Bascom Hall, University of Wisconsin.
PUBLIC EDUCATION IN WISCONSIN

By HAROLD L. HENDERSON

In Charge of the Survey on Wisconsin’s System of Education for the Interim Legislative Committee on Education

LAST year over 650,000 children and adults were enrolled in some division of Wisconsin’s system of public education. Nearly 8,000 governmental boards, departments, and commissions carried on this public function at a cost of over $71,000,000. This represents an increase of approximately $20,000,000 or forty percent in a decade. This large increase in educational expenditures during the past ten years is not due to the creation of more boards, commissions or the assumption of entirely new educational activities. It is largely due to increasing standards, especially to higher salaries, to higher building costs and to the necessity of caring for more pupils. This is especially true of the high schools, university and the vocational schools.

The expenditures for education in Wisconsin in 1920–21 and in 1929–30 are shown in Table I.

TOTAL EXPENDITURE FOR EDUCATION IN WISCONSIN 1920–21 AND 1929–30

(Includes all revolving funds and does not indicate burden on taxpayers)

<table>
<thead>
<tr>
<th></th>
<th>1920–21</th>
<th>1929–30</th>
</tr>
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<tbody>
<tr>
<td>Public Schools</td>
<td>$42,363,234.00</td>
<td>$55,525,318.48</td>
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<tr>
<td>University</td>
<td>5,200,568.00</td>
<td>5,562,818.23</td>
</tr>
<tr>
<td>Stout Institute</td>
<td>218,940.00</td>
<td>318,554.83</td>
</tr>
<tr>
<td>State Teacher Colleges</td>
<td>1,501,039.00</td>
<td>2,220,682.43</td>
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<tr>
<td>Mining School</td>
<td>22,116.00</td>
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<tr>
<td>Vocational Schools</td>
<td>1,782,860.00</td>
<td>3,179,037.62</td>
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<tr>
<td>State Board of Vocational Education</td>
<td></td>
<td>154,554.84</td>
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<tr>
<td>Department of Public Instruction</td>
<td>117,700.00</td>
<td>123,113.84</td>
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<tr>
<td>Board of Education</td>
<td>22,382.00</td>
<td>11,511.84</td>
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<tr>
<td>Reading Circle</td>
<td></td>
<td>1,665.00</td>
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<tr>
<td>State Board of Examiners</td>
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<td>768.99</td>
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<td>Teachers Institutes</td>
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<td>County Supt. &amp; Supervising Teachers</td>
<td>528,057.65</td>
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<td>Classes for Exceptional Children</td>
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<td>26,411.77</td>
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<tr>
<td>County Rural Normal Schools</td>
<td></td>
<td>422,216.99</td>
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<tr>
<td>County Schools of Agriculture</td>
<td>78,797.55</td>
<td>9,090.00</td>
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Total                          | $51,137,513.00 | $71,186,650.07 |

*For statistical tables containing the personnel, headquarters, appropriations, expenditures, and publications, see the separate educational departments of the state as outlined in the section on State Government.

* Includes Federal Aids.
This article was prepared primarily to paint a single picture of the entire educational system. This is dealt with under four major classifications. In the first place there are educational supervisory agencies, that is, boards or officials that direct and supervise educational groups. Three agencies come under this grouping, namely, (1) state department of public instruction, (2) state board of vocational education, (3) county superintendent of schools. The first two agencies are state supported and their jurisdiction is state wide. The county superintendent confines his supervisory work to the boundaries of his own county and even there he has no control over city schools having their own superintendent.

All local school boards have been placed in a second classification. These boards actually operate schools. There are 7,026 district school boards, 91 city school boards, 288 high school boards, 44 local boards of vocational education, and four boards operating county agricultural schools under this classification.

All teacher training institutions, whether local or state controlled, are discussed under a third major heading. There are 59 of these institutions: the university school of education, nine teacher colleges, Stout Institute, 30 county normals, and 18 high schools maintaining teacher training courses. The first three groups are state supported and state directed. The last two are financed to the extent of 75% by the state but are under the supervision of local boards.

Under a fourth heading will be discussed the board of regents of the university, and the board of trustees of the mining school. These boards, with the state superintendent of public instruction, the state board of vocational education, and the board of normal school regents, which are taken up earlier, constitute what are classified in the state budget as the state educational boards. In addition there are certain other state boards which, in the opinion of the legislative interim committee on education, are essentially educational boards: especially the free library commission, the state historical society, the annuity and investment board, the board of control in the operation of the school for the deaf and the school for the blind, and all of the examining boards of the state other than the board of bar examiners. As these are not now treated in the statutes as educational boards and are dealt with elsewhere in this book, they are not discussed in this article, although the author believes that the interim committee properly classified them as educational boards. If these were included among the educational agencies, the total expenditures for education would be nearly $1,000,000 more, and the number of state educational boards instead of being five (six if the board of trustees of Stout Institute, which is identical in membership with the board of vocational education, is counted as a separate board) would be thirty-two.
I. SUPERVISORY EDUCATIONAL AGENCIES

Wisconsin's system of education does not differ greatly from that of her neighboring states. On becoming a state in 1849, Wisconsin adopted a system of education that was then in use in states immediately to the east. These states in turn had accepted educational practices that developed in the New England states. The first constitution of Wisconsin provided for a system of free public schools, a state superintendent of public instruction, and a university. The Superintendent was to have general supervision of all schools. However the Constitution also granted the legislature authority to provide for other officers and agencies to aid in the educational work of the state.

State Department of Public Instruction

The state department of public instruction, headed by the state superintendent, has been in general charge of the common school system of the state ever since Wisconsin was admitted to the Union. The constitution of 1849 provided that the state superintendent should be elected at a state wide election, and since 1902 the election has taken place at the same time and in the same manner as members of the supreme court. This was done in conformity with a policy of taking the office out of partisan politics. The term of office is for four years.

