

# Selected Child Welfare Expenditures by State and Local Agencies, 1951-52

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*Public child welfare services are financed partly from Federal funds, authorized in title V of the Social Security Act, and partly from State and local funds. The amount spent, the source of funds, and the purposes for which the funds were used in the fiscal year 1951-52 are reported in the following article.*

THE public welfare agencies of all 53 States administered funds for child welfare services under the Social Security Act during the year ended June 30, 1952, when more than \$113 million was spent for services. The total, which is an estimate based on reports received by the Children's Bureau from 45 of the 53 State agencies, represents funds from Federal, State, and local sources. An estimated \$82 million (about 73 percent of the total) went for foster care payments—that is, payments for the support and care of children in foster family homes and institutions—and \$31 million for professional services and for administration (table 1).<sup>1</sup>

\* Program Analysis Branch, Division of Research, Children's Bureau. More detailed statistics appear in the Children's Bureau report (Statistical Series, No. 19), *Selected Child Welfare Expenditures of State and Local Public Welfare Agencies, 1952*.

<sup>1</sup> The term "foster care payments," as used in this article, covers all expenditures by a public welfare agency for the living expenses and care of a child living in a foster family home supervised by the welfare for one reason or another, he cannot live with his family. The child may live in a foster family supervised by the home welfare department, or the department may purchase care for him in a home or child-caring institution operated or supervised by a voluntary agency. Any payment on his behalf is included.

The phrase "professional services and administration" covers the services of child welfare personnel in all phases of case work for children, as well as educational leave payments and administrative costs. The services include, for example, planning for a child's foster care or, if necessary, his adoption; helping to solve the problems of working mothers and those of unmarried mothers and their babies; and working with community groups to improve their services for children.

The information presented here on public child welfare expenditures for the fiscal year 1951-52 is the first that the Children's Bureau has collected and reported on this subject. The data include the cost of the salaries of staff devoting full time to child welfare services, the appropriate share of salaries of staff spending only part of their time on such services, staff training, foster care payments, and the administration of the child welfare services programs. Excluded from the data are capital investments, expenditures for the operation and maintenance of public institutions, expenditures by courts for the care of children, expenditures of youth authorities, legislative appropriations that go directly to voluntary social welfare organizations, and public assistance payments for children living in their own homes or in the homes of relatives.

The data that follow are for the 40 States that submitted substantially complete reports.<sup>2</sup> These States are reasonably representative of the country as a whole; they are in all regions of the country, in high, middle, and low per capita income groups of States, and in predominantly urban and predominantly rural groups of States.

For their public child welfare services during the year ended June 30, 1952, the 40 States making substantially complete reports spent—from Federal, State, and local funds combined—almost \$2 per child under age 21 in the population. This amount

<sup>2</sup> A report is considered substantially complete if it includes 90 percent or more of total child welfare expenditures in the reporting State.

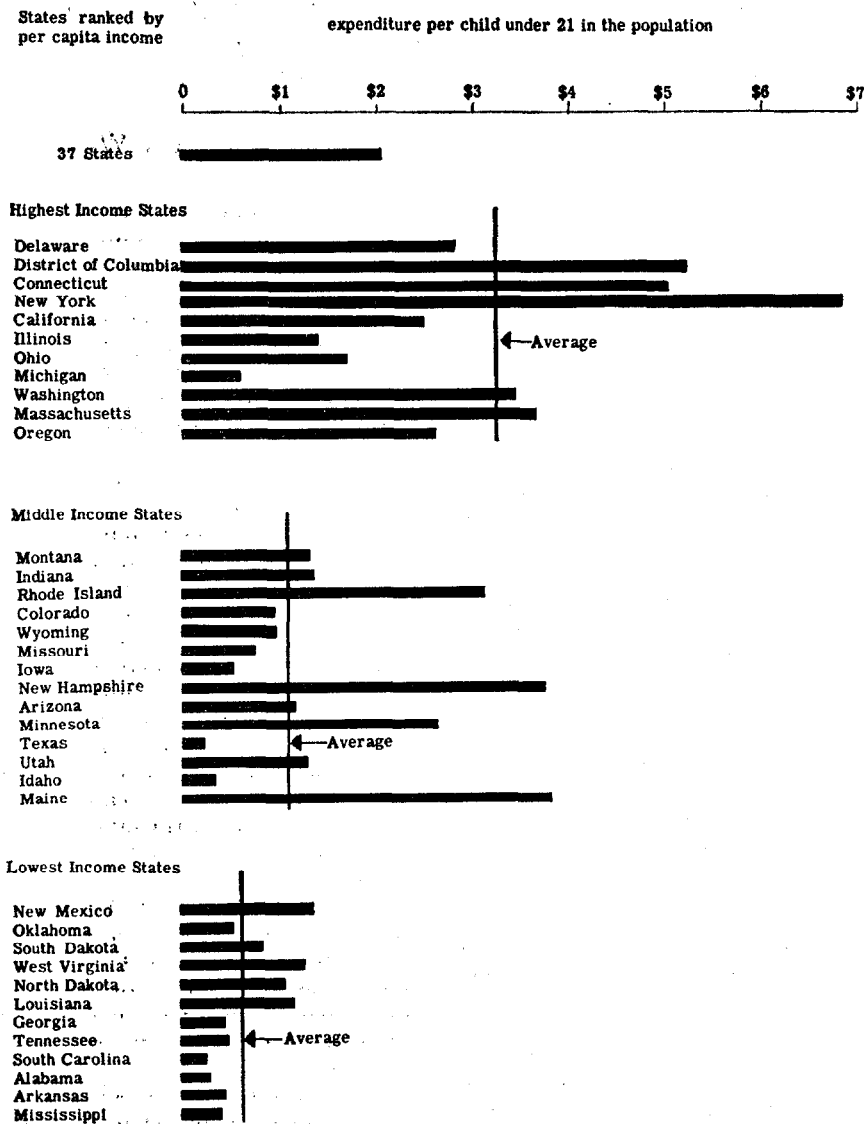
includes expenditures for payments for the foster care of children. The per capita expenditures varied widely among the States, ranging from less than 50 cents per child in Alabama, Arkansas, Georgia, Idaho, Mississippi, South Carolina, Tennessee, and Texas to more than \$5 per child in Connecticut, the District of Columbia, and New York.

