

ILLINOIS
APPROPRIATIONS
FOR SOCIAL
AND EDUCATIONAL
PURPOSES.

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BUREAU OF BUSINESS RESEARCH COLLEGE OF COMMERCE AND BUSINESS ADMINISTRATION

BULLETIN NO. 14

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ILLINOIS APPROPRIATIONS FOR SOCIAL AND EDUCATIONAL PURPOSES



PUBLISHED BY THE UNIVERSITY OF ILLINOIS, URBANA

1927

BUREAU OF BUSINESS RESEARCH
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BULLETIN NO. 14



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SOCIAL AND EDUCATIONAL
PURPOSES



33960

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PERTINENT POINTS

University of Illinois and State Normal School enrollments between 1917 and 1924 outran appropriation increases, while the penal and charitable institutions showed increases in appropriations unaccompanied by corresponding increases in institutional population.

Maintenance appropriations to penal and charitable institutions increased almost five times as fast as the increase in the number of inmates during the period.

Maintenance appropriations to penal institutions increased forty percent during the same period, while the number of inmates decreased.

Maintenance appropriations to charitable institutions increased sixty percent, or twenty percent more than the penal appropriations. Accompanying this increase, however, was a twenty percent increase in number of inmates.

The Public School Fund (Distributive Fund) increased five times as fast as the enrollment of pupils in the elementary and secondary schools.

In the Normal Schools, the increase in maintenance appropriations was much slower than the increase in enrollment of students.

Maintenance appropriations for the University increased less rapidly than the increase in enrollment of students in that institution.

For each \$100 of maintenance appropriations in 1917-18 for—

Penal Institutions.....	there were	\$137	in 1925-26
Charitable Institutions.....	" "	185	in 1925-26
The School Distributive Fund.....	" "	199	in 1925-26
Normal Schools.....	" "	155	in 1925-26
University of Illinois.....	" "	189	in 1925-26

For each 100 of population or enrollment in 1917 in—

Penal Institutions.....	there were	91	in 1925
Charitable Institutions.....	" "	122	in 1925
Public Schools.....	" "	121	in 1925
Normal Schools.....	" "	147	in 1925
University of Illinois.....	" "	240	in 1925

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PREFACE

One of the purposes of the organization of the Bureau of Business Research was to study, among other things, economic conditions as they exist within this State. The present study of the appropriations made for the principal social service activities of the State since the adoption of the Administrative Code in 1917 is undertaken in pursuance of this purpose. It presents a comparison of the population of the State penal and charitable institutions, and of the enrollment in the school system, together with a comparison of the maintenance appropriations by the State of Illinois for these institutions. Four similar studies of related subjects have already been issued by the Bureau.

The data on which the tables and charts of this study are based come from official reports, and it is hoped that the study may prove more readable to most people than the voluminous official departmental reports are likely to be. For this reason, it may not be too much to expect that such tables, as are here given, may be the means of awakening here and there a greater interest in the social work this State is doing and of leading to a broader understanding of the nature and growth of the demands upon public funds.

Acknowledgment is made of the Bureau's indebtedness to the public officials of the State for their ready response to requests for information and for guidance through the published reports.

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ILLINOIS APPROPRIATIONS FOR SOCIAL AND EDUCATIONAL PURPOSES

Introduction

The State appropriations for social service may be classified as: (1) penal and charitable, and (2) educational. The educational group includes the University of Illinois, the five State Normal Schools (comprising two Normal Universities and three Teachers' Colleges), and the Public Schools (elementary and secondary) through the State Distributive Fund. The penal and charitable group includes the several State prisons, State hospitals, State schools for defectives, and the like.

In obtaining the figures from State reports for penal and charitable institutions, the direct appropriations for maintenance were taken from the appropriation bills. Owing to the exclusion of appropriations for permanent improvements, revolving fund, and reappropriations, the figures stated herein are not directly comparable with the total appropriation published in the state reports unless readjusted accordingly.

The omission of reappropriations is made necessary by the fact that the original appropriations are included in the preceding biennium. The revolving fund is excluded because it is in the nature of a self-replenishing cash fund set up for the purpose of financing industries in the penal and charitable institutions, such industries being presumably self-supporting and able to replenish the fund out of the proceeds from the sale of manufactured articles.