The principal duties assigned by law to the superintendent and the department of public instruction are:

1. To supervise all local public schools.
2. To determine the school needs of the state and report them to the governor and the legislature.
3. To assist in organizing local schools, to approve the creation of new high schools, and to assist in organizing them.
4. To supervise teachers’ institutes.
5. To inspect rural, graded, and high schools for safety, sanitation, and convenience; to approve plans for new buildings for all local schools.
6. To conduct examinations for state teacher certificates and to issue licenses to teach to a limited group of teachers.
7. To apportion state school aids.
8. To be a member ex officio of the following educational boards: board of regents of the university, board of regents of the teacher colleges, state board of vocational education, board of trustees of Stout Institute, free library commission, and the mining school board.
9. To approve the qualifications of teachers and course of instruction in the county normals and high school teacher training courses, county agricultural schools, and schools for deaf, blind, exceptional, and physically disabled children, and those with defective speech.
10. To supervise and maintain uniformity of price for textbooks throughout the state.

The department is not divided into bureaus by statutory enactment but the work naturally falls into the following subdivisions:
general office, the certification of teachers, school libraries and reading circle, special education for handicapped children (deaf, blind, crippled, and mentally deficient), teacher training institutions, educational tests and measurements, school building surveys, high schools, manual arts, home economics, state graded schools, and elementary and rural schools.

Supervision and Certification of Teachers

The department of public instruction renders a very important service by improving the quality of teaching through a system of supervision. A number of trained supervisors have been appointed by the state superintendent. Supervisors make it a point to visit schools with county supervisors and often with the county superintendent. Every elementary grade school is visited once in every two years by state department representatives. The cooperation of local teachers and principals is earnestly sought by these field officers. Supervisory leaflets are prepared after many conferences with the teachers in the field. In addition, the state has adopted the policy of paying the salary and expenses of 112 county rural supervisory teachers. These supervisors are under the control of the county superintendents of schools but they are indirectly carrying on the program of the state department of public instruction. The state spent $250,902.30 in 1929–30 for this work. The department conducts a meeting every fall for all county rural supervisors.

Elm Grove School, Waukesha County.
Two Rooms, Convertible to Four.
It is the duty of the state department of public instruction to issue licenses to teach to graduates of the teachers’ courses in the University, private colleges, and Stout Institute, and to those completing the special courses in the teacher colleges. These certificates are known as general certificates and permit the holder to teach anywhere in the state.

The state superintendent, however, issues less than half of the teaching certificates granted in the state. Most of the certificates are issued by the 163 city and county superintendents of schools. These local certificates are not effective outside of the local county or city. They are usually issued to those completing the one-year course in the county normals, teacher colleges, and high school training courses.

Buildings and Equipment

Since 1924 the department has been developing model building plans for one and two-room schools. From 1924 to 1930, 183 plans were sent out, of which only six were duplicates. During the past two years, the department has designed 16 two-room schools and 80 one-room schools. In addition 48 plans for remodeling were prepared. The industrial commission has aided liberally in the work of designing and checking plans.

The division of school libraries of the state department, which attempts to make the reading of school children both interesting and profitable, is gaining in importance each year. The department renders assistance in book selection and in instructing rural teachers to handle books. Book lists are prepared and contracts are entered into with a book distributing concern after competitive bids have been received. There are 6,000 rural school libraries; and 600 state graded schools and 400 high schools have libraries. The state law provides that at least 20 cents per school census child shall be spent by the local boards for the purchase of books, but only books on the department’s approved list may be purchased. This expenditure is made from state aid allotted from the common school fund income.

Reading Circle

The Wisconsin state reading circle was created by legislative enactment in 1915. This circle is under the control of a board of eight members, including the state superintendent and the department’s supervisor of school libraries. This movement has grown rapidly. During the school year, 1929-30, 236,363 school children completed five or six courses of reading for diplomas. Of this group, 189,193 resided in the rural sections of the state.

Common and High School Statistics

Ever since the creation of the state department of public instruction, considerable attention has been given to the very important
duty of compiling statistics covering all the educational activities of the state. A brief summary of this data is submitted here. All figures are for the school year 1929–30.

The school census shows that there were 880,661 children between the ages of four and twenty, of which 52% were under the county superintendent's jurisdiction (usually designated as rural). In other words, there is an approximately equal distribution of school children between the cities and the country. Of the census figures, 60% enrolled (528,130) in public schools of whom 466,026.7 were in average daily attendance. Of this latter figure 122,096 were in the rural one-room schools, 45,907 in state graded schools, 38,587 in grades below high school (schools in towns and villages operating both elementary and high schools), 31,836 in county high schools, totalling 238,426 under the rural school classification. One hundred forty-nine thousand eight hundred twenty-one were in the city elementary and 77,779 in city high schools, a total of 227,600.

Of the rural one room schools in the state (total 6,347), 96 schools enrolled less than five children, 652 less than ten, 1,721 less than fifteen, and 114 enrolled more than 51 children in one room. Three hundred six districts had closed their schools and were sending their children to other schools. The total number of children transported to school numbered 14,024. Textbooks were furnished free in about 60% of the schools (3,728 rural schools, 418 state graded, 222 rural high schools and grades below and 49 city elementary schools). Schools under the jurisdiction of the county superintendent spent $24,789,210.46. Of this amount, $9,675,582.98 were spent in rural one-room schools, $5,079,871.75 in state graded schools, $8,821,849.98 in free high schools and grades below, and $1,211,906.13 in union free high schools. In city schools $30,736,108.03 was expended for both elementary and secondary schools. The expenditure per pupil in rural schools was $70.40 on an enrollment basis and $79.40 on an average daily attendance basis. In city schools the corresponding figures were $91.20 and $104.00 respectively. If only instruction cost is computed, the figures are $49.80 and $56.00 for rural schools and $67.60 and $77.10 for cities. There were 11,697 teachers employed in the county system and 8,865 teachers in the city system.