A number of factors contribute to the State differences in per capita expenditures for child welfare services. A major factor is the State-to-State variation in the coverage and characteristics of the program. In some States, services are available in every county; in others, there are many counties that are still without such services. Some States provide care for a large number of children away from their own homes; others emphasize services to children in their own homes. Still other factors influencing the amounts spent for child welfare services are the extent of services under voluntary auspices, the degree of urbanization within a State, the organizational structures for providing public services to children, and the fiscal capacity of the State as reflected in its per capita income.

Possibly the most important factor, however, is the character of a State's foster care program. Per capita expenditures are bound to be high when large numbers of children are in long-time foster care. When expenditures for foster care are included, the average expenditure per child in the population for the 40 States is almost \$2; if foster care expenditures are excluded, the average is only 54 cents.

Per capita expenditures for public child welfare services vary rather consistently with the income level of the State. The States with low per capita incomes spend less per child for public child welfare services than States with larger per capita

**Chart 1.—Public child welfare expenditures per child in the population, by State, fiscal year 1951-52**



Another factor affecting a State's expenditures for public child welfare services, and one closely associated with per capita income, is the "rurality" of a State. As with States grouped by per capita income, contrasts appear between the most rural States and the most urban States in per capita expenditures for child welfare services, whether or not foster care payments are included. In general, the most urban States spent relatively more for these services for children than did the most rural States.

As a step toward analyzing expenditures according to the rural or urban character of the States, the States were ranked according to the proportion of the total population of the State that lived in cities of 50,000 or more. The 40 States submitting substantially complete reports were then divided into three groups. States classified as the "most rural" were those with the smallest share of their populations (less than 16 percent) living in cities of 50,000 or more;<sup>3</sup> the "most urban" States were those with the largest share of their population (35 percent or more) living in cities of 50,000 or more.<sup>4</sup> In the middle group of States, from 16 percent to 35 percent of the population lived in cities of 50,000 or more.<sup>5</sup>

When foster care payments are included the average amount spent by the most rural States was \$1.01 per child in the population; the amount spent by the most urban States was \$2.65. Even when these data are further analyzed to eliminate the influence of the foster care programs, which take a large share of the expenditures in the most urban States, the difference is still substantial; the average of 43 cents in the most rural States is 18 cents less than that in the most urban States. The semirural

incomes. The average expenditure per child in the population in the lowest-income States was only 62 cents, compared with averages of \$1.10 in the middle-income States and \$3.22 in the highest-income States.

Even when expenditures for foster care payments are excluded, there are still differences in the per capita expenditures of the three groups of States. The lowest-income States spent 33 cents per child in the population, exclusive of expenditures for foster care payments; the middle-income group spent 42 cents; and the

highest-income States expended 71 cents.

Within the income classifications, wide variations occurred among the States in per capita expenditures. Among the highest-income States, for example, Michigan spent less than \$1 per child in the population for public child welfare services, including foster care payments, while New York spent more than \$6 per child. The range in per capita expenditures among the States in one income classification frequently overlapped the range in another (chart 1).

<sup>3</sup> Arizona, Arkansas, Idaho, Maine, Mississippi, Montana, New Hampshire, New Mexico, North Dakota, South Carolina, South Dakota, the Virgin Islands, West Virginia, and Wyoming.

<sup>4</sup> California, Colorado, Connecticut, the District of Columbia, Delaware, Hawaii, Illinois, Michigan, Missouri, Massachusetts, New York, Ohio, Rhode Island, Utah, and Texas.

<sup>5</sup> Alabama, Georgia, Indiana, Iowa, Louisiana, Minnesota, Oklahoma, Oregon, Puerto Rico, Tennessee, and Washington.

States spent an average of \$1.14 for all the child welfare services programs and 46 cents when foster care payments are excluded.

