



LIBRARIES

UNIVERSITY OF WISCONSIN-MADISON

Citizen's survey of rural social conditions in Kenosha County, Wisconsin. 1931

Wileden, Arthur F.

Madison, Wisconsin: Extension Service of the College of Agriculture, 1931

<https://digital.library.wisc.edu/1711.dl/SR6K2WYKWBR578Z>

This material may be protected by copyright law (e.g., Title 17, US Code).

For information on re-use, see

<http://digital.library.wisc.edu/1711.dl/Copyright>

The libraries provide public access to a wide range of material, including online exhibits, digitized collections, archival finding aids, our catalog, online articles, and a growing range of materials in many media.

When possible, we provide rights information in catalog records, finding aids, and other metadata that accompanies collections or items. However, it is always the user's obligation to evaluate copyright and rights issues in light of their own use.

CITIZENS' SURVEY

KENOSHA COUNTY citizens, with the faith and courage of pioneers, have set out to make a good county an even better place in which to live and work, and rear a family. Starting in 1928, they began to study themselves and their county. The study was based on the principle that true advancement depends on a knowledge of the facts, and that these facts have more interest and motivating power when you gather them yourself.

Each of the five survey committees first gathered some facts, and then on the basis of these facts proposed certain definite recommendations. Some of these recommendations, listed at the conclusion of each section in this circular, are:

Education

Combine smaller school districts to form larger districts.
Equalize high school opportunities and cost.

Recreation

Develop a positive program of recreation.
Give attention to selection and training of leaders.

Health

Have a physician for health officer in each township.
Give children health examinations when starting school.

Social Welfare

Encourage education on matters of child welfare.
Organize a county child welfare board.

Farm and Home

Increase 4-H club projects and work among farm young people.
Give more help to farm women in facing problems of farm life.

This citizen's self-survey has already proved a revelation in what rural folks can do in gathering facts and then acting on the basis of these facts.

2006

Members of the Survey Committees

The survey was under the direction of an executive committee consisting of a county chairman, a county secretary, one representative from each town* in the county, and advisory members from the state university and the state capitol. The work of the survey was then divided into five fields of inquiry with a corresponding number of committees consisting of local, county and state representatives. The following was the personnel of these committees:

Executive Committee

Lynn Sherman, County Chairman
 Mrs. Gilbert Kerkhoff, County Secretary
 James Brooks, Town of Brighton
 Mrs. Roy Murdock, Town of Bristol
 Miss Frances Price, Town of Paris
 Walter Dexter, Town of Pleasant Prairie
 Paul Voss, Town of Randall
 Wm. Griffin, Town of Salem
 August Kueck, Town of Somers
 Mrs. Otto Schenning, Town of Wheatland
 Aubrey Williams, Wisconsin State Conference of Social Work, Advisory
 J. H. Kolb, Wisconsin State College of Agriculture, Advisory
 D. E. Lindstrom, Wisconsin State College of Agriculture, Advisory
 A. F. Wileden, Wisconsin State College of Agriculture, Advisory

Education Committee

Mrs. R. S. Ihlenfeldt, Chairman
 Mrs. Henry Rhodes, Town of Brighton
 Mrs. J. B. Edwards, Town of Bristol
 Mrs. Woodbury, Town of Bristol
 Mrs. I. Griffiths, Town of Paris
 Mrs. John Evans, Town of Pleasant Prairie
 Henry Owens, Town of Pleasant Prairie
 Miss S. Karcher, Town of Randall
 Mrs. Lynn Sherman, Town of Randall
 Mrs. C. Hockney, Town of Salem
 Marlin M. Schnurr, Town of Salem
 Mrs. Frank Witcheber, Town of Somers
 Mrs. Goodsell, Town of Somers
 Mrs. Frank Luke, Town of Wheatland
 R. S. Ihlenfeldt, County Supt. of Schools
 O. H. Plenzke, Wisconsin State Department of Public Instruction

Recreation Committee

George Price, Chairman, Town of Paris
 Mrs. J. Voelkering, Town of Brighton
 Rev. David Johnson, Town of Bristol
 Mrs. H. Mickelson, Town of Pleasant Prairie
 Gilbert Kerkhoff, Town of Randall
 Mrs. Arthur Bloss, Town of Salem
 Glenn Schwartz, Town of Somers
 Mrs. Yule, Town of Somers
 Miss Kathryn Luke, Town of Wheatland
 Edgar B. Gordon, University of Wisconsin School of Music

Health Committee

Dr. Wm. Fletcher, Chairman, Town of Salem
 Mrs. Eugene Carroll, Town of Brighton

Mrs. Margaret Malaski, Town of Bristol
 Mrs. L. C. Williams, Town of Paris
 Mrs. Walter Dexter, Town of Pleasant Prairie
 Mrs. Geo. Bassett, Town of Randall
 John Schwartz, Town of Somers
 Mrs. M. Rasmussen, Town of Somers
 Mrs. Otto Schenning, Town of Wheatland
 Miss Sigrid Jorgenson, County Nurse
 Dr. G. W. Henika, Wis. State Board of Health

Social Welfare Committee

Miss Frances Price, Chairman, Town of Paris
 Mrs. J. Van Liere, Town of Brighton
 Mrs. T. Powell, Town of Bristol
 Mrs. Walker, Town of Bristol
 Mrs. John Stratton, Town of Bristol
 Miss Grace Benedict, Town of Bristol
 Mrs. James Torrey, Town of Paris
 Mrs. Allen Turner, Town of Pleasant Prairie
 Mrs. Walter Dexter, Town of Pleasant Prairie
 Mrs. Harry Mickelson, Town of Pleasant Prairie
 Mrs. Gilbert Kerkhoff, Town of Randall
 Mrs. Dave Elfers, Town of Randall
 Mrs. Fred Schenning, Town of Salem
 Mrs. Pat Sandin, Town of Salem
 Mrs. O. D. Wicke, Town of Salem
 Mrs. J. Rhodes, Town of Somers
 Mrs. Ward Ozanne, Town of Somers
 Mrs. August Keuck, Town of Somers
 Mrs. Wm. Seno, Town of Wheatland
 Mrs. Otto Schenning, Town of Wheatland
 Miss Violet Fischer, County Probation Officer
 A. E. Nord, Racine-Kenosha County Y.M.C.A. Secretary
 Miss Mary M. Nicolls, Wisconsin State Col. of Agriculture
 Aubrey Williams, Wisconsin State Conference of Social Work
 Miss Elizabeth Yerxa, Wisconsin State Board of Control

Farm and Home Committee

Marlin M. Schnurr, Chairman
 Mrs. Pat Sandin, Town of Brighton
 J. B. Edwards, Town of Bristol
 Mrs. Chas. Funk, Town of Paris
 Harvey Gunter, Town of Paris
 Allen Turner, Town of Pleasant Prairie
 Mr. Martel, Town of Pleasant Prairie
 Mrs. Paul Voss, Town of Randall
 Chas. Freeman, Town of Randall
 Andrew Spahr, Town of Randall
 Wm. Griffin, Town of Salem
 Mrs. Geo. Beimer, Town of Salem
 Will Thompson, Town of Somers
 John Umland, Town of Somers
 Ben Kaskin, Town of Wheatland
 F. V. Ryall, County Agricultural Agent
 W. W. Clark, Wisconsin State College of Agriculture

* The term "town" is here used to designate that local rural governmental unit other than incorporated village or city, and to distinguish it from the surveyor's unit known as "township". Two of the eight towns in Kenosha county are smaller than a township, and two are larger.

Citizens' Survey of Rural Social Conditions in Kenosha County, Wisconsin

A. F. WILEDEN*

THE KENOSHA County Citizens' Survey grew out of a desire to make the county a better place in which to live, to work and to rear a family. It developed out of the background of the Wisconsin Better Cities Contest conducted in 1925. This contest was a revelation in what urban people could actually accomplish in gathering information and then acting upon the basis of it.

The city of Kenosha won the Better Cities Contest. It rated eighth, however, with ten cities in its class in the town-country relations section. Naturally, both local people and those interested from a state point of view began to ask questions. Conferences of local people were held, at which representatives from state agencies were present. It was decided that a plan somewhat similar to the Better Cities Contest might be adapted to rural areas. Kenosha county volunteered to cooperate in working out some sort of plan.