The average years of teaching service were five years for all teachers throughout the state. In rural schools the teaching service median was 2.5 years; state graded, 5 years; grades below high school, 4.5 years; county high schools, 3.5 years; city grades, 9 years; and city high schools, 7.5 years. The median salary for all teachers was $130 to $139 per month. The median salary for rural teachers was $100–$109; state graded, $110–$119; grades below, $110–$119; county high schools, $150–$159; city grades, $150–$159; and city high schools, $180–$189.

There are 7,741 school buildings in the county or rural system of schools and the total value of these buildings and sites was $81,681,154.24. Equipment was valued at $9,970,945.89. Cities have 585 buildings and the sites and buildings for same were listed at $87,-
569,504.00, while equipment amounted to $8,630,172.00. There are only 164 buildings used exclusively for high school purposes throughout the entire state. Of the 7,741 buildings in the county system, 6,642 are rural one-room schools, 674 state graded, 109 grades below, 240 high and grades combined, and 76 high schools. In cities the 585 schools are divided as follows: 420 grades, 77 high school and grades combined, and 88 high schools.

State Aid for Education

In 1927 the legislature, largely at the insistence of the state superintendent, passed a state aid bill for elementary schools. Under this plan the state gives $250 aid for every elementary teacher and the county must match this amount. The state also gives additional aid if the assessed valuation falls below $250,000 per teacher. A scientific formula is used in computing the amount. The department distributed, during the school year 1929-30, $5,809,007.48 under the provisions of this law. The same law provides that the state levy a property tax of one and one-tenth mills in order to finance this expenditure. However, there is another provision in the law that provides for remitting a portion or all of this mill levy if the receipts of the state income tax are large enough. In 1929-30 only $3,997,980.89, or 60% of this mill tax was levied on general property.

The constitution of the state provides that the income from the original common school fund (a permanent fund) shall be distributed on the basis of the school census. In 1929-30, $439,526.00 was distributed, amounting to 50 cents per school child.

State aids for special purposes were distributed in 1929-30 as follows: for high schools, $275,000; for state graded schools, $185,800; county supervising teachers, $250,902.30; for transportation, $241,704.55; for teacher training in high schools, $25,000; for county activities, such as institute fund, $9,000; county normals, $315,906.28; schools of domestic economy and agriculture, $24,000.00; for deaf and blind children and those with defective speech, $137,376.35; exceptional children, $50,000.00; crippled children, $86,130.24; for teacher institutes, $743.99; and reading circles, $1,979.30.

The grand total of all state aids handled by the department in 1929-30 was $7,862,076.49.

The State Board of Vocational Education

The state board of vocational education, which was created in 1911, directs the furnishing of part-time school contact, both day and evening, to those juveniles and adults who have entered employment. It is an agency to combine education with labor, based on three fundamental principles: first, an effective part-time school attendance law for juvenile workers; second, a separate fund provided by a continuing state appropriation and local mill tax which may go up to one and one-half mills; and third, separate administrative boards repre-
senting the groups directly affected: employers, employes, and the public.

The first of these three principles is attained by the part-time school attendance law. This law provides that in every city in which a vocational school has been established all young people who are not in the full-time school and have not completed high school shall attend school in the day time at least half-time to the age of sixteen and eight hours a week to the age of eighteen. Every city of five thousand or over must establish a vocational school.

The second principle, that of the separate fund for the education of juvenile and adult workers, is maintained by federal and state aid assigned to the state board of vocational education for distribution and by a local mill tax of not to exceed one and one-half mills. The legislature has designated the local board of vocational education to determine the amount needed to run the schools effectively. The state law requires the city council to levy the tax necessary to raise this sum, within the legislative limitation of one and one-half mills.

The state board of vocational education is composed of eleven members. Two of the eleven, the state superintendent of public instruction and a member of the industrial commission, are *ex officio* members. Nine are appointed by the governor. Three of these must be employers of labor, three must be skilled employes other than those who have employing or discharging power, and three must be practical farmers. The state board elects its own officers, and each member receives an honorarium of $100 per year and expenses to meetings.

The local boards of vocational education are composed of five members: one *ex-officio* member, the city superintendent of schools; two representatives of employers and two of employes.
Duties

The duties assigned by the legislature to the board are as follows:

1. To exercise control over state aid given to local vocational schools.
2. To employ a state director of vocational education and necessary assistants.
3. To determine the organization, scope, and development of vocational education.
4. To set up requirements for teachers, supervisors, coordinators, technical advisers, and experts in the vocational schools, and to pass upon the qualifications and fitness of these employes of the local boards.

5. To pass upon the courses of study in the local schools, which “shall include English, citizenship, physical education, sanitation and hygiene, and the use of safety devices, and such other courses as the state board of vocational education shall approve.”
6. To establish in any county of the state part-time instruction in agriculture for persons over fourteen years of age and to grant aid from an annual appropriation of not to exceed $25,000 made to the state board of vocational education for this purpose.
7. To cooperate with the federal board for vocational education in the execution of the provisions of the federal vocational acts. This includes:
   (a) Distribution of federal aid to trade and industrial, home economics, general continuation, and agricultural classes under the Smith-Hughes act.
   (b) Use of federal teacher-training funds under the Smith-Hughes act, and of the state teacher training funds appropriated to match the federal funds.
(c) Use of additional home economics and agricultural aid granted by the George-Reed act.
(d) Provision for the vocational rehabilitation of physically handicapped persons by:
   (1) Visiting applicants to determine whether or not vocational rehabilitation is feasible.
   (2) Using existing educational facilities of the state.
   (3) Promoting and aiding in the establishment of schools and classes for physically handicapped persons, and supervising their training.
   (4) Aiding in securing employment for the handicapped.
   (5) Procuring and furnishing at cost, artificial limbs and other orthopedic appliances, to be paid for in installments.
   (6) Arranging for therapeutic treatment necessary before training.
   (7) Providing maintenance cost of not to exceed $20 per week during a period of training of not to exceed twenty weeks, unless extended by a unanimous vote of the State Board.