Many of the States defined as most rural are also in the group with the lowest per capita income, and many of the most urban States are in the group with the highest per capita incomes. Thus it is not surprising to find similarities in average expenditures in the rural and the low-income States and also in the urban and the high-income States. It is clear that in the year ended June 30, 1952, the rural, low-income States spent less for public child welfare services than did

the urban, high-income States, even when expenditures for foster care payments were excluded.

### Expenditures for Foster Care Payments

In 1951-52 foster care payments absorbed the major share (nearly three-fourths) of all public expenditures for child welfare services in the 40 States from which substantially complete reports were received. The total spent by these States for foster care payments was nearly \$62.5 million. Salaries of personnel accounted for nearly all the remaining expenditures.

Among the 40 States, the proportion of total child welfare expenditures that went for foster care payments ranged from less than 25 percent in Idaho, Mississippi, Texas, and the Virgin Islands to more than 75 percent in Connecticut, Indiana, Maine, Massachusetts, New Hampshire, New York, and Oregon. These groupings suggest the regional differences in the extent of foster care programs. In general, the Northern States, especially those in the Northeast, have relatively larger foster care programs than do the States in the South, where relatively more of the children receiving child wel-

Table 1.—Amount and percentage distribution of selected expenditures of public child welfare agencies, by purpose and by State, fiscal year 1951-52<sup>1</sup>

State	Amount					Percentage distribution				
	Total	Foster care payments	Personnel	Educational leave for training of personnel	Other	Total	Foster care payments	Personnel	Educational leave for training of personnel	Other
Total, 40 States <sup>2</sup> .....	\$85,760,551	\$62,489,595	\$19,099,062	\$480,807	\$3,691,087	100.0	72.9	22.3	0.5	4.3
Alabama.....	408,476	166,950	210,913	5,408	25,205	100.0	40.9	51.6	1.3	6.2
Arizona.....	405,472	<sup>3</sup> 257,812	126,015	4,217	17,428	100.0	63.6	31.1	1.0	4.3
Arkansas.....	355,207	187,012	121,553	6,090	40,552	100.0	52.7	34.2	1.7	11.4
California.....	<sup>4</sup> 9,438,934	6,039,902	2,670,812	16,372	711,848	100.0	64.0	28.3	0.2	7.5
Colorado.....	471,647	<sup>3</sup> 281,037	158,068	13,000	19,542	100.0	59.6	33.5	2.8	4.1
Connecticut.....	3,330,863	2,658,593	585,966	5,066	81,238	100.0	79.8	17.6	0.2	2.4
Delaware.....	347,258	210,153	99,761	7,000	30,344	100.0	60.5	28.7	2.0	8.8
District of Columbia.....	1,177,581	<sup>6</sup> 732,704	429,414	-----	15,463	100.0	62.2	36.5	-----	1.3
Georgia.....	676,618	<sup>6</sup> 397,021	228,191	10,472	40,934	100.0	58.7	33.7	1.5	6.1
Hawaii.....	718,412	496,530	197,105	7,995	16,782	100.0	69.1	27.5	1.1	2.3
Idaho.....	81,102	5,602	66,571	-----	8,929	100.0	6.9	82.1	-----	11.0
Illinois.....	4,158,818	2,768,925	<sup>8</sup> 1,031,710	88,016	270,167	100.0	66.6	24.8	2.1	6.5
Indiana.....	2,003,341	1,834,803	146,269	19,339	2,930	100.0	91.6	7.3	1.0	0.1
Iowa.....	511,428	138,672	259,132	18,561	95,063	100.0	27.1	50.7	3.6	18.6
Louisiana.....	1,257,521	752,336	454,561	18,832	31,792	100.0	59.8	36.2	1.5	2.5
Maine.....	1,295,108	<sup>5</sup> 999,015	221,193	6,464	68,436	100.0	77.1	17.1	0.5	5.3
Massachusetts.....	5,430,411	4,385,767	868,537	-----	176,107	100.0	80.8	16.0	-----	3.2
Michigan.....	1,368,351	510,429	705,547	-----	152,375	100.0	37.3	51.6	-----	11.1
Minnesota.....	2,944,679	1,435,102	1,287,786	20,483	201,308	100.0	48.7	43.7	0.7	6.9
Mississippi.....	434,618	103,733	285,166	24,765	40,954	100.0	23.9	61.0	5.7	9.4
Missouri.....	947,366	529,454	357,047	9,533	51,332	100.0	55.9	37.7	1.0	5.4
Montana.....	298,294	139,614	131,829	11,060	15,791	100.0	46.8	44.2	3.7	5.3
New Hampshire.....	665,154	511,312	118,071	1,500	34,271	100.0	76.9	17.7	0.2	5.2
New Mexico.....	449,908	184,138	7,200,950	2,175	62,645	100.0	40.9	44.7	0.5	13.9
New York.....	31,643,776	<sup>6</sup> 27,507,223	<sup>8</sup> 3,611,874	4,125	<sup>9</sup> 520,554	100.0	86.9	11.4	( <sup>10</sup> )	1.7
North Dakota.....	266,289	164,831	83,643	-----	17,815	100.0	61.9	31.4	-----	6.7
Ohio.....	5,007,232	<sup>3</sup> 3,659,004	1,223,501	26,621	98,106	100.0	73.1	24.4	0.5	2.0
Oklahoma.....	435,697	120,040	238,159	9,036	68,462	100.0	27.5	54.7	2.1	15.7
Oregon.....	1,477,687	<sup>3</sup> 1,115,283	295,970	11,400	55,034	100.0	75.5	20.0	0.8	3.7
Puerto Rico.....	614,345	189,208	240,460	12,840	171,837	100.0	30.8	39.1	2.1	28.0
Rhode Island.....	782,699	<sup>6</sup> 570,757	181,096	645	30,201	100.0	72.9	23.1	0.1	3.9
South Carolina.....	265,521	126,979	113,571	5,312	19,659	100.0	47.8	42.8	2.0	7.4
South Dakota.....	215,050	102,725	81,480	4,437	<sup>9</sup> 26,408	100.0	47.8	37.9	2.0	12.3
Tennessee.....	633,492	182,655	344,380	50,772	55,685	100.0	28.8	54.4	8.0	8.8
Texas.....	670,510	151,846	415,176	14,559	88,929	100.0	22.6	61.9	2.2	13.3
Utah.....	415,561	274,574	109,139	4,744	27,104	100.0	66.1	26.3	1.1	6.5
Virgin Islands.....	46,567	10,795	27,001	3,400	5,461	100.0	23.1	57.9	7.3	11.7
Washington.....	2,931,047	1,982,067	771,203	8,858	168,919	100.0	67.6	26.3	0.3	5.8
West Virginia.....	1,066,928	548,795	375,605	24,550	117,978	100.0	51.4	35.2	2.3	11.1
Wyoming.....	111,493	56,197	44,637	3,160	7,499	100.0	50.4	40.1	2.8	6.7