Purpose of the survey—Three principles are involved in this experiment of rural citizens studying their own affairs. The first is that true advancement is based on a knowledge of conditions. The second is that learning starts with the familiar, the near-at-hand, the experienced. The third is that facts have more interest and motivating power when you gather them yourself. This is not presumed to be a research study or research publication. It is rather a technique in extension education as a result of which policies may be based on the facts gathered.

Some backgrounds of the county—Kenosha county, in the southeastern corner of Wisconsin, is bounded by Lake Michigan on the east and Illinois on the south, and is located about half way between Milwaukee and Chicago. The county is about 12 miles wide and 25 miles long. It includes one city, Kenosha, an industrial center located at the extreme eastern end with an estimated population of 54,500 in 1928 as compared with 40,472 reported in the United States Census for 1920. The only incorporated village is Silver Lake which is located in the southwestern part, and had a population of about

225. Other governmental units in the county are eight towns, two of which are smaller, and two of which are larger than the customary six mile by six mile townships as laid out by government surveyors. One representative from each of these towns, one from the incorporated village, and one from each ward in the city of Kenosha make up the County Board of Supervisors, the governing body of the county.

Early history—The era of Indian trade with the white man in this southeastern section of Wisconsin lasted about two centuries and has been estimated as 1634 to 1834.* What is now Milwaukee was the center of these activities, and the names of traders that stand out were Antoine LeClaire, La Framboise, Thomas G. Anderson, Jacques Vieau, and Solomon Juneau. The latter laid the foundations for the present city. The Indians remained in this general area until about 1838 when they were removed to the west side of the Mississippi.

The years 1833-1836 were a time of great activity so far as the land surveys were concerned. In addition to laying out township and section lines, the surveyors took notes on the quality of the soil, the drainage and water supply, and the kinds of timber. They also indicated where survey lines crossed trails or roads, and located Indian mounds and battlefields. Land offices were opened, and it was in 1836 that the movement of settlers into this region was well under way. A wagon road had been opened from Chicago in 1835. Most of the emigrants, however, came on sloops or steamers by way of the lakes, debarking at points that now mark Milwaukee, Racine, Kenosha or Chicago, and traveling inland.

The census of 1840 was a means of measuring the new population. It revealed 3,475 persons in Racine County (which included what is now Kenosha county). Of this number, 981 were described as farmers. Practically all of these people entered the area during a period of six years, and by far the most of them in a period of four years. By 1850 Kenosha county (which was then reported separate from Racine county) had a total population of 10,735, of which 7,332 were American born.

* Aubrey Williams, Secretary of the Wisconsin State Conference of Social Work, and J. H. Kolb and D. E. Lindstrom of the Rural Sociology Department of the Wisconsin College of Agriculture, co-operating with local and county members of the survey committees, inaugurated and carried out this survey in its early and formative stages. The present author took over the work when the data gathered for three of the committees was about complete, carried on with the other two committees and prepared the manuscript in its present form.

* This and other historical information here presented are from the Wisconsin Domesday Book, General Studies, Volume II, Four Wisconsin Counties by Joseph Schafer, and published by the State Historical Society, 1927.

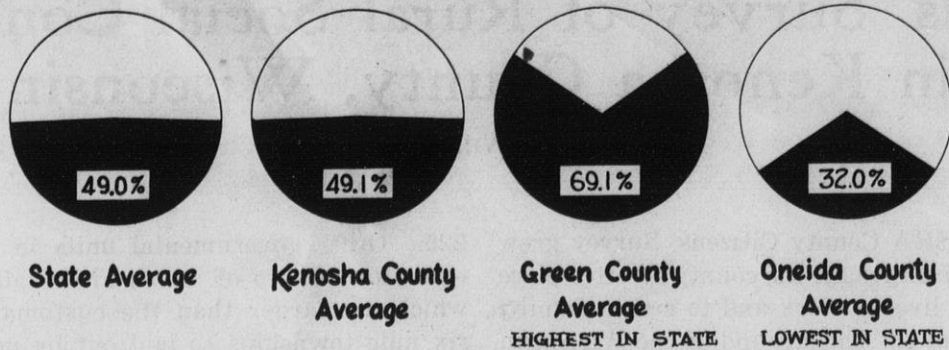


CHART 1—RATIO OF DEBT TO FARM VALUE IN KENOSHA COUNTY, 1925
Source: U. S. Census of Agriculture, 1925, Wisconsin.

Those born in New York or Wisconsin numbered 5,196. Of the foreign born, the Irish were in the lead with 1,209 persons, and the Germans second with 826.

Farming conditions—Most of the Kenosha county farmers are dairymen. The two eastern towns, and particularly the town of Somers, do considerable truck farming. Interspersed among the truck farmers and dairymen in the eastern part of the county and clustered in suburban areas such as South Kenosha and Lake Shore Road are quite a number of factory employees, who come outside the city limits to find homes where rents are somewhat lower.

Several small lakes in the southwestern and west central part of the county attract many summer vacationists. Land values are therefore considerably increased in these sections, and frequently city attitudes and concepts disrupt the customs and mode of living of the farm people.

The average size of the farms in Kenosha county is very near the average for the entire state of Wisconsin, and considerably larger than the average for the southeastern district comprising Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha counties. The average number of acres per farm in Kenosha county is 107 (Table I) compared with 89 acres per farm in the southeast district, and 113 acres for the state average.

Table I.—Average Size of Kenosha County Farms, 1925
(Compared with district and state average*)

Acres	Kenosha county average	Southeast district average	State average
	107	89	113

Source: Wisconsin Department of Agriculture, Crop and Livestock Reporting Service, Bulletin 90.

* The southeast district includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha counties.

Almost one-third of the farms of Kenosha county are operated by tenants. This is higher than the southeast district average and almost twice as high

as the state average. Many of these tenants, however, are young farmers, frequently the owners' sons, who are cash or share renting as a preparatory step to farm ownership. The percentage of tenancy in 1925 was 30.8 per cent for Kenosha county as compared with 19.8 per cent for the southeast district average and 15.5 per cent for the state average.

However, when it comes to expressing the ratio of indebtedness to the total farm value, Kenosha county is about the same as the state as a whole. About half of the total farm value is mortgaged. Chart I shows that in Green county, the highest in the state, 69.1 per cent or over two-thirds of the total farm value is mortgaged, while Oneida county, the lowest in the state, 32.0 per cent or less than one-third is mortgaged. Green county is in the south central district of the state, and Oneida county is in the north central district.

Population—The total is reported as 51,284 in the 1920 United States Census. Of these 10,812 were reported as living outside of the city of Kenosha in what we, in this study, have called the rural areas of the county. A later 1925 United States Census of Agriculture reports 6,372 as actually living on farms in the county. The number of families, or groups living under one roof, outside of the city of Kenosha, was 3,210 according to the school clerks' reports in the county superintendent's office in 1928. This latter figure is used as a basis for many of the family estimates used in this circular.

Facts gathered by one of the committees about the heads of families living outside of the city of Kenosha show that in 1930 half of them were born in Kenosha county. Furthermore, about two-thirds of the heads of families were born in the United States and the remaining one-third were foreign born. The foreign born came from thirteen different countries, Germany being outstandingly first, but others including Denmark, Poland, England, Sweden, Holland and Russia contributed many.

Furthermore, about four-fifths of the heads of these families outside of the city of Kenosha had been born and raised in rural areas. About one-fifth were urban born and had moved to rural areas.

The survey revealed that less than ten per cent of the families outside of the city of Kenosha were without children. Over one-third of these Kenosha county families had children of pre-school age or five years of age and less; almost three-fourths of them had children of school age or ranging from 6 to 17 years; and one-third of them had children past school age or 18 years of age or older. These comparisons are indicated in Chart 2. Furthermore,

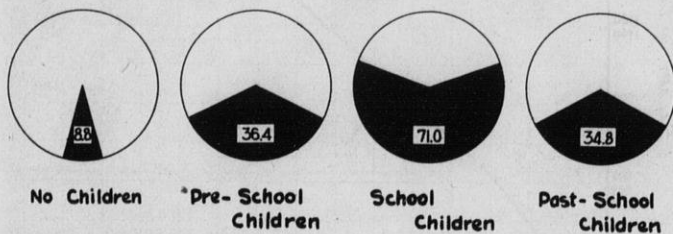


CHART 2—PERCENTAGE OF FAMILIES WITH CHILDREN IN VARIOUS AGE GROUPS, 1930*

Source: Information obtained from a study of 442 families in Kenosha County by the social welfare committee, 1930.