The three major divisions of the State Board of Vocational Education have a staff organization as follows:

- Operation: seven employes.
- Teacher Training: eight employes.
- Rehabilitation: ten employes.

Schools

Last year (1929–30) 37 cities maintained both day and evening schools. In addition, seven smaller cities operated evening schools only. These 44 cities served 85,320 working youths and adults. This figure includes 2,611 apprentices, 8,016 half-time (14–16 years), 24,157 part-time (16–18), 2,046 full-time pupils and 48,490 in the evening schools.

Of the 48,490 who attended evening school in 1929–30, over 12,000 were adult workers in trade and industrial occupations receiving extension instruction along the lines of their work. To provide effective related instruction for adults actively engaged in trade and industrial pursuits and for the indentured apprentices who attend school four hours a week in daytime has been a difficult problem to solve, particularly in communities which are too small for full-time teachers in all the important trades.

The itinerant plan, inaugurated in 1924, has been helpful in developing evening trade extension classes and apprenticeship classes in fields of work in which it was formerly difficult to organize classes on account of lack of local qualified teachers. Now with twenty or more itinerant teachers in the fields of plumbing, painting and decorating, electricity, foundry, barbering, and pulp and paper mill work, thousands of adult workers in these occupations are enrolled in evening trade extension classes throughout the state, and the apprentices are receiving satisfactory instruction.

The itinerant instructor is usually employed by four cities and regularly spends one day a week in each. Part of the day is spent in the vocational or part-time school giving instruction to apprentices
and day-time part-time school pupils in the community. The evening
is usually devoted to a trade extension class for the adult workers
in that industry. The making of contacts with the industry in each
city is an important part of the work of the itinerant instructor.

Most of the employed girls attending part-time school will eventually
become home-makers. Aside from a comprehensive system of
guidance furnished to the young employed girl to assist her in prob-
lems concerning her job, every effort is made to stress the impor-
tance of courses relating to home-making.

The total amount spent by the 44 cities on part-time and evening
schools was $8,179,037.62 (including federal funds). Of this amount,
only $1,543,220.98 was spent in teaching. The balance, $6,635,816.64,
represents capital investments. Only seven cities spent over $100,000
apiece, including Milwaukee, which spent $1,193,761.31. The total ex-
penditures of the state board at Madison were $154,654.34 (includ-
ing federal funds).

Vocational Agriculture

Vocational agricultural teaching among juvenile and adult farmers
is steadily developing. The Smith–Hughes and George–Reed funds
from the federal government for this purpose, which yielded $88,646.30
in the school year 1929–30, were distributed as federal aid to
89 high schools giving vocational agricultural courses in high schools
and surrounding rural communities.

Part-time and evening classes are held by teachers who give part of
their time to agricultural instruction in the high school or county agri-
cultural school, and are organized in the community surrounding the
school. The teachers in these schools are men who have had prac-
tical experience in farming and at least four years of college train-
ing in agriculture and who are hired for work throughout the year
teaching classes and developing improved practices in farming. One-
half of their salary is paid from federal funds. The part-time work
is also aided by the state fund of $25,000 appropriated for part-time
instruction in agriculture.

Last year, there were 3,166 full-time students taking federally
aided vocational agriculture in the high school and county agricul-
tural school courses. There were 41 part-time agricultural courses
with 722 farm boys enrolled and 57 evening agricultural courses with
1,473 adults enrolled. In addition, seven communities maintained
vocational home economics courses, with 308 high school girls and
272 women and other girls enrolled either in high school part-time or
evening courses.

Rehabilitation

The state board of vocational education is also given the duty of su-
ervision of the work of rehabilitating persons physically disabled in
industry and otherwise. Five (plus the local) supervisors are as-
signed to this work. Permanent vocational rehabilitation usually can
be accomplished only through additional vocational training. During 1929-30, 563 persons received training. Of this number 216 attended vocational schools, while others attended the University, teachers colleges, and trade schools and a few were tutored or took correspondence courses.

During the nine-year period from the inception of the rehabilitation work in 1921 to June 30, 1930, 1,774 disabled persons have been returned to remunerative employment. The cost of this work over the nine-year period has been $212,673.50 from federal funds, $260,-364.20 from state appropriations, and $45,089 from local funds, making a total of $518,107.10 or an average cost of $292.06 per rehabilitant. Funds are not sufficient to care for all requiring the service. In February 1931, there was a live roll of 1,256, of whom 591 were then receiving training.

County Superintendent of Schools

The jurisdiction of the county superintendent covers the entire county, with the exception of cities having a separate school board and city superintendent of schools. In Dane County, there are two county superintendents, as the county has been divided into two supervisory districts. There are 7,384 school boards that come under the jurisdiction of the county superintendents.

The county superintendent is elected for a four-year term at the April election. The next election will be in 1933. The county board of supervisors fixes the salary and approves the budget of the county superintendent. Cities having a city superintendent of schools do not bear any part of this expense and no elector therein is allowed to participate in the election of the county superintendent. The county superintendent must be a resident of the county, have taught eight months in a public school, and hold a certificate entitling him to teach in any public school.