Nearly all of the data are cast into the same form for ease in comparison. Usually two tables are shown on a page. The table at the top presents the amounts of the respective appropriations and their relation to the appropriation of the biennium 1917-18, while the table at the bottom presents the figures on the populations of the institutions in question or the enrollment of the schools under consideration. The text material is usually devoted only to the tables on the same page.

The construction of the tables is similar throughout. In the first column is given the year or the biennium, in the second, are presented the dollars of appropriations, the average population, (inmates) or the school enrollment, as the case may be. For further convenience in analysis the column headed "%" contains percentages calculated with the figure for 1917 as a base. These percentages are obtained simply by dividing the appropriations, population, or enrollment figures for each

year by the corresponding figure for the year 1917, or the biennium 1917-18. The resulting percentages thus express the respective years as a percentage of the year 1917, which is taken as equal 100. By this means, millions of dollars are made easily comparable to thousands of population, whereas direct comparison would not so clearly show the relative changes in these respective series. Where the percentage for 1923 is 106, for example, and 1917 is 100, the easiest way to think of the significance of the former figure is to consider it to mean that for every \$100 in 1917 there were \$106 appropriated in 1923, or that the appropriation for 1923 was increased 6% over that of 1917. The heavy black bars are carefully proportioned to the percentages which they represent graphically. The end of each bar when read against the scale at the top of the table will give the same figure as is given in the “%” column.

Table A ₁						
STATE PENAL AND CHARITABLE INSTITUTIONS						
TOTAL MAINTENANCE APPROPRIATIONS						
Biennium	Appropriation	%	Percent of 1917-18 Appropriation			
			0	50	100	150
1917-18	\$13,375,912	100				
1919-20	18,091,974	135				
1921-22	21,364,861	160				
1923-24	19,689,138	147				
1925-26	22,912,859	171				

The total maintenance appropriations for all State penal and charitable institutions are indicated in Table A₁ above, while the number of inmates in these institutions is stated in Table A₂ below.

In Table A₁ the bars show graphically the increases in actual appropriations in relation to the biennium 1917-18. Thus for every dollar appropriated in 1921-22, one dollar and forty-seven cents in 1923-24, and one dollar and seventy-one cents in 1925-26.

From Table A₂ it is apparent that the average number of inmates in state institutions does not fluctuate very widely. There has been but a relatively small increase during the eight years shown, there being 116 inmates in 1925 for each 100 inmates in 1917. The rate of growth has been slow but steady. Costs, as indicated in Table A₁, have increased at a more rapid rate.

Table A ₂						
STATE PENAL AND CHARITABLE INSTITUTIONS*						
TOTAL NUMBER OF INMATES						
Fiscal Year	Average Population	%	Percent of 1917 Institutional Population			
			0	50	100	150
1917	26780	100				
1918	27141	101				
1919	25992	98				
1920	26565	99				
1921	26963	100				
1922	28459	106				
1923	29147	109				
1924	30082	112				
1925	31002	116				

*Exclusive of clinics and infirmaries.

Table B ₁					
STATE PENAL INSTITUTIONS					
MAINTENANCE APPROPRIATIONS					
Biennium	Appropriation	%	Percent of 1917-18 Appropriations		
			0	50	100
1917-18	\$3,764,860	100			
1919-20	4,764,691	127			
1921-22	5,056,968	134			
1923-24	4,498,596	119			
1925-26	5,171,838	137			

In Tables B1 and B2, the figures for the State penal institutions are shown separately from the charitable institutions. The trend of maintenance appropriation here is very similar to that of the total. For every dollar of maintenance in 1917-18, one dollar and thirty-four cents was appropriated in 1921-22, one dollar and nineteen cents in 1923-24, and one dollar and thirty-seven cents in 1925-26. With the exception of the biennium 1923-24, there is here a steady rate of increase of maintenance appropriations.

The number of inmates in penal institutions, however, fluctuates with considerable irregularity. On the basis of 100 inmates in 1917 there were, for example, 85 in 1919, 106 in 1923, and 91 in 1925. In only one year (1923), were there more inmates than in 1917. Costs, on the other hand, as shown by the maintenance appropriations, have not only consistently been above the amount appropriated for the biennium 1917-18, but have steadily increased.