* By this classification "pre-school" includes children five years and under, "school children" those six years to 17 years inclusive, and "past school" children 18 years and over.

about one-thirteenth of these families had pre-school children only, one-eighth had only children past school age, while about one-fourth of them had children of school age only. Less than one out of twenty had children in all three groupings. It is apparent that the age distribution of children in these families in 1930 was seldom more than eighteen years, and usually not more than twelve years.

The analysis showed that slightly over half of these children were of school age. Furthermore, a little over one-fourth of them were past school age, and slightly less than one-fifth were of pre-school age.

Road system—Kenosha county has one of the finest systems of roads in the state. There are ap-

proximately 86 miles of hard surface road, 45 miles of which is in the towns of Somers and Pleasant Prairie. All other roads which are traveled to any extent are surfaced with gravel. Roads in the entire county, maintained jointly by the county and state highway departments, are kept open for travel all winter.

Organization of the survey—An executive committee consisting of one person from each of the eight towns in the county was appointed. This group then selected a chairman and a secretary. Numerous meetings of this executive committee with such county people as the agricultural agent, superintendent of schools, supervising teacher, county nurse, probation officer, and members of the county board of supervisors were held. People from the State University, State Conference of Social Work, and various state departments were present.

It was decided to divide the survey into five fields of inquiry with a corresponding number of committees. The fields were education, recreation, health, social welfare, and farm and home. The committee responsible for each was composed of representatives from each of the eight towns. For each of these committees, the county executive committee named a county chairman.

A small state committee for each of the five fields of study was then organized. It was the function of this state committee to counsel with the local county committee relative to fertile fields for study and as to methods of gathering information. The rural sociology extension representative from the state College of Agriculture acted as a convener and as the field secretary for each committee. His further function was to draw together, and, with the aid of the members of the local and state committees, to discuss and interpret the findings in terms of things that could be done about them. There was no formal affiliation with any county or local organization, political body, or religious sect. The committees were made up of citizens, and acted only in that capacity.

Educational Conditions

ONE OF THE MOST important factors in the welfare of a people is the adequacy of its educational opportunity. This survey indicates that Kenosha county is well above the average in that respect. However, there is still much to be desired.

Most rural schools small and have one teacher—Kenosha county has 63 rural school districts. Most

of these are small, and have but one teacher. Only seventeen of these districts, all located in the eastern, central or southwestern part had more than one teacher (Chart 8). Of these, only three, all of which were rather close to the city of Kenosha, had more than two teachers.

On the other hand, while the figures indicate that there are a large number of one-room schools, 40 of

the 86 teachers or almost half of the teachers, were employed in schools of more than one department. At the time this survey was made, there was a decided tendency toward the development of these state graded schools (schools with more than one teacher), six schools in the county changing into that class in five years.

A further comparison also indicated that in 1928 a trifle over half of the 2,000 elementary school pupils in the county were in schools of more than one department. The one-teacher rural schools averaged about twenty pupils per teacher, while the schools with more than one teacher averaged about twenty-seven pupils per teacher.

High school service is inadequate—Only 18.9 per cent of the area of the county is in a high school taxing district, according to the 1924-1926 biennial report of the State Department of Education. The towns of Bristol, Pleasant Prairie, and Somers, and most of Paris, Brighton, and Wheatland are not included as indicated in Chart 3. Of 362 families studied by one of the survey committees, 46.7 per cent live more than three miles from high school. There were 38.1 per cent of the families in Bristol living more than three miles away, who indicated a desire for a high school nearer, while 36 per cent in Randall and 25 per cent in Pleasant Prairie made the same statement.

Two hundred and seventy-two high school students in the county in 1929-1930 came from the non-high school supporting areas (Chart 3). They often traveled farther to school, frequently being away from home over night. Their parents had practically nothing to say about the management of the school or the courses offered. On the other hand, the children in these areas secured their high school training often for less than half of the actual costs.

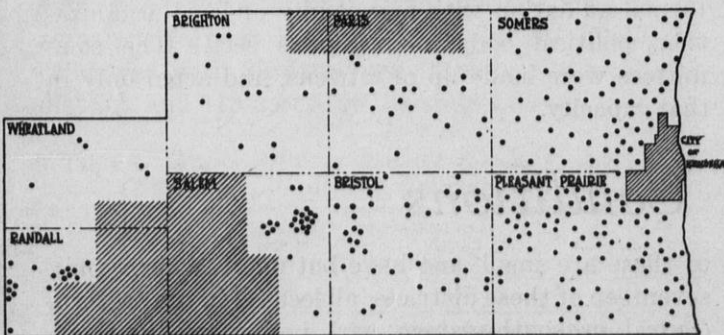


CHART 3—KENOSHA COUNTY HIGH SCHOOL DISTRICTS, 1929-1930. ALSO SHOWING WHERE HIGH SCHOOL STUDENTS COME FROM OUTSIDE THESE AREAS.

Source: Office of the Kenosha County Superintendent of Schools, from the various town clerks' records, and from the office of the State Superintendent of Public Instruction.

Experienced teachers go to schools paying higher salaries—The reports from 86 teachers in Kenosha county indicate that the schools that secure the more experienced teachers must pay the higher salaries. Chart 4 indicates a direct relationship between the

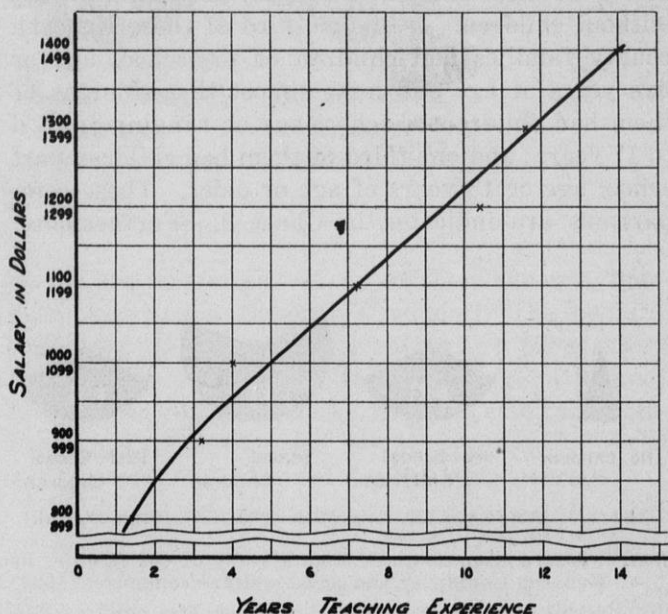


CHART 4—RELATION OF SALARIES PAID RURAL SCHOOL TEACHERS TO YEARS OF TEACHING EXPERIENCE, KENOSHA COUNTY, 1928.

Source: Information obtained from 86 rural school teachers.

two factors. The figures indicate however, that a few outstanding teachers reach the highest salary class after only five or six years teaching experience.

The average salary paid for teachers in Kenosha county is slightly less than \$1,100 and the average experience of teachers less than seven years. In three towns in Kenosha county, the teachers' salaries average less than \$1,000. These towns are Brighton, Paris, and Wheatland. All of these towns have only one-room schools. The average years of experience for their teachers are 2.1, 2.7, and 3.2 years respectively. Somers, on the other hand, pays the highest average salary, or about \$1,200, and secures teachers with 6.6 years experience. Bristol, although paying not quite as high a salary, secures teachers with an average of eight years experience.