The duties of the county superintendent are as follows:

1. To visit all schools under his jurisdiction at least once a year.
2. To inquire into all matters relating to the course of study, mode of instruction, textbooks, discipline, condition of grounds, building and equipment.
3. To advise school boards and teachers as to their duties.
4. To order any alterations or repairs (under $25) that are necessary for health, comfort, or progress of pupils.
5. To report annually to the county board the condition of schools under his supervision.
6. To report to municipal clerks the results of the school census.
7. To hold examinations for teacher certificates.
8. To issue teacher certificates either after successful examination or completion of a county normal school course, a high school training course, or a one-year course in teachers college.
9. To hold one or more school board conventions.
10. To report blind and deaf children to the state schools at Delavan and Janesville and inform parents concerning these schools.
11. To employ one supervising teacher if there are less than 125 schools under his supervision and two teachers if there are more.
12. To conduct one or more teacher institutes.
It can be noted from the powers listed above that the county superintendent has few duties involving any real authority. Supervision of schools is the most important activity assigned to the office. The county superintendents receive salaries ranging from $1,400 to $4,500. The average salary is $2,225. The total cost of operating these county superintendent departments was $525,057.65 in 1929-30, but of this amount $250,902.30 was spent for supervising teachers and was paid for by the state government. There were 72 superintendents in 1929-30, and 830 teacher meetings and 156 teacher institutes were held. Approximately 50% of all children enrolled in the public schools of the state were under the jurisdiction of the county superintendent. These schools spent $25,314,268.10 in 1929-30.

II. LOCAL SCHOOL SYSTEM

Rural Schools

Local schools may be divided into two main groups, rural and urban. The rural group may be defined as including all schools that are not in a city having a city superintendent of schools. These rural schools are under the general supervision of the county superintendent of schools. Many villages and some fourth class cities do not have a local superintendent of schools and therefore fall in the rural classification.

The schools in the rural group may be further classified into graded and ungraded. Graded schools are those in districts operating a school with more than one room, while ungraded schools have only a single room and a single teacher. There were 6,345 of these one-room schools in 1929-30, enrolling 139,703 children. There were 681 graded schools, enrolling 51,147, and also 246 schools that are classified as "grades below high schools" and are listed separately because they maintain elementary and high schools in the same building. These schools enrolled 43,354 children. There are 334 rural high schools, enrolling 34,404 students. All together there are 7,360 rural schools, with an enrollment of 268,608 children. This is 50.8% of all children enrolled in both county and city schools.

Rural schools are usually spoken of as district schools. These district schools are controlled by a three-member lay board, elected at an annual meeting in early July of each year. All voters of the district are privileged to attend this meeting. The three members of the board are designated director, treasurer, and clerk. Their term of office is for three years, one expiring each year.

The powers delegated to the annual district meeting are: (1) To appoint a chairman; (2) to adjourn from time to time; (3) to choose director, treasurer, and clerk by ballot; (4) to designate sites for school houses; (5) to vote taxes (limited to 2½% of assessment, but 3% is allowed for districts operating a high school in addition to an elementary school) for building and operating a school; (6) to levy tax for debts; (7) to permit attendance of non-residents and fix tui-
tion charges; (8) to authorize board to furnish free textbooks; (9) to determine length of school year (not less than 8 months); (10) to provide for legal defense or prosecution; (11) to vote salaries to members of board (but salary of treasurer and clerk shall not exceed $10 each, unless the district maintains both a graded and high school); (12) to appoint three auditors; (13) to provide additional room and teacher in case average yearly attendance exceeds fifty pupils. The electors at these open annual meetings fix the major policies concerning their school. Special district meetings may be held, but a tax cannot be voted unless three-fourths of the electors have been notified of such a proposal. The board has authority to operate the school, subject to directions given at the annual meeting. It appoints and fixes the salary of the teacher, keeps the building in repair, authorizes use of building for civic, social, and non-partisan meetings, confers with the teacher, and has general supervision over the school.

If 15% of the electors in each of two or more districts petition, a meeting is called and an election by ballot taken on the question of consolidating the districts. If carried, a consolidated district is organized.
City Schools

There are 91 boards operating schools classed as city schools. There are 259,522 children enrolled in these schools, and $30,736,108.03 was spent on their education in 1929–30. Schools in cities of the first class (Milwaukee) are governed by different laws from those in cities of the second, third, fourth classes. The school boards of all cities other than Milwaukee have jurisdiction of all schools in their respective communities.

The school affairs of a city are in the hands of an elected or appointed school board, usually seven in number, with a term of three years. The board has the necessary powers to operate elementary schools, high schools, night schools, and kindergartens; appoint a superintendent, teachers, and other necessary employees; prescribe courses; purchase textbooks; furnish lunches to children; establish or consolidate subschool districts; charge tuition to nonresidents, based on teaching cost only; prepare a budget for submission to the common council (the latter, however, shall use its discretion in fixing a tax levy for school purposes); acquire school sites; adopt plans for buildings. The city treasurer is also treasurer of the school board,
but funds are kept separate and disbursed on an order from the city clerk, which in turn is based on a voucher or schedule signed by president and secretary of the school board.

The city superintendent has general supervision of the professional work of the school. He is not a member of the board, and cannot be employed for a term longer than three years. He may examine teachers and grant local licenses. He also reports to the state superintendent and attends one convention per year called by the latter.

The above provisions apply to cities of the second, third, and fourth classes. In Milwaukee the school board includes fifteen members, five being elected every two years for six-year terms. In general the powers and duties are similar to school boards of other cities except that the Milwaukee common council must levy within limits fixed by state law, sufficient taxes to meet the budget submitted by the school board. The common council is authorized to issue bonds for schools up to one percent of the assessed valuation or may place them on the ballot for public referendum. Purchases are made through the city central purchasing board. All employees other than teachers come under the jurisdiction of the civil service commission of the city and the secretary has the additional duty of being business manager of the entire school system. A pension system for teachers is maintained entirely separate from the state teachers' pension system, though Milwaukee shares in the receipts of the state surtax on incomes.

High School Education

The high schools of the state are organized somewhat differently from the common schools. While the original constitution of the state provided for a system of elementary schools, nothing was set up to insure the maintenance of a high school system. Cities having a school board and an appointive superintendent have developed high schools as a part of their city system of schools. The local school board operates both the elementary and high schools. There are 91 cities maintaining 104 high schools.