<sup>1</sup> For year ended June 30, 1952, with the following exceptions: Ohio, calendar year 1951; Washington, year ended Mar. 31, 1952; Connecticut, year ended Sept. 30, 1951, for local expenditures; New York, calendar year 1951 for local expenditures and year ended Mar. 31, 1952, for State expenditures.

<sup>2</sup> States making substantially complete reports (including at least 90 percent of the total selected child welfare expenditures). Kansas, Nebraska, Nevada, Pennsylvania, and Wisconsin transmitted incomplete reports. No reports were received from Alaska, Florida, Kentucky, Maryland, New Jersey, North Carolina, Vermont, and Virginia.

<sup>3</sup> Excludes some expenditures for medical care and services.

<sup>4</sup> Includes a small amount for licensing of boarding homes and institutions for the aged.

<sup>5</sup> Includes some payments in behalf of children living with relatives.

<sup>6</sup> Includes payments from relatives and other private sources.

<sup>7</sup> Partly estimated.

<sup>8</sup> Excludes some expenditures for part-time and other personnel.

<sup>9</sup> Excludes some expenditures for rent, light, heat, etc.

<sup>10</sup> Less than 0.05 percent.

fare services live in their own homes or the homes of relatives.

### Source of Funds

State and local funds met almost the entire cost of the foster care payments for children in foster family homes and institutions. In the 40 States represented in these data, Federal child welfare services funds were used for less than 1 percent of these costs.

How these costs were divided among Federal, State, and local funds is shown in the following tabulation.

Source of funds	States
Federal, <sup>1</sup> State, and local funds.....	Arkansas, Illinois, Michigan, Mississippi, Oklahoma, South Carolina, South Dakota.
Federal <sup>1</sup> and State funds only.....	Idaho, Louisiana, Maine, Puerto Rico, the Virgin Islands.
Federal <sup>1</sup> and local funds only.....	Georgia, Ohio, Texas.
State and local funds only.....	Alabama, California, Colorado, Connecticut, Massachusetts, Minnesota, Missouri, Montana, New York, North Dakota, Oregon, Tennessee, West Virginia, Wyoming.
State funds only.....	Arizona, Delaware, the District of Columbia, Hawaii, New Mexico, Rhode Island, Utah, Washington.
Local funds only.....	Indiana, Iowa, New Hampshire.

<sup>1</sup> Federal child welfare services funds.

Only 15 of the 40 States used Federal child welfare services funds for foster care payments. The amounts ranged from \$175 in Idaho to more than \$50,000 in Georgia and Mississippi. In Georgia the Federal share represented only 13 percent of all the public money spent for this purpose; in Mississippi it represented nearly half the total. In the four States in which Federal funds provided for as much as 15 percent of the total public funds for foster care payments, the Federal share was as follows—Mississippi, 49 percent; Oklahoma, 20 percent; South Carolina, 15 percent; and South Dakota, 27 percent.