Efficient schools require high percentage attendance—In 1928-1929 Kenosha county rural schools had an average daily enrollment of 32 pupils. The smallest school had an average enrollment of five and the largest 139 as shown in Chart 5. There were ten with an enrollment of less than ten pupils. The average daily attendance was 91.5 per cent of the pupils enrolled, which means that almost one out of ten was absent every day in the school year. The

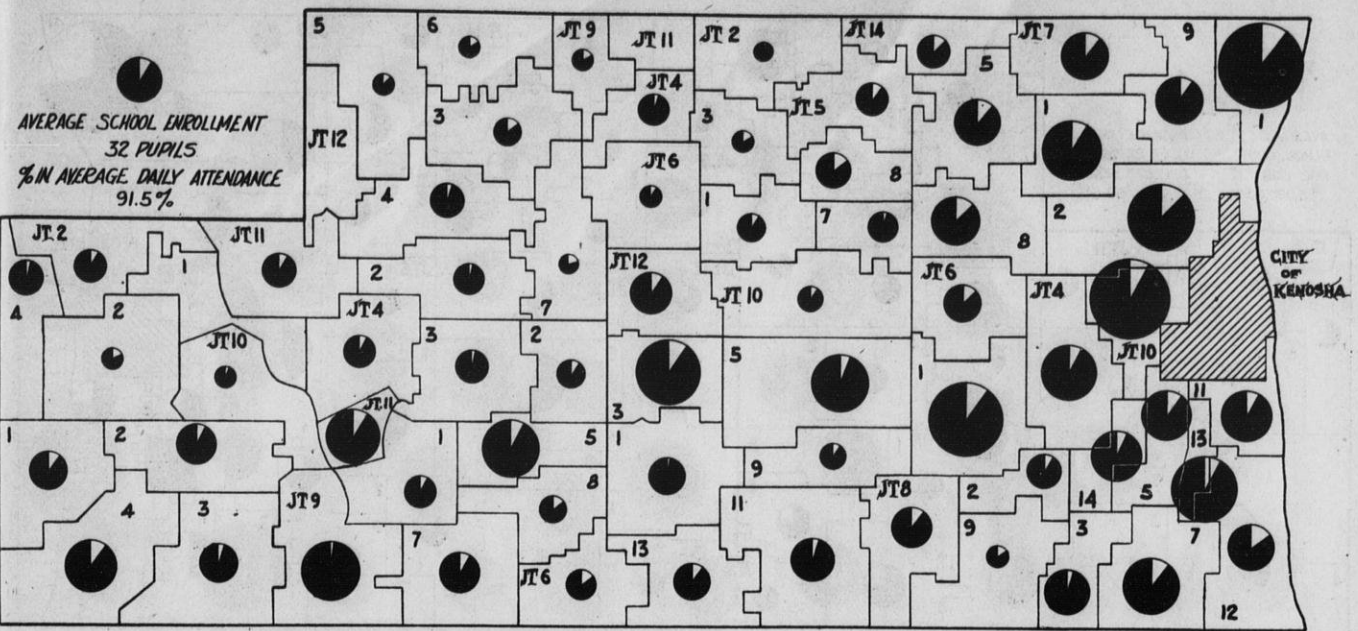


CHART 5—PUBLIC SCHOOL ENROLLMENT WITH PERCENTAGE IN AVERAGE DAILY ATTENDANCE, 1928-1929

Source: School Clerks' records in the office of the County Superintendent of Schools. Enrollment figures are in terms of average daily enrollment.

best record made by any school was 98.4 per cent; and the poorest 79 per cent which is more than one in five pupils absent every day. As high as 12 per cent of the pupils in one school were absent on account of sickness, and in another 7.4 per cent stayed out for home work.

These Kenosha county figures may be contrasted with the state as a whole for the same year according to the biennial report of the State Department of Public Instruction. These state figures show an average daily attendance for rural schools of 83.5 per cent and 88.8 per cent for state graded schools. The present daily attendance is higher in Kenosha county schools than the state average.

A comparison of the age and grade in school of 1727 school pupils in the county in 1928 shows a normal distribution (Table II). There are quite a

Table II.—Age of Rural School Pupils by Grade, Kenosha County, 1928

Grade in school	Years of age of pupils																	Total
	5	6	7	8	9	10	11	12	13	14	15	16	17	17				
K	6	1															7	
1	45	150	64	14	2	1											277	
2		40	130	71	26	7	1										275	
3			22	93	69	35	6	1	1								227	
4				22	70	68	20	8	1								189	
5					14	66	78	28	11	5	1						203	
6					1	13	65	71	32	10	5	1					198	
7						1	18	76	64	39	6						205	
8								13	55	46	22	9	1				146	
Total	51	191	216	200	182	191	188	197	164	100	35	10	2				1727	

Source: Information obtained about 1,727 pupils in 58 Kenosha County rural schools.

A coefficient of gross correlation calculated from the above correlation table is +0.922 with a standard error of 0.888. This indicates a normal age-grade distribution.

few pupils who are not far enough advanced in their grade, and on the other hand there are a few about a year ahead of the normal age-grade distribution. The pupil who is fifteen years of age and in the first grade is undoubtedly in need of special attention. Pupils so seriously retarded should receive a special examination at the hands of a clinical psychologist.

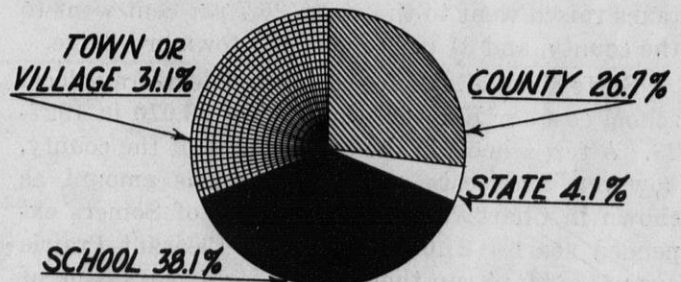


CHART 6—PERCENTAGE OF LOCAL TAXES USED FOR STATE, COUNTY, TOWN OR VILLAGE, AND SCHOOL IN KENOSHA COUNTY, 1928-1929.

\$390,231 total county tax excluding the City of Kenosha and Silver Lake Village.

Source: Proceedings of the County Board of Supervisors of Kenosha County, 1928-1929, p. 197.

Local school costs make up large part of tax burden—Probably no one would say that the children, the most valuable "crop" produced on the farms of this county, should receive poorer educational opportunities than they have at present. Nevertheless it must be recognized that schools make up a large part of the tax burden. In Kenosha county (Chart 6) 38 per cent of the taxes raised in 1928-29 went for local schools. In four towns of the county it was