In the rural communities only a few of the district school boards are in a position to operate both an elementary and a high school. The law requires a district to have an assessed valuation of at least $1,250,000 before taking on the burden of operating a high school. Few districts could meet this qualification and as a result only 246 common school districts have assumed this added responsibility.

To meet this situation, provision has been made for larger administrative units. Districts are authorized to combine after a proper referendum, and as a result six joint high schools have been organized. The board in charge of joint high schools is a separate administrative unit, levying its own taxes and operating high schools as a distinct project.

A fourth classification is the union high school district. These schools are organized in a territory with an area not less than 36 square miles and not more than 72 square miles, and having at least
$1,250,000 in assessed valuation. A referendum vote is necessary before this step can be taken. There are 81 of these union high school districts.

Non-urban high school boards are all chosen at the annual meeting of the electors residing in the high school district. Members of the boards are elected by ballot (unlike the district boards), and polls are open from one to eight o'clock in the afternoon of the annual meeting. Meetings are held on the last Monday of June. The powers and duties assigned to the annual high school meetings are similar to those of the common school district meetings. In the districts operating both an elementary and a high school under the management of a single board, the annual high school meeting is held with the common school meeting. In such cases the same school board and officers act for both groups and have the same general powers over both the elementary and the high schools.

All high school districts whether they be common, joint, or union must have a $1,250,000 assessed valuation and contain at least 25 resident pupils desiring to attend high school before a high school can be organized. In addition, the state superintendent of public instruction must approve the establishment of such a school. It is of interest to note that 195 out of the 425 present high school districts do not have $1,250,000 assessed valuation. In other words, it would be impossible for these districts to organize a high school today. This is due to the fact that rural territory has depreciated in value to a very great extent during the past ten years and also to a law passed in 1927 permitting rural territory to be detached from all high school districts (except union high school districts). A great many detachments have taken place and in some instances over half the valuation has been lost to the district. As a result of both of these factors, many high school districts have been forced to levy as high a tax as 20 mills in order to operate the school. Such a tax has proved unusually burdensome. Two hundred seven Wisconsin high schools have less than 100 pupils and 49 schools, less than fifty pupils.

There were 118,251 students enrolled and 4,992 teachers employed in the 439 high schools in 1929-30. Last June 16,818 graduated. In rural high schools there were 34,404 enrolled. Nonresident pupils in high schools numbered 25,518. Non-resident tuition is based on the teaching cost only, but is not less than $2 per week nor more than $3 per week. Nonresidents need not be admitted if facilities are not available. Tuition is an important source of revenue, running to 15% of the total in 1928-29. Tuition is paid by the town or other municipality and not by the school district in which the student resides. Teaching costs in all high schools increased from $6,219,257 in 1922-23 to $9,284,339 in 1929-30. During the twenty years from 1900 to 1920, the high school enrollment approximately doubled each decade in Wisconsin and in the country as a whole. During the last ten years the increase has fallen off and is now running around 5% increase per year.
Local Vocational Boards of Education

Another type of local administrative school board is the board of vocational education. These boards operate only in the industrial cities, towns, and villages, and 44 have been organized to date. Each is made up of the city superintendent, ex officio, and of two employers and two employees appointed by the local school boards for two-year terms. These boards establish and maintain vocational schools for continuation education and instruction in trades and industries, commerce, and household arts in part time, all-day, and evening classes. It is mandatory for all children between 14 and 16 years of age (except those in the regular school system, those who have completed the four year high school course, and those who are physically incapacitated) living in a community maintaining a vocational school, to attend half time during the day, and those between 16 and 18 years, eight hours a week.

The vocational board has powers similar to the local board of education and appoints teachers subject to qualifications fixed by the state vocational board. The local vocational board has exclusive control of all property, but title to same is in the municipality. The board may sue and be sued in the name of the municipality and let contracts and purchase supplies. Nonresident students may be accepted and a charge of fifty cents a week authorized. The board has independent taxing power, i.e., the common council must levy up to one and one-half mills any amount requested by the vocational board.
The total amount of money spent in 1929–30 by the 44 cities operating vocational schools was $3,179,037.02, of which $1,635,816.24 was for capital improvements.

County Agricultural Schools

There are four county agricultural schools that can be classified as local schools. At one time there were many more of these schools but in recent years the interest in this type of school has fallen off. County boards may appropriate money for the organization, equipment and maintenance of a county school of agriculture, or the boards of two or more counties may unite in establishing such a school. Each school must have at least three acres of land suitable for purposes of experiment and demonstration, and must teach the elements of agriculture, including soil, plant and animal life, farm accounts, manual training and domestic economy.

Only four counties (Menomonie, Marinette, Racine, and Wood) are maintaining agricultural schools. There were 306 students enrolled and 44 graduated in 1930. The total expenditures of all counties for these schools was $78,107.55 and the state gave $6,000 aid to each school.

III. TEACHER TRAINING

The training of teachers is undertaken by so many groups, state and local, that it seems best to discuss them all in a single section. The state maintains nine teacher colleges and Stout Institute (a teacher college operating in the special field of vocational education). In addition, the University maintains a school of education, making a total of eleven state supported and operated teacher training agencies of collegiate rank. There are also 48 local teacher training agencies (30 county normals and 18 high schools) operating teacher training courses. Local boards control these institutions. There is no single agency or official responsible for all of the teacher training institutions. The state pays the operating costs of the eleven state teachers' colleges and approximately 75% of the expenses of the county normals and the training courses given in the high schools.

Special fields of teacher training are assigned to different institutions. The nine teacher colleges, 30 county normals, and 18 high schools all train rural teachers. All teachers' colleges train elementary and high school teachers. In addition, special subjects have been assigned to different institutions: kindergarten work at Superior or Milwaukee; commercial subjects at Whitewater; agriculture at River Falls and Platteville; home economics at Stevens Point; physical education at La Crosse; manual arts at Oshkosh and Platteville; for art and music, and deaf and exceptional children at Milwaukee. The University also trains teachers in many special fields: physical education, agriculture, music, home economics, manual arts, teacher li-
College of Agriculture, University of Wisconsin.
brarians, and art. The University trains more high school teachers than any of the other teacher colleges, and provides a special course for those going into the educational administrative field.