The tabulation shows that in 13 States no local funds were spent for foster care payments, while in six States no State revenues were spent

Table 2.—Percentage distribution of selected expenditures of public child welfare agencies, by purpose, source of funds, and State, 1951-52<sup>1</sup>

State	Foster care payments			Professional services and administration				
	Total	Federal funds	State funds	Local funds	Total	Federal funds	State funds	Local funds
Total, 40 States.....	100.0	0.4	32.7	66.9	100.0	22.0	55.9	22.1
Alabama.....	100.0	-----	91.7	8.3	100.0	92.6	3.7	3.7
Arizona.....	100.0	-----	100.0	-----	100.0	49.5	50.5	-----
Arkansas.....	100.0	8.1	69.1	22.8	100.0	88.0	7.2	4.8
California.....	100.0	-----	58.2	41.8	100.0	6.8	65.7	27.5
Colorado.....	100.0	-----	43.6	56.4	100.0	42.9	14.4	42.7
Connecticut.....	100.0	-----	45.5	54.5	100.0	14.8	84.0	0.8
Delaware.....	100.0	-----	100.0	-----	100.0	34.6	65.4	-----
District of Columbia.....	100.0	-----	100.0	-----	100.0	8.6	91.4	-----
Georgia.....	100.0	13.3	-----	86.7	100.0	44.8	11.8	43.4
Hawaii.....	100.0	-----	100.0	-----	100.0	14.6	85.4	-----
Idaho.....	100.0	3.1	96.9	-----	100.0	46.2	53.8	-----
Illinois.....	100.0	0.1	72.2	27.7	100.0	15.3	73.2	11.5
Indiana.....	100.0	-----	-----	100.0	100.0	62.8	26.2	11.0
Iowa.....	100.0	-----	-----	100.0	100.0	54.1	44.6	1.3
Louisiana.....	100.0	2.3	97.7	-----	100.0	37.7	62.3	-----
Maine.....	100.0	0.3	99.7	-----	100.0	28.5	71.5	-----
Massachusetts.....	100.0	-----	72.7	27.3	100.0	6.0	94.0	-----
Michigan.....	100.0	0.9	93.8	5.3	100.0	24.8	68.5	6.7
Minnesota.....	100.0	-----	27.8	72.2	100.0	10.2	10.4	79.4
Mississippi.....	100.0	49.1	29.7	21.2	100.0	53.8	39.8	6.4
Missouri.....	100.0	-----	23.6	76.4	100.0	53.1	13.2	33.7
Montana.....	100.0	-----	35.2	64.8	100.0	37.5	27.1	35.4
New Hampshire.....	100.0	-----	-----	100.0	100.0	37.3	62.7	-----
New Mexico.....	100.0	-----	100.0	-----	100.0	36.9	63.1	-----
New York.....	100.0	-----	3.8	96.2	100.0	3.1	70.8	26.1
North Dakota.....	100.0	-----	53.4	46.6	100.0	37.7	17.2	45.1
Ohio.....	100.0	0.3	-----	99.7	100.0	10.6	4.8	84.6
Oklahoma.....	100.0	20.3	65.8	13.9	100.0	60.9	38.2	0.9
Oregon.....	100.0	-----	83.0	17.0	100.0	18.1	81.9	-----
Puerto Rico.....	100.0	2.6	97.4	-----	100.0	41.1	58.9	-----
Rhode Island.....	100.0	-----	100.0	-----	100.0	18.7	81.3	-----
South Carolina.....	100.0	14.8	55.1	30.1	100.0	77.9	10.0	12.1
South Dakota.....	100.0	26.7	34.7	38.6	100.0	65.2	33.8	1.0
Tennessee.....	100.0	-----	41.1	58.9	100.0	69.4	30.6	-----
Texas.....	100.0	4.0	-----	96.0	100.0	67.5	25.2	7.3
Utah.....	100.0	-----	100.0	-----	100.0	46.2	53.8	-----
Virgin Islands.....	100.0	-----	89.4	-----	100.0	89.2	10.8	-----
Washington.....	100.0	-----	100.0	-----	100.0	10.8	89.2	-----
West Virginia.....	100.0	-----	11.7	88.3	100.0	54.1	45.9	-----
Wyoming.....	100.0	-----	80.4	19.6	100.0	64.7	27.1	8.2

<sup>1</sup> For scope and limitations of data, see table 1.

for the purpose. In part, this fact reflects the difference in basic administrative organization between States with State-administered public child welfare programs and those with locally administered programs.

In the 21 States in which both State and local governments shared the cost of foster care, the proportion borne by each level of government varied from State to State (table 2).

### Type of Foster Care

Only 35 States provided information on the auspices of the agency supervising the children for whom foster care payments were made. In these States the payments were classified as (a) foster care payments for children living in foster family homes supervised by the public welfare departments; and (b) foster care payments for children living in foster family homes supervised by voluntary social agencies or in insti-

tutions operated under the auspices of such agencies.

Fifty-eight percent of the money spent for foster care payments in these 35 States went for children living in foster family homes supervised by the public welfare department. Forty-two percent was for children living in the foster homes or institutions of voluntary organizations. Large expenditures for children in voluntary agency homes and institutions in New York alone accounted for \$21 million of the \$25 million spent for this purpose throughout the country. When information for New York is eliminated, the picture is much different; the proportion of foster care payments going for children in foster homes supervised by public welfare agencies in the other 34 States is 87 percent. Only 13 percent of the money spent for foster care payments in those 34 States went for children in

voluntary agency homes and institutions. The proportion of total foster care expenditures going for children in the homes and institutions of voluntary organizations in the 35 States reporting this information is shown in the following tabulation.