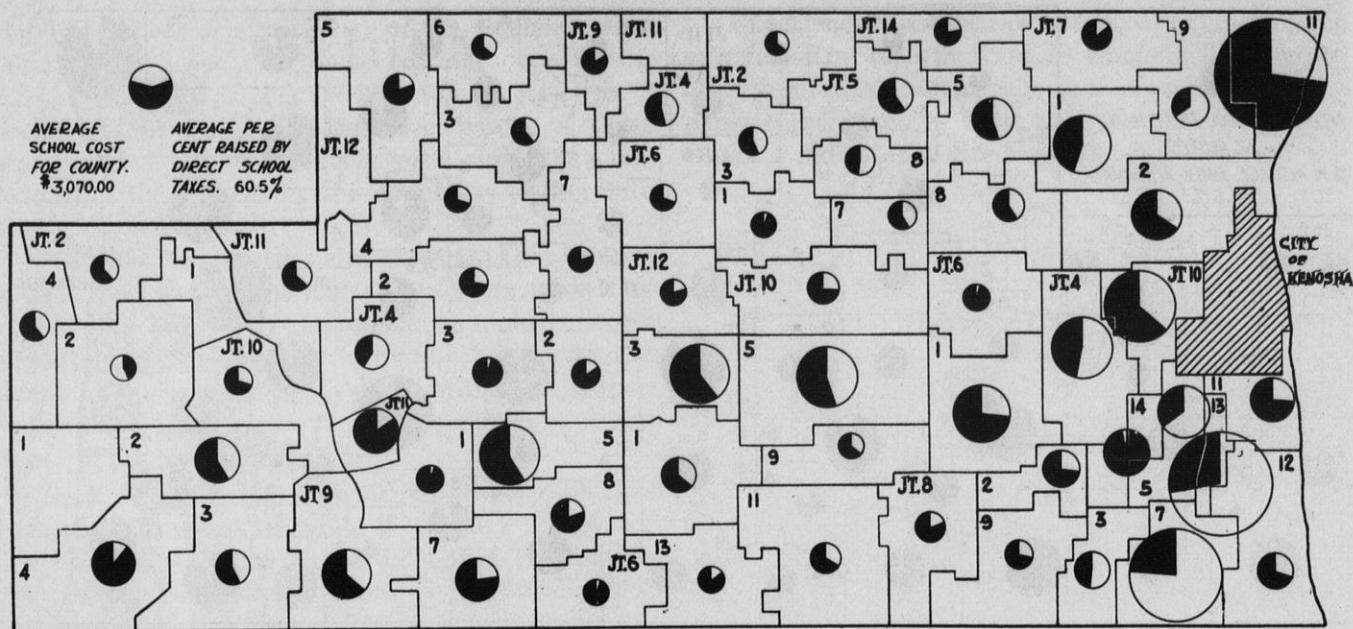


CHART 7—TOTAL SCHOOL COSTS WITH PERCENTAGE RAISED BY DISTRICT SCHOOL TAXES, KENOSHA COUNTY, 1927-1928.
Source: Kenosha County Superintendent's Report, 1927-28 for school cost figures and County Board of Supervisors' Proceedings, 1927-1928, p. 197.

even higher than this. Somers paid 48 per cent, Salem, 43 per cent, Pleasant Prairie, 43 per cent, and Randall, 39 per cent, for local schools. In Wheatland, on the other hand, the expenditure for public schools was only 22 per cent of the local taxes raised for state, county, town or village, and school as reported in the proceedings of the County Board of Supervisors. For the county as a whole 4.1 per cent of the taxes raised went to the state, 26.7 per cent went to the county, and 31 per cent to the town or village.

State aid available for schools—The average local school cost for Kenosha county was \$3,070 in 1927-28. A few schools in the eastern part of the county, however, had costs several times this amount as shown in Chart 7. One in the town of Somers expended nearly \$21,000 and one in Pleasant Prairie over \$18,000 to run their school for a year. One of these schools had five teachers and the other, two teachers. The one-room rural schools of the county, on the other hand, usually expended much less than the county average. This was particularly true in Paris and Brighton in each of which was a district spending less than a thousand dollars to run its school for a year.

For the county as a whole, over 60 per cent of these total school costs were raised by direct school taxes. This per cent varies considerably from district to district. Six districts in the county (Chart 7) receive less than 5 per cent from other sources than direct local taxes. Three of these are in Salem and two in Pleasant Prairie. Ten districts on the

other hand, obtained more than half of their total support from other sources than from local district taxes.

Small schools have lower equalized value—The State Department of Education sets \$250,000 equalized valuation as the necessary minimum for proper maintenance of a one-room rural school. Kenosha county has six districts with an equalized valuation less than that amount. Three of these are in the town of Brighton, and two in the town of Paris where there are eleven one-room schools. Chart 8 shows a comparison of the equalized valuation per teacher employed in each school district in the county. It will be noticed that the richest districts occur in Randall and Pleasant Prairie towns and the poorest in Brighton and Paris. These richer districts tend to employ more teachers and to employ more experienced teachers. Likewise reference to Chart 5 indicates that the districts with lower valuation have the smaller enrollment.

Small districts have either poorer schools or higher costs—The mill cost per dollar of equalized valuation in Kenosha county seems to bear little relation to the equalized valuation of the district itself. The measure of gross correlation between the two is $+0.0019$. On the other hand, as already indicated, the quality of the schools varies greatly from district to district. If the district is small, and has a relatively small amount of property valuation, either of two things happens: the costs are higher than for other districts, or the schools are not so good. The

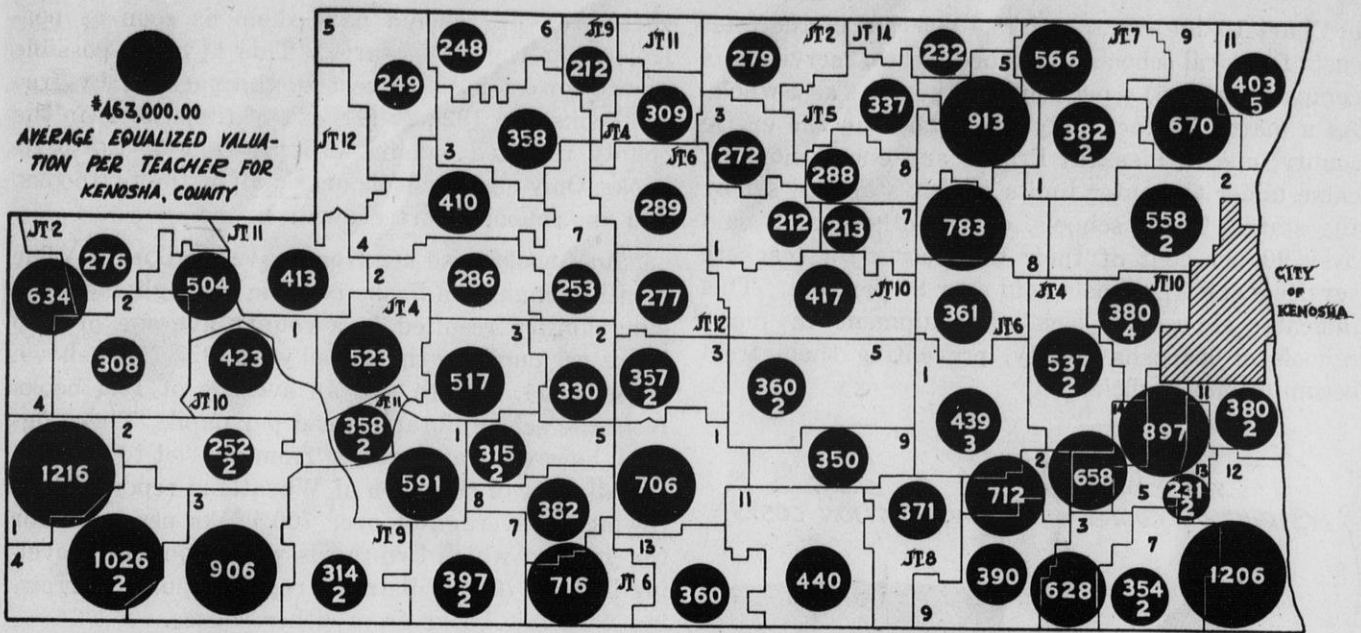


CHART 8—EQUALIZED VALUATION PER TEACHER OF SIXTY-THREE KENOSHA COUNTY SCHOOL DISTRICTS, 1928.

(The upper figures represent equalized valuation in thousands of dollars; the lower figures, the number of teachers where more than one.)

Source: Assessed valuation obtained from township tax rolls, 1928, with equalized valuation computed. Assessed valuation ranged from 44% to 72% of the true valuation.

latter is usually the case. This is borne out by a comparison of Chart 9 with Chart 5. Running expenses for schools range from \$34 to \$202 per pupil in average daily attendance, while the average for the county is \$73.33 per pupil. The state average cost for the same year was \$104.90. It is of interest that nine rural schools in Kenosha county

cost over \$150 per pupil in average daily attendance during the year 1927-1928.

