962
- RB-134 Summary of the Unsuccessful Measures Before the 1961 Regular Session of the Wisconsin Legislature. June 1962
- RB-135 An Analysis of Wisconsin State Government. Part I: Where Does the Money Go? August 1962

Informational Bulletins

- IB-203 Legislative History of the University of Wisconsin General Extension Program. July 1961
- IB-204 The Nature of State Manuals. August 1961
- IB-205 How Are State Government Reorganization Studies Organized. October 1961
- IB-206 A Survey of Selected Sales, Excise or Luxury Taxes in the Several States and the Federal Government. October 1961
- IB-207 Medical Assistance for the Aged in Wisconsin, Programs and Proposals. November 1961
- IB-208 The 1961 Executive Vetoes in Wisconsin. November 1961
- IB-209 Supplementary Report on Executive Vetoes in Wisconsin in 1961-62. February 1962
- IB-210 Capital Punishment in the States with Special Reference to Wisconsin. March 1962
- IB-211 Lowering the Voting Age - A Study of State and Federal Action. March 1962
- IB-212 Legislative Organization and Procedure, Action of the 1961 Legislature on Measures Relating to. March 1962
- IB-213 The Taxation of State-Owned Property under the General Property Tax in the Several States with Special Reference to Wisconsin. April 1962
- IB-214 Disposition of Amendments to the Wisconsin Constitution Considered by the 1961 Legislature. April 1962
- IB-215 One Hundred and One Proposed Constitutional Amendments to Change the Structure of County Government in Wisconsin 1901-1961. May 1962
- IB-216 The \$100,000 Debt Limit of the Wisconsin Constitution. June 1962
- IB-217 Wisconsin Legislative Apportionment: Background, 1960 Census, and the Measures Considered by the Legislature During the 1961 Regular Session. June 1962
- IB-218 The Variations in the Legal Residence Requirements for Various Purposes in Wisconsin. August 1962