Table B ₂					
STATE PENAL INSTITUTIONS					
NUMBER OF INMATES					
Fiscal Year	Average Population	%	Percent of 1917 Institutional Population		
			0	50	100
1917	5227	100			
1918	5126	98			
1919	4475	85			
1920	4849	92			
1921	4954	94			
1922	5265	100			
1923	5546	106			
1924	4408	84			
1925	4740	91			

Table C ₁			
STATE CHARITABLE INSTITUTIONS			
MAINTENANCE APPROPRIATIONS			
Biennium	Appropriation	%	Percent of 1917-18 Appropriations
			0 50 100 150 200
1917-18	\$ 9,611,052	100	
1919-20	13,327,283	139	
1921-22	16,307,893	170	
1923-24	15,190,542	158	
1925-26	17,741,021	185	

Consideration of the maintenance appropriations for the charitable institutions alone (Table C1) shows that these appropriations follow the same tendencies as those for penal institutions. There is approximately the same rate of increase up to and including 1921-22, a similar decrease in 1923-24, and a substantial increase in 1925-26. In the biennium 1923-24, however, charitable institution maintenance did not decrease as much as it did in the case of penal institutions. For the former, there was an increase of 58 percent, as between 1917-18 and 1923-24, while in the case of the penal institutions the increase as between 1917-18 and 1923-24 was 19 percent.

In regard to the number of inmates in the charitable institutions, it will be noted that the annual increase is much steadier than in the case of the number of inmates in penal institutions. In no case was the charity population below the number for 1917. The largest increase (1925) was 22 percent of the 1917 population.

Table C ₂			
STATE CHARITABLE INSTITUTIONS			
NUMBER OF INMATES			
Fiscal Year	Average Population	%	Percent of 1917 Institutional Population
			50 100 150 200
1917	21,543	100	
1918	22,015	102	
1919	21,517	100	
1920	21,716	101	
1921	22,009	102	
1922	23,154	108	
1923	23,601	110	
1924	25,674	119	
1925	26,262	122	

Table D ₁			
STATE EDUCATIONAL INSTITUTIONS			
TOTAL MAINTENANCE APPROPRIATIONS			
Biennium	Appropriation*	%	Percent of 1917-18 Appropriations
			0 50 100 150 200
1917-18	\$14,207,951	100	
1919-20	18,634,725	131	
1921-22	25,782,839	181	
1923-24	26,190,096	184	
1925-26	27,068,376	191	

*Maintenance figures for public schools (elementary and secondary) include only State Appropriations out of Distributive Fund.

Tables D1 and D2 bring into comparison the changes which have taken place in ten years in enrollment and in State appropriations for the maintenance of the educational system of the State. This covers the Public Schools (through the Distributive Fund), the Normal Schools, and the State University.

For every dollar of maintenance appropriations in 1917-18, there was \$1.31 appropriated by the State in 1919-20, \$1.81 in 1921-22, \$1.84 in 1923-24, and \$1.91 in 1925-26. The rate of increase was quite regular until 1923-24 when it declined markedly. In that year, the percentage (184), is only three points above the percentage (181), for 1921-22. In other words, the increase in appropriations for the biennium 1923-24 was only 1.5 percent over those of 1921-22. The appropriations for 1921-22, however, were 38 percent above the appropriations for the biennium 1919-20.

The total enrollment shows a small but regular increase since 1918. It reached a maximum in 1924 of 123 percent of the 1917 figure in contrast with a maximum of 191 percent increase in maintenance appropriations.

Table D ₂			
STATE EDUCATIONAL INSTITUTIONS			
TOTAL ENROLLMENT			
Fiscal Year	Enrollment	%	Percent of 1917 Enrollment
			0 50 100 150 200
1917	1,112,554	100	
1918	1,098,700	99	
1919	1,107,170	100	
1920	1,149,713	103	
1921	1,226,653	110	
1922	1,278,464	115	
1923	1,330,674	120	
1924	1,369,247	123	
1925	1,349,259	121	

Table E ₁							
PUBLIC SCHOOL MAINTENANCE APPROPRIATIONS (DISTRIBUTIVE FUND)							
Biennium	Appropriation	%	Percent of 1917-18 Appropriations				
			0	50	100	150	200
1917-18	\$ 8,114,000	100					
1919-20	12,114,000	149					
1921-22	16,114,000	199					
1923-24	16,114,000	199					
1925-26	16,114,000	199					

The total of State appropriations for educational purposes is broken down into its constituent elements, the first of which is the State Distributive Fund.