According to the State Department of Education, the schools that pay more than 50 per cent to 60 per cent of the total costs of operation for teacher services are likely to have too little money available for other purposes. In Kenosha county, as shown

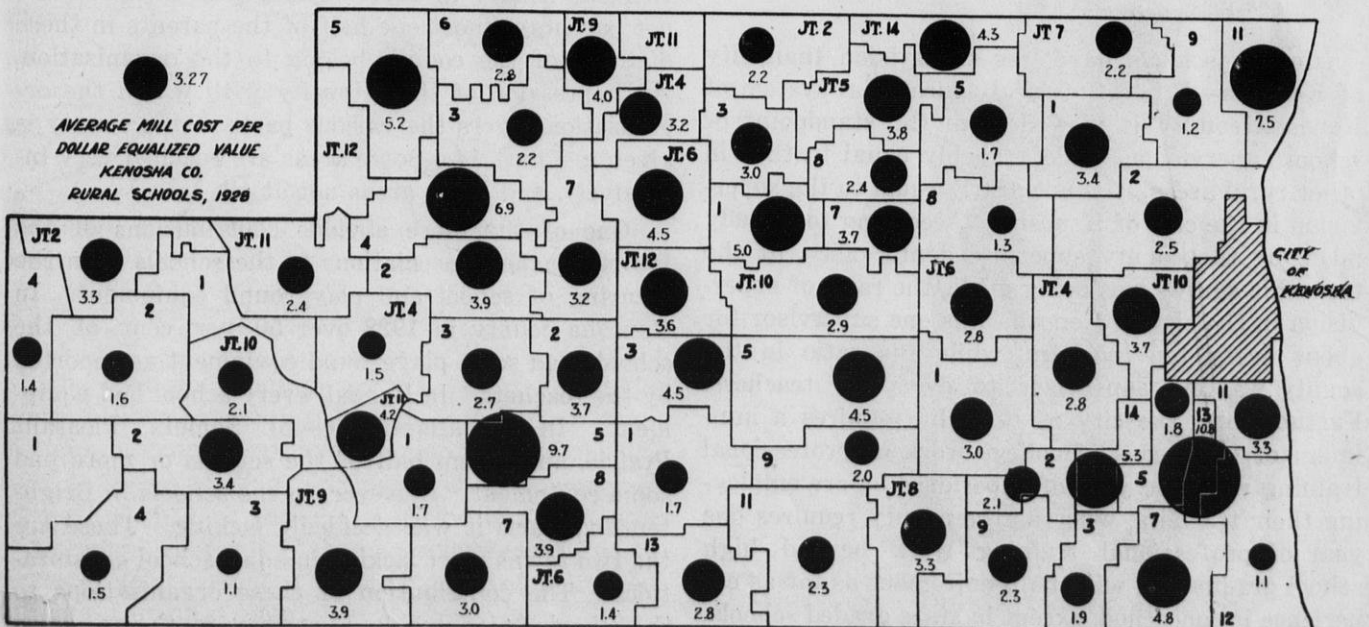


CHART 9—MILL COST PER DOLLAR OF EQUALIZED VALUE IN SIXTY-THREE KENOSHA COUNTY SCHOOL DISTRICTS, 1928.

Source: Mill cost per dollar obtained from township tax rolls, 1928.

in Chart 10, an average of 73.4 per cent of the total costs for rural schools went for teachers' services, as compared with 51.4 per cent for the state as a whole. As a matter of fact, only two schools in the entire county, one in Pleasant Prairie and one in Somers, came under the outer limits of this standard set by the state. Three schools, on the other hand, paid over 90 per cent of their total costs for teachers services, and 21 schools paid over 80 per cent. This indicates a possible lack of equipment in many schools of Kenosha county, preventing them from becoming most efficient.

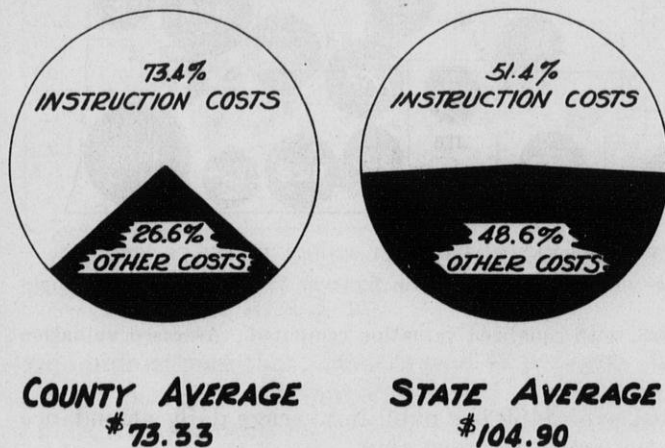


CHART 10—COST PER PUPIL, IN AVERAGE DAILY ATTENDANCE, KENOSHA COUNTY, 1928-1928

(With percent instruction cost is of total cost as compared with the state average).

Source: School Clerk's reports to the County Superintendent of Schools, 1927-1928, and from the Biennial Report of the State Department of Public Instruction, p. 162, 1926-1928.

County schools have less supervision than city of Kenosha—When the rural educational system of Kenosha county is viewed from the standpoint of school supervision, while probably equal to that in other rural areas, it is not nearly equal to the supervision in the city of Kenosha. According to a study made by the county superintendent's office, at the time this survey was being made, the ratio of supervision in the city of Kenosha was one supervisor for about every ten teachers, while the ratio in the county was one supervisor to every 43 teachers. Furthermore, the city of Kenosha requires a minimum of two years of college work or professional training with one year of experience before employing their teachers, whereas the county requires one year of professional training work beyond high school graduation, with no requirement as far as experience is concerned, except in state graded schools.

Schools need free text books—Every pupil in the school should have the required text books. Fur-

thermore, they should have them as soon as possible after the class starts. This is made possible at the lowest possible cost to the parents, by free textbooks. In 1928-29 fifty-six of the schools in the county reported owning 62.5 per cent of the textbooks. Only eight schools owned all of the textbooks, and one school reported owning none.

Most books read are from traveling library—The monthly change in books possible through the traveling library resulted in a county average of 15.5 books per pupil for the school year 1928-29 as shown in Chart 11. There was an average of 10.4 books from the school libraries read per pupil. These figures, however, vary greatly from district to district. One district in the town of Wheatland reported borrowing an average of over 100 books per pupil for the year, of which two-thirds were from the traveling library. Other districts, reported pupils borrowing very few books from either source.

The adults, on the other hand, used very few books, chiefly because most of the books available were for children. On the average, the children per school district borrowed 301.7 books per year from the county library. The adults per district borrowed only 18.8 from this source during the year 1928-1929. These figures are based on information secured from teachers in thirty-six rural school districts and checked with the county superintendent's annual report.

Many schools support community activity—There were 44 rural Parent-Teacher Associations in Kenosha county in 1928. Though all members are not parents, almost one-half of the parents in these districts of the county belong to the organization. An impression of the intensity with which the organization covers the various parts of the county is given in Chart 14. Some areas are reached very intensively, and other areas not at all.

One of the more obvious contributions of the Parent-teacher Associations to the schools is in the securing of school and playground equipment. In Kenosha county in 1928 over 50 per cent of the schools had some playground equipment as reported by the teachers. In Randall every school had equipment. In Wheatland, Bristol, Somers, Pleasant Prairie, and Salem half of the schools or more had some equipment. However, in the schools in Brighton and Paris it was decidedly lacking. These are the two towns most lacking in adult school organizations. The contribution of these organizations to the schools is invaluable. Furthermore, they are also concerned with numerous other community activities.