**School of Education—University**

The University board of regents during the past year gave the school of education separate status on the campus. This action places the teaching profession on a par with the other professions such as law and engineering. The school trains teachers in the following fields: music, physical training, agriculture, commercial subjects, home economics, art, playground and recreation supervision, teacher librarians, school administrators, high school, and elementary grades. The University maintains a four-year high school on the campus at an expense of $69,469.70 in 1929-30, of which amount pupils paid $6,176.30 as fees. This high school affords a fine laboratory for experimentation in curriculum as well as teacher training.

**State Teacher Colleges**

The state maintains teacher colleges at the following places: Eau Claire, Milwaukee, Oshkosh, Stevens Point, Superior, Platteville, Whitewater, River Falls, and La Crosse. These colleges are under the control of a board of regents, composed of eleven members. Ten members are appointed by the governor for five-year terms and the state superintendent of public instruction is ex officio the eleventh member. No salary is paid board members, but expenses to meetings are allowed. The board appoints the presidents, teachers, and all other employees of the nine schools.

Each college has a president, and a faculty of about thirty members. A practice school includes a kindergarten and the eight elementary grades. Whitewater maintains in addition a full four-year high school course. Last year 2,349 children were enrolled in these model schools at no expense to the local community.

These colleges give many types of courses running from one to four years. Degrees are granted to those successfully completing the four-year course. The one-year course is for those planning to teach in the one-room rural schools. These courses are similar to those in the county normals and the high schools giving a teacher training course.

The enrollment at all nine colleges in 1929-30 was 5,130, plus 5,362 summer session students and 2,349 children in the practice schools.

There is $3,951,966.04 invested in sites and buildings at the nine schools. A total of 383 faculty members were on the payroll this past fall. In 1929-30 the disbursements (including dormitories and revolving funds) totaled $2,349,804.33, of which amount $1,928,079.97 came from taxes and $180,358.36 from student fees.
Stout Institute

Stout Institute (located at Menomonie) is a teacher training institution in the special fields of home economics and industrial education. It is the only college in the country that confines its activity to these fields only.

This school was founded as a private institution by James H. Stout. In 1903 the school began training teachers in manual and household arts. The training school grew rapidly and in 1908 the name of Stout Institute was adopted. In 1911 the State took over the school, since which time the state board of vocational education has acted as its board of trustees.

The government of Stout Institute is vested in a board of eleven trustees, which is identical in membership with the board of vocational education. The Board appoints the president, faculty, and all necessary employees; approves policies and has general control of the institution. There are 46 full time and three part time faculty members at the present time.

In 1917, the legislature extended the course to four years and most students are now registered in this course. Special two-year courses are offered in the School of Industrial Education for journeymen who are not high school graduates. A vocational certificate is issued upon the successful completion of this course and is made the basis of a vocational license issued by the state department of vocational education, permitting the holder to teach in the vocational schools of the state.

During the last school year ending in June, 1930, 464 students were enrolled and 118 graduated. Stout Institute is financed out of the state treasury and tuition fees received from students. The total operating expense for the school year, 1929–30, was $318,654.83, of which amount the state appropriated $269,008.51. Over $1,160,950 has been invested in the building and grounds.

County Rural Normals

The thirty rural county normals are distributed throughout the state in counties having no teacher colleges or high school training courses. These normals give a one-year course to students planning to teach in the one-room rural schools. High school graduation is required for entrance. The total enrollment in these 30 schools in 1929–30 was 1,117 and 914 graduated last June. The total cost of these schools was $422,216.99 and the state contributed $314,906.29 or 75%.

These county normals are governed by a board of three members, the county superintendent and two members appointed by the county board of supervisors. The law permits two counties to operate such a school and Racine–Kenosha and Door–Kewaunee have organized two such schools.
A Glimpse of Picnic Point from the Upper Campus.
High School Training Courses

Eighteen high schools operate a one-year teacher training course for high school graduates. The course is similar to that given in the county normals and must be approved by the state superintendent, who must also approve the qualifications of the teacher; otherwise, the course is controlled by the local board of education. The enrollment in these courses runs around fifteen and only one teacher is employed. Practice training is obtained in rural schools.

The communities operating these courses are as follows: Arcadia, Black River Falls, Chippewa Falls, Dodgeville, Fennimore, Galesville, Grantsburg, Hayward, Jefferson, Mondovi, Neillsville, New Richmond, Oconto Falls, Shawano, Spooner, Stanley, Tomah, and Westfield, but Arcadia and Mondovi do not receive state aid.

Dairy Barns at the University.

IV. STATE INSTITUTIONS—UNIVERSITY OF WISCONSIN

The University of Wisconsin is the largest institution of higher learning in the state. Graduates of accredited high schools may enter without examination, upon presentation of a certificate showing the satisfactory completion of fifteen required units and bearing the recommendation of the principal. Graduates of other schools in Wisconsin who have satisfied the full requirements for admission may be admitted on probation, without examination, upon the recommendation of the principal. Graduates of secondary schools outside of Wisconsin included in the current list of accredited schools of the North Central Association may be admitted when properly recommended and certified. An extension division is maintained in which certain subjects are given by correspondence. Full credit is given for
some portions of work toward a degree. The extension division operates a branch at Milwaukee, giving regular class instruction in the freshman and sophomore years in letters and science and engineering. Over 6,329 students attended at Milwaukee in 1929–30 and 17,466 students enrolled in extension work throughout the state. District offices are maintained at Madison, Milwaukee, La Crosse, Eau Claire, and Appleton. The extension division also renders many community services such as public debating, lecture courses, visual instruction, community development, municipal information. A great deal of work is done in agricultural extension by distributing information to farmers and their wives by bulletins, conducting farmers institutes, short courses, field demonstrations, etc.