The two tables on this page compare the State Distributive Fund with the Public School enrollment. The heavy black bars of Table E1 and E2 present graphic comparisons of the appropriations and enrollment. While the enrollment was increasing slowly to 123 percent of the 1917-18 figures, the Distributive Fund increased to 199 percent, where it has remained for the last three biennia.

Table E ₂							
PUBLIC SCHOOL ENROLLMENT							
Fiscal Year	Enrollment	%	Percent of 1917 Enrollment				
			0	50	100	150	200
1917	1,094,768	100					
1918	1,081,504	99					
1919	1,086,287	99					
1920	1,127,560	103					
1921	1,200,922	110					
1922	1,249,208	114					
1923	1,299,473	120					
1924	1,343,430	123					
1925	1,331,329	121					

Table F ₁							
NORMAL SCHOOL MAINTENANCE APPROPRIATIONS							
Biennium	Appropriation	%	Percent of 1917-18 Appropriations				
			0	50	100	150	200
1917-18	\$1,828,951	100					
1919-20	1,545,725	96					
1921-22	2,143,839	132					
1923-24	2,121,096	130					
1925-26	2,529,376	155					

Normal School maintenance and enrollment are shown in Tables F1 and F2. There was here an evident decrease in maintenance appropriations both in 1919-20 and 1923-24 in comparison with the respective prior biennia. The decrease in 1923-24 is especially noticeable. It is accompanied by a substantial increase in the enrollment in 1923.

In 1918, the enrollment dropped to 82 percent of the 1917 figures, and the maintenance appropriation decreased to 96 percent. Since that time the enrollment increase has been steady and rapid. By 1923, there were 165 students enrolled for every 100 in 1917. But the appropriations showed only \$1.30 in 1923-24 for each \$1.00 in 1917-18. In 1925-26, however, there was \$1.55 for each \$1.00 in 1917-18, and some decline in the enrollment.

Table F ₂							
NORMAL SCHOOL ENROLLMENT							
Fiscal Year	Enrollment	%	Percent of 1917 Enrollment				
			0	50	100	150	200
1917	12,196	100					
1918	10,039	82					
1919	11,654	95					
1920	12,660	104					
1921	15,104	124					
1922	18,387	150					
1923	20,118	165					
1924	19,262	158					
1925	17,930	147					

Table G ₁							
UNIVERSITY OF ILLINOIS MAINTENANCE APPROPRIATIONS							
Biennium	Appropriation*	%	Percent of 1917-18 Appropriations				
			0	50	100	150	200
1917-18	\$4,465,000	100					
1919-20	4,965,000	111					
1921-22	7,525,000	169					
1923-24	7,965,000	178					
1925-26	8,425,000	189					
*Includes \$100,000 Federal Appropriation and \$65,000 interest on an Endowment Fund.							

These two tables compare the appropriations for maintaining the State University with the University's enrollment. The heavy black bars graphically show the changes which have taken place. While the enrollment has much more than doubled in the ten years, the appropriations for maintenance have only increased by 89 percent.

The years of the greatest increase in enrollment were 1919 and 1920 when students released from war service brought the percentage up to 165 and 170 respectively in comparison with 128 in 1918 and 100 in 1917. A little later (1921-22) the effect of the influx of returned students is also reflected in the appropriations, the percentages here increasing from 111 in 1919-20 to 169 in 1921-22. This percentage of 169 is not far different from the index of 165 of enrollment, but it comes practically one biennium later. In 1921 and 1922, enrollment was 190 and 194 respectively; in 1923-24, one biennium later, appropriations were at 178, while in 1925-26 they had increased to 189 percent of the appropriations for 1917-18.

These tables do not, of course, include any appropriations for buildings.

Table G ₂							
UNIVERSITY OF ILLINOIS ENROLLMENT							
Fiscal Year	Enrollment	%	Percent of 1917 Enrollment				
			0	50	100	150	200
1917	5,590	100					
1918	7,157	128					
1919	9,249	165					
1920	9,453	170					
1921	10,627	190					
1922	10,869	194					
1923	11,083	198					
1924	12,092	217					
1925	13,399	240					

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