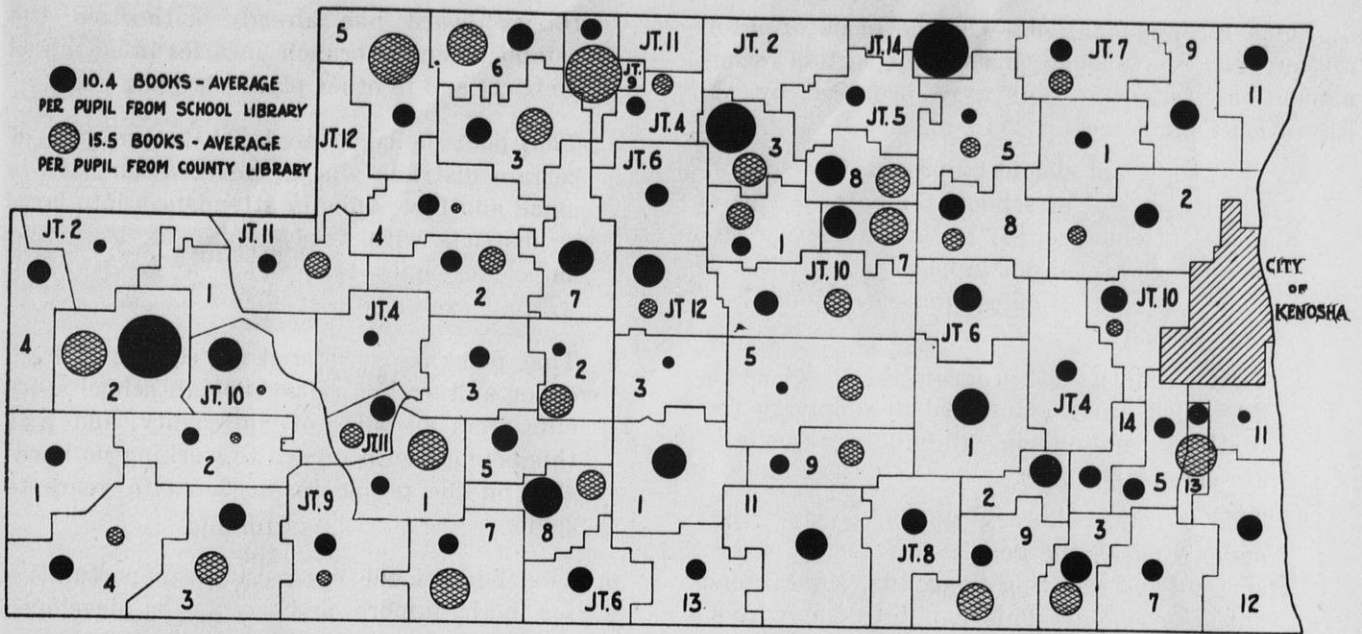


CHART 11—NUMBER OF LIBRARY BOOKS BORROWED BY CHILDREN IN KENOSHA COUNTY DURING THE SCHOOL YEAR, 1928-1929. (Classified by School Districts)

Source: Information secured from teachers and checked with county superintendent's annual report. (Use of school library reported by 63 schools, and county library by 36 schools)

There were 465 4-H Club members in the county in 1928. This was an average of thirty-one members per club. Chart 12 shows the areas that these organizations cover. It is noticeable that certain parts of the county were not covered by 4-H clubs in 1928.

which speaks well for Kenosha county. A proper association of these organizations has not, however, existed; and unless this does come about, both organizations will suffer for lack of it.

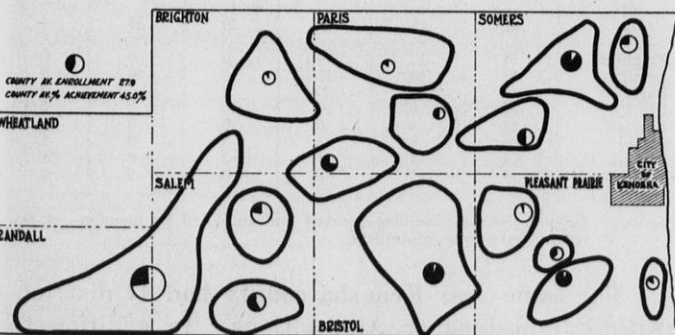


CHART 12—FOUR-H CLUB MEMBERSHIP AND ACHIEVEMENT, KENOSHA COUNTY, 1927-1928

Source: Records in the Office of the County Agricultural Agent.

The Kenosha county agent's report for 1929 shows a very interesting growth in 4-H Club completions in comparison with growth. This comparison, as shown in Chart 13, indicates a very marked increase each year through a period of four years of the number of 4-H Club completions measured in terms of achievement. This is in spite of a marked falling off of total enrollment the last year.

Parent-Teacher organizations and 4-H clubs have had an independent growth in the last few years

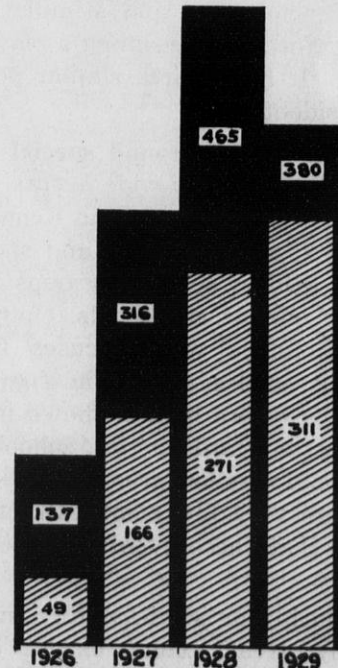


CHART 13—COMPARISON OF 4-H CLUB MEMBERSHIP AND ACHIEVEMENT, KENOSHA COUNTY, 1926 TO 1929.

Solid—County 4-H Club enrollment.
Crosshatch—Number of completed projects.

Source: Kenosha County Agricultural Agent's Report, 1929.

Some recommendations—On the basis of information gathered through this survey, certain recommendations for correction were proposed by the Education Committee.

1. That some aid should be provided the county superintendent of schools for enforcement of school attendance. It is suggested that this should be worked out in cooperation with the county probation officer and the county welfare worker.
2. That a county-wide program for all schools be developed, looking forward to supplying free textbooks and altering all buildings to eliminate cross lighting.
3. That a county library system be developed, embodying all the good points of the present system, and relieving the county superintendent of schools. This can be done without very great cost to the county because the

county board has already authorized the establishment of branch libraries in all school districts and in other places desiring such.

4. That plans be considered for the unifying of certain districts where the taxation base is small and few pupils in attendance, into larger districts with an adequate tax base, and sufficient pupils to provide a good school without excessive cost.
5. That plans be considered for equalizing both opportunities and costs for high school students from all parts of the county, and that this be done with regard to working no hardship on the people in any area in years to come.
6. That educational organization opportunities for both juniors and adults be developed equally for people in all parts of the county.

Recreation Conditions

HOW PEOPLE PLAY often determines the effectiveness of their work. Kenosha county, bounded by woods, lakes, and good roads, and with comparatively high average wealth, affords the opportunity of wholesome and stimulating recreation. It is therefore fast becoming a playground for the city toiler. It holds forth similar potentialities for its rural residents.

Groups are polarized around special interests—The old type of community-wide events, so popular in pioneer days, were rarely held in Kenosha County in 1928. Picnics, social parties, and special school programs were held by selective groups irrespective of community boundaries, schools, churches, clubs or families. Holidays were excuses for holding many of those special events. The frequency with which such events were held is shown in Table III. It is noticeable that card parties, school programs, and special social parties are the most frequent, while there were very few community fairs. It is also noticeable that these events vary considerably between towns.

Regular monthly or semi-monthly meetings are not held to any great extent except by Parent-Teacher Associations and 4-H Clubs. Chart 12 has indicated the location of these fifteen 4-H Clubs in the county in 1928. These clubs reached about one-sixth of the eligible young people in the county that year that were of club age.

Table III.—Group Recreation Meetings in Kenosha County, 1928
(Classified by towns)

	Cards	School programs	Social parties	Dances	Picnics	Fairs
County total	81	71	56	30	30	3
Brighton	20	10	4	0	0	0
Bristol	10	14	12	10	10	0
Paris	3	12	20	0	2	0
Pl. Prairie	20	9	10	12	2	1
Randall	12	4	0	0	0	0
Salem	6	8	5	5	9	1
Somers	5	9	5	3	2	1
Wheatland	5	5	0	0	5	0

Source: Reports from 362 families checked and amplified by members of the recreation survey committee.

The same year Kenosha county had 44 districts with Parent-Teacher Associations. In addition to these there was one community club in the county. These Parent-Teacher Associations included in their membership a little less than half the parents in the districts they served. The extent to which intensity of parent membership varied from one district to another is shown in Chart 14. There were nine districts in the county that reported 100 per cent parent P. T. A. membership in 1928, while there were 18 districts with no organizations. Also the associations that year reported that on the average less than 40 per cent of the people who were members actively participated in any way.