Percent	States
75 percent or more.....	New York.
50 percent but less than 75.....	Idaho, North Dakota.
25 percent but less than 50.....	Illinois, Oregon, South Dakota.
10 percent but less than 25.....	District of Columbia, Georgia, Hawaii, Indiana, Michigan, Montana, New Mexico, Ohio, the Virgin Islands, Washington, West Virginia.
Less than 10 percent....	Arizona, Arkansas, California, Delaware, Louisiana, Maine, Massachusetts, Minnesota, Mississippi, Missouri, Rhode Island, Texas, Utah, Wyoming.
None.....	Alabama, Oklahoma, Puerto Rico, South Carolina.

Thirty-three States indicated how public funds going to voluntary organizations were divided between payments for institutional care and payments for foster family care. Most of this money was for the care of children living in institutions. In these 33 States, twice as much money was spent for the children in the institutions as for the children living in the foster family homes of voluntary agencies. In only five of these 33 States (Illinois, Michigan, Minnesota, North Dakota, and Utah) was the amount of public money paid to voluntary agencies for foster care payments for children living in foster family homes larger than the amount spent for those living in institutions. Eighteen of the 33 States purchased institutional care from voluntary organizations, but in providing foster family care they used only the boarding homes they themselves supervised.

### Expenditures for Professional Services and Administration

More than \$23 million was reported spent for professional services and administration in the public child welfare programs of the 40 States submitting substantially com-

plete reports for the year ended June 30, 1952. Expenditures for professional services and administration cover the salaries of personnel who provide casework services to children; the salaries of supervisors, consultants, and others essential to the effective provision of these services; educational leave payments for professional training of staff; the salaries of administrative and clerical personnel; expenditures for travel, communication, and office space and its maintenance; and other expenditures necessary to the operation of the public child welfare program.

### Source of Funds

The extent to which the different levels of government share in meeting the costs of the public child welfare services program varies with different aspects of the program as well as from one State to another. As was stated previously, foster care payments are made almost entirely from State and local funds. Federal child welfare services funds, on the other hand, often contribute heavily to payments for professional services and administration. It is for these purposes—for personnel and administrative costs—that Federal funds are most often used.

Federal child welfare services funds in 1951-52 accounted for a little more than \$1 out of every \$5 spent for public child welfare services, exclusive of foster care payments. Specifically, Federal funds accounted for roughly 22 percent of the reported \$23 million spent by the 40 States for professional services and administration. State and local funds were used to pay the remaining cost in a ratio of nearly \$3 of State funds to every \$1 of local funds.

The State and local share of these costs ranged from 25 percent or less in Alabama, Arkansas, South Carolina, and the Virgin Islands to 90 percent or more in California, the District of Columbia, Massachusetts, Minnesota, and New York (table 2).

All 40 States used some State revenues to meet the cost of child welfare personnel and administration. In Alabama, Arkansas, and Ohio, State financial participation was small—less than 10 percent of the costs.

Eighteen States reported that, except for payments for foster care, no local funds were used to pay for public child welfare services.<sup>6</sup> In these States the cost of staff and administration was met entirely from State and Federal funds. Among the States in which local funds were used, the extent of local participation varied. In only nine States<sup>7</sup> did local funds meet as much as one-fourth the cost of public child welfare services other than foster care payments.

In general, the States with the highest per capita incomes met a larger share of the cost of professional services and administration in the public child welfare program from State and local funds than did the lowest-income States. The Federal share was only 9 percent in the highest-income States, compared with 57 percent in the lowest-income States. Similarly, in the most urban States, the Federal share of the cost of professional services and administration was considerably less (13 percent) than in the most rural States (51 percent).

The contrast in per capita expenditures between low-income, rural States and high-income urban States has already been described. When the source of funds for the expenditures for professional services and administration in the rural and urban States are compared, the picture is as follows:

Urban or rural character of States	Expenditures per child under age 21 in the population <sup>1</sup>		
	All funds	State and local funds	Federal child welfare services funds
Total, 40 States..	\$ .54	\$ .42	\$.12
Most rural States....	.43	.21	.22
Semirural States.....	.46	.31	.15
Most urban States....	.61	.53	.08

<sup>1</sup> Excludes foster care payments.

<sup>6</sup> Arizona, Delaware, the District of Columbia, Hawaii, Idaho, Louisiana, Maine, Massachusetts, New Hampshire, New Mexico, Oregon, Puerto Rico, Rhode Island, Tennessee, Utah, the Virgin Islands, Washington, and West Virginia.

<sup>7</sup> California, Colorado, Georgia, Minnesota, Montana, Missouri, New York, North Dakota, and Ohio.

Thus, Federal child welfare services funds are helping rural and low-income States to provide services to children—services that might not otherwise be available since these States, even with Federal help, spend relatively less for children than do the urban and high-income States.