Board of Regents

The university is under the control of a board of 17 regents, two of whom, the superintendent of public instruction and president, are ex officio members. However, the president's voting power is limited. The governor appoints the other fifteen members for six-year terms. One regent is appointed from each of the eleven congressional districts and four from the state at large. At least two of the regents must be women, two must be farmers, two must be engaged in manual trades. No salary is attached to the office but expenses involved in attending meetings are allowed. The board of regents is the governing body of the university and has full authority to carry out the objects of the institution. The regents elect a president, a secretary, and a business manager. The secretary keeps a record of all transactions of the board and executive committee thereof. The state treasurer has charge of all securities and funds belonging to the university and pays out moneys in behalf of the university upon the warrant of the secretary of state. The meetings are open to the public and usually occur every two months.

The president of the university is the executive head of the entire institution. The immediate government of the several colleges is intrusted to their respective deans and faculties but the regents hold the power to regulate courses of instruction, prescribe books, confer degrees, grant diplomas, and pass by-laws granting the faculty the right to suspend or expel students. There were 1,396 members of the faculty during the school year 1929–30.

In October of the school year 1929–30 there were 9,468 students enrolled (5,962 men; 3,506 women).

<table>
<thead>
<tr>
<th>Field</th>
<th>Undergraduates</th>
<th>Graduates</th>
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<td>Letters and Science</td>
<td>6,315</td>
<td>844</td>
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<tr>
<td>Agriculture</td>
<td>577 long and middle courses</td>
<td>177 graduates</td>
</tr>
<tr>
<td>Engineering</td>
<td>1,039 undergraduates</td>
<td>44 graduates</td>
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<tr>
<td>Law</td>
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<td></td>
</tr>
<tr>
<td>Medical and Nursing</td>
<td>305</td>
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Special Activities

The university operates four agricultural experiment and demonstration stations showing the best practices in agriculture. These stations are located at Ashland Junction, Hancock, Marshfield, and Spooner. The counties in which these stations are located lease the land free of cost to the university and appropriate annually $500 to help defray the operating costs.

A state soils laboratory is operated in connection with the college of agriculture. Field examinations and laboratory analyses of soils are made at the request of any citizen. Fees are charged for this service.

The college of agriculture produces serums and vaccines for hog cholera. These serums are distributed to farmers at cost.

A state laboratory of hygiene is operated by the university. This laboratory examines water supplies, tuberculosis sputum, blood from suspected typhoid fever cases, diphtheria swabs, rabies in man or animals, anthrax, glanders, etc. The laboratory also prepares vaccine for the Pasteur treatment. In the year 1929-30, 54,481 specimens were received for diagnosis.

A state toxicologist is maintained in the department of pharmacology and toxicology. This official makes analyses of human and animal material submitted by district attorneys of the state. The chief function is to help in the detection of criminal poisoning.

A psychiatric institute is conducted by the university. The institute makes Wasserman and other blood tests and research investigations for the prevention and treatment of mental and venereal diseases, and promotes measures to relieve and prevent the need of state care.
The university also operates a general hospital in connection with the medical school. The university infirmary and the Bradley Memorial Hospital are a part of this “Wisconsin General Hospital.” The hospital serves to instruct the students and provides material for research but its main purpose is to provide hospital care for the citizens of the state who would otherwise be unable to secure such attention. Counties from which patients come are billed one-half the cost. A limited number of pay patients are accepted, and university students are given clinical and hospital care in return for their infirmary fees. Faculty members receive free clinical service.

A children’s orthopedic hospital is also maintained by the university. This hospital gives medical, surgical, and therapeutic treat-

![Wisconsin Orthopedic Hospital for Children.](image)

ment for crippled children under 21 years of age whose parents are unable to provide adequate treatment.

The university conducts a great deal of general research. This is especially true in the agricultural and medical fields. An observatory known as the Washburn Observatory is maintained. Through many men on the faculty of the college of agriculture it serves private agricultural associations such as the horticultural society and the livestock breeders, cheese makers, potato growers, and agricultural experiment associations. The academy of sciences, arts and letters and the archeological society have their headquarters at the university and their secretaries are university faculty men. The university also cooperates with the federal forest products laboratory, which is located on the campus, and gives spaces for housing a branch of the U. S. Weather Bureau.
Finances

The support for the university comes from taxes, supplemented by student fees, dormitories, commons, athletic ticket sales, sales of produce from university farms, federal aid, and private gifts. Very nearly 50% of the total amount expended by the university comes from sources other than taxes.

WISCONSIN SCHOOL OF MINES

The state maintains a school of mines at Platteville. It is somewhat difficult to classify this institution. Originally the school trained men for work in the lead mines of southwestern Wisconsin. In recent years many of these mines have been closed and this has changed somewhat the character of the school. Many of the graduates now enter the highway construction field, though a number go into mining work.

The requirements for admission are elastic. While a high school graduation is desirable, over 50% of the students have less training. This school offers an opportunity for additional training to boys who were forced to leave high school before graduation. Many of them have been out of school for a number of years. Since graduates and non-graduates of high school are admitted, two courses are offered, one for graduates and one for non-graduates. The courses are for three years and both give a thorough training in mathematics and science in the first year and one-half, though the non-high school graduates receive less advanced work in these two fields. After a year and one-half the students in the more advanced group receive most of their training in practical problems relating to the mining industry.

High school graduates may at the end of the second year transfer to some other institution such as the university, and receive full credit for their work at Platteville toward a degree in the engineering course. Students are also permitted to specialize in geology, mineralogy, chemistry, or surveying.

The school is controlled by a board of three members. The governor appoints two members for four-year terms and the state superintendent of public instruction is ex officio a member. The members are not compensated.