### Purpose of Expenditures

Eighty-two percent of the money expended for professional services and administration was for salaries, 2 percent went for payments to staff granted educational leave, and 16

percent was for the other costs of operating the public child welfare services program.

Salary expenditures include the salaries of child welfare caseworkers, supervisors, consultants, and administrators who participate directly in the provision of services to individual children and the salaries of clerical, fiscal, stenographic, and other personnel essential to the efficiency and effectiveness of that service.

In a service program, such as that of child welfare, personnel are the program in action—the individuals through whom the agency provides

its services. The staff make living realities of the policies and programs of the agency, and the availability and quality of the staff determine to a large extent the availability and quality of the service provided.

The 40 States submitting substantially complete reports spent \$19 million for staff salaries. Expenditures for this purpose ranged from less than 75 percent of public child welfare expenditures, exclusive of payments for foster care, in Arkansas, Delaware, Illinois, Iowa, Puerto Rico, South Dakota, and West Virginia to 90 percent or more in the

Table 3.—Amount and percentage distribution of foster care payments made by public child welfare agencies, by type of foster care and by State, fiscal year 1951-52<sup>1</sup>

State	Total	Amount of foster care payments for children living in—				Total	Percentage distribution of foster care payments for children living in—			
		Foster family homes supervised by public agencies	Homes and institutions supervised or administered by private organizations				Foster family homes supervised by public agencies	Homes and institutions supervised or administered by private organizations		
			Total	Foster family homes	Institutions			Total	Foster family homes	Institutions
Total, 40 States.....	\$62,489,596	\$34,017,640	\$24,699,866	\$1,086,215	\$2,437,176	100.0	57.9	42.1	(*)	(*)
Alabama.....	166,950	166,950	.....	.....	.....	100.0	100.0	.....	.....	.....
Arizona.....	257,812	246,207	11,605	.....	11,605	100.0	95.5	4.5	.....	4.5
Arkansas.....	187,012	186,850	162	.....	162	100.0	99.9	0.1	.....	0.1
California.....	6,039,902	6,028,111	11,791	(*)	11,791	100.0	99.8	0.2	(*)	0.2
Colorado.....	281,037	(?)	(?)	(?)	(?)	100.0	(?)	(?)	(?)	(?)
Connecticut.....	2,658,593	(?)	(?)	(?)	(?)	100.0	(?)	(?)	(?)	(?)
Delaware.....	210,153	200,823	9,330	3,255	6,075	100.0	95.6	4.4	1.5	2.9
Dist. of Col.....	732,704	583,919	148,785	.....	148,785	100.0	79.7	20.3	.....	20.3
Georgia.....	397,021	327,715	69,306	3,377	65,929	100.0	82.5	17.5	0.9	16.6
Hawaii.....	496,530	377,566	118,974	.....	118,974	100.0	76.0	24.0	.....	24.0
Idaho.....	5,602	1,790	3,812	.....	3,812	100.0	32.0	68.0	.....	68.0
Illinois.....	2,768,925	1,671,307	1,097,618	582,799	514,819	100.0	60.4	39.6	21.0	18.6
Indiana.....	1,834,803	1,478,204	356,599	.....	356,599	100.0	80.6	19.4	.....	19.4
Iowa.....	138,672	(?)	(?)	(?)	(?)	100.0	(?)	(?)	(?)	(?)
Louisiana.....	752,336	701,763	50,573	.....	50,573	100.0	93.3	6.7	.....	6.7
Maine.....	909,015	926,128	72,887	.....	72,887	100.0	92.7	7.3	.....	7.3
Massachusetts.....	4,385,767	4,172,530	213,237	.....	213,237	100.0	95.1	4.9	.....	4.9
Michigan.....	510,429	401,489	108,940	98,669	10,271	100.0	78.7	21.3	19.3	2.0
Minnesota.....	1,435,102	1,301,327	133,775	81,469	52,306	100.0	90.7	9.3	6.7	3.6
Mississippi.....	103,733	103,561	172	.....	172	100.0	99.8	0.2	.....	0.2
Missouri.....	529,454	514,109	15,345	.....	15,345	100.0	97.1	2.9	.....	2.9
Montana.....	139,614	121,256	18,358	.....	18,358	100.0	86.9	13.1	.....	13.1
New Hampshire.....	511,312	(?)	(?)	(?)	(?)	100.0	(?)	(?)	(?)	(?)
New Mexico.....	184,138	160,341	23,797	.....	23,797	100.0	87.1	12.9	.....	12.9
New York.....	27,607,223	6,815,140	20,692,083	(?)	(?)	100.0	24.8	75.2	(?)	(?)
North Dakota.....	164,831	78,513	86,318	47,055	39,263	100.0	47.6	52.4	28.6	23.8
Ohio.....	3,659,004	3,254,180	404,824	64,512	340,312	100.0	88.9	11.1	1.8	9.3
Oklahoma.....	120,040	120,040	.....	.....	.....	100.0	100.0	.....	.....	.....
Oregon.....	1,115,283	631,071	484,212	(?)	(?)	100.0	56.6	43.4	(?)	(?)
Puerto Rico.....	189,208	189,208	.....	.....	.....	100.0	100.0	.....	.....	.....
Rhode Island.....	570,757	559,096	11,661	.....	11,661	100.0	98.0	2.0	.....	2.0
South Carolina.....	126,979	126,979	.....	.....	.....	100.0	100.0	.....	.....	.....
South Dakota.....	102,725	73,570	29,155	.....	29,155	100.0	71.6	28.4	.....	28.4
Tennessee.....	182,655	(?)	(?)	(?)	(?)	100.0	(?)	(?)	(?)	(?)
Texas.....	151,846	146,214	5,632	198	5,434	100.0	96.3	3.7	0.1	3.6
Utah.....	274,574	253,829	20,945	20,945	.....	100.0	92.4	7.6	7.6	.....
Virgin Islands.....	10,795	8,395	2,400	.....	2,400	100.0	77.8	22.2	.....	22.2
Washington.....	1,982,067	1,550,571	431,496	183,936	247,560	100.0	78.2	21.8	9.3	12.5
West Virginia.....	548,795	496,541	62,254	.....	62,254	100.0	88.7	11.3	.....	11.3
Wyoming.....	56,197	52,557	3,640	.....	3,640	100.0	93.5	6.5	.....	6.5

<sup>1</sup> For scope and limitations of data, see table 1.

<sup>2</sup> Includes \$3,772,269 in 5 States that cannot be allocated by type of foster care.

<sup>3</sup> Includes \$21,176,295 in 2 States where it is not reported whether payments to voluntary organizations went for children in foster family homes or in institutions.

<sup>4</sup> Computations based on data for the 35 States for which complete information was available.

<sup>5</sup> For the 33 States reporting this information, the proportion of total foster

care payments to voluntary organizations for children in foster family homes was 3.6 percent; for children in institutions, it was 8.1 percent.

<sup>6</sup> A small expenditure for the care of children in foster homes supervised by private organizations cannot be segregated and is included with expenditures for foster homes supervised by public agencies.

<sup>7</sup> Distribution not available.

<sup>8</sup> Estimated.

<sup>9</sup> Includes some payments for children in hospitals, camps, and boarding schools.

District of Columbia, Louisiana, and Ohio.

Many factors affect the amount of money an agency spends for staff. Chief among these are the salary level, the number of clients served, and the ratio between the number of clients and the number of workers providing the service. The amount spent is also influenced by the ratio between the number of caseworkers and the number of supervisors, consultants, and others; the availability and use of special consultants; the complexity of the program administered; and the geographic coverage of the agency's services.

Closely associated with expenditures for personnel are expenditures for such current operating costs as rent, heat, light, office supplies, and communication costs. The 40 States spent \$3.7 million for this purpose. This amount represented about 16 percent of their child welfare expenditures, exclusive of foster care payments.

All but five of the 40 States submitting substantially complete reports provided educational leave with pay to staff members for professional study. In the year ended June 30, 1952, the 35 States spent for this purpose \$481,000—only about 2 percent of all expenditures for public child welfare services, exclusive of foster care payments. Only in Indiana, Tennessee, and the Virgin Islands did expenditures for the professional training of staff amount to as much as 10 percent of the total

expenditures for professional services and administration. These States spent \$19,300, \$50,800, and \$3,400 respectively.

Some States make educational leave payments in the form of monthly stipends to cover the costs of a staff member's maintenance, tuition, and travel to and from the professional school. Other States continue to pay all or part of the staff member's salary while he is on educational leave.

Connecticut, Mississippi, and Puerto Rico used some State funds for educational leave payments. All other money spent by the 35 States to help staff obtain professional training came from Federal child welfare services funds. None of them reported spending any local funds for this purpose.

The amount of money a State spends for educational leave stipends depends to a large extent upon the agency's conviction about the need for professionally qualified staff and the availability of such staff for employment by the agency. Agencies frequently cannot secure enough personnel already professionally trained. They must therefore recruit persons with potential skills for social work and help them to get the required professional training. Other factors affecting the amount of money spent for educational leave are the size of the monthly stipend; whether or not the agency makes additional payments for tuition, travel, or other costs of education; and the avail-

ability of funds for this purpose in relation to the many other pressing demands for funds in the public child welfare services program.

### *Conclusion*

Several facts stand out in this analysis of public child welfare expenditures. First, there is the large share that goes for foster care payments for children receiving care away from their own homes. This cost is met almost entirely from State and local funds. To the cost, however, of professional services and administration—also met primarily through expenditures from State and local revenues—Federal child welfare services funds contribute about \$1 out of every \$5.

There is great variation from one State to another in the amount of money spent for the child welfare services program. High-income and urban States spend relatively more and meet proportionately more of the costs of their programs out of State and local funds. Low-income and rural States spend relatively less for public child welfare services and use Federal child welfare services funds to a greater extent to help pay for their programs. Part of this difference between the high-income and urban States and the low-income and rural States results from the more extensive and costly foster care programs in the former. Even when foster care expenditures are excluded, the contrasts are still clearly evident.