Schools are centers for most community activity—The most active single non-commercialized recrea-

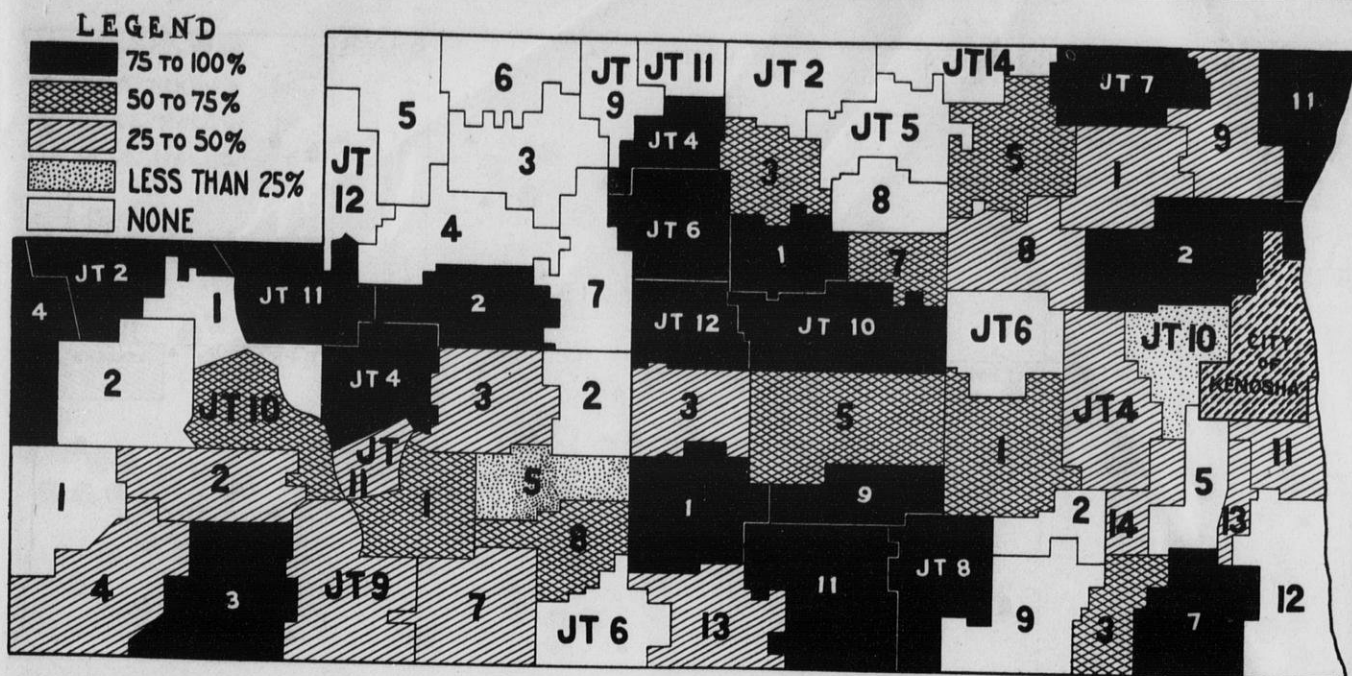


CHART 14—PERCENTAGE OF PARENTS SERVED BY PARENT TEACHER ASSOCIATIONS, 1928 (Mapped according to school districts)
 Source: Records of the treasurer of the Kenosha County Council of Parents and Teachers, 1928.

tion agencies in the county in 1928 were the Parent-Teacher Associations. They held a total of 409 meetings in the county that year. Almost all of these meetings were held in the schools. It was noted that the town of Brighton, having fewer associations, had fewer such meetings than any other. Table IV shows the frequency of such projects in the county in 1928 as putting on plays, group singing, choirs,

Table IV.—Recreation Projects in Kenosha County, 1928
 (Classified by towns)

	Group singing	Dramatics	Choir	Orchestra
Total county	51	23	9	2
Brighton	2	1	1	0
Bristol	6	3	2	1
Paris	8	5	2	1
Pl. Prairie	11	6	1	0
Randall	3	0	0	0
Salem	8	4	0	0
Somers	9	3	1	0
Wheatland	4	1	2	0

Source: Reports from 362 families checked and amplified by members of the recreation survey committee.

and orchestras. Group singing was the most frequent of these, but this was mostly community singing without intensive effort and training. A glance at Table III, however, shows that although the town of Brighton has fewer Parent-Teacher Associations, it tends to have more school programs and also more card parties than many of the others.

Groups meeting for school programs and plays invariably use the school buildings except in case a larger hall is available (Chart 15). This locates

twelve school buildings that in 1928 had some special equipment such as moveable seats, a small auditorium and sometimes a stage and lunch equipment, which made them especially adaptable for community meetings. The most frequently available places, however, were the 51 unadapted rural schools. The county also had ten church halls, six "community" halls, and five privately owned halls which might be used under special conditions.

As a part of this picture we must remember that play, music and program practices were often held in the schools or the home. Frequently these are a more important part of the community life than the final performance itself. We, therefore, find that the schools of Kenosha County in 1928 had become a very vital part of the community fabric.

Families seek available recreation first—Of the 362 families included in the recreation survey in 1928, 27.3 per cent reported taking long auto trips, 25.1 per cent report swimming as a recreation, 25.1 per cent report members of the family playing baseball, and 20.2 per cent report members taking part in concerts, operas and plays. Only 5.0 per cent report golf as a recreation. A study of the distribution of these events over the county reveals that those areas offering facilities for such activities as swimming, golf, and baseball have the highest percentage of participation in these activities. On the other hand, the percentage reporting long auto trips is about uniform all over the county.

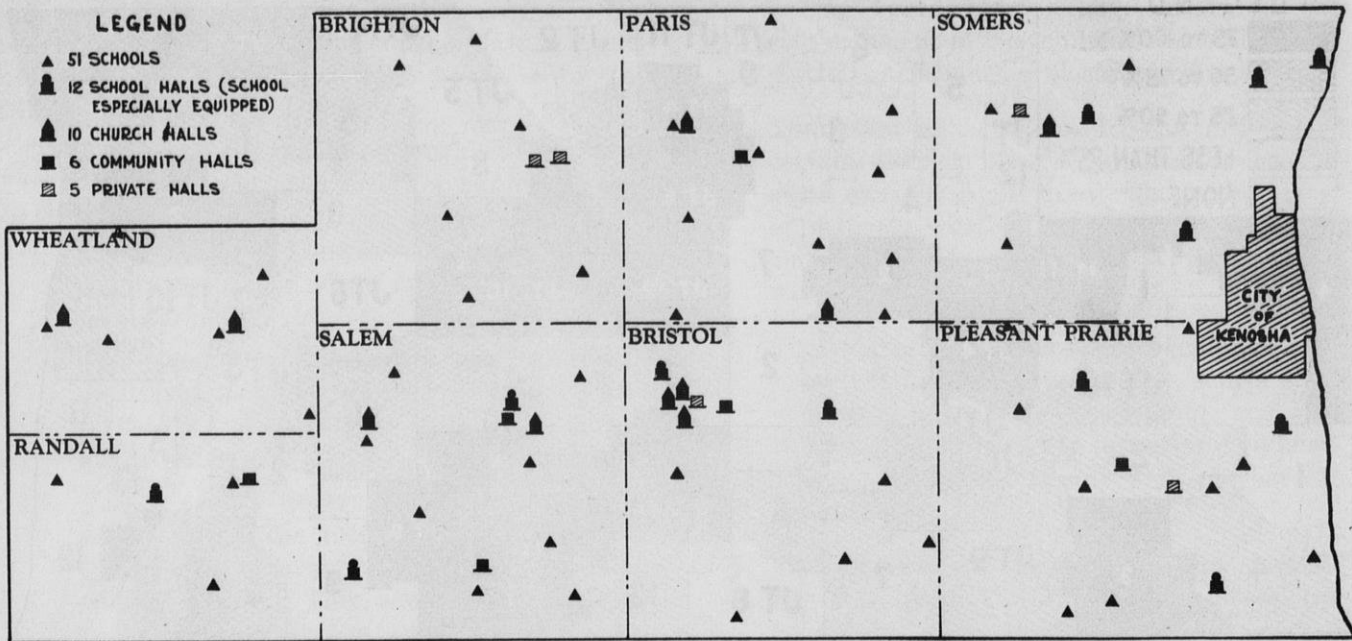


CHART 15—MEETING PLACES FOR COMMUNITY MEETINGS, KENOSHA COUNTY, 1928

Source: Reports from 362 families checked and amplified by the members of the recreation survey committee, 1928.

Some information gathered by the social welfare committee revealed some very interesting things relative to family attendance at movies, and at dances and card parties. Of the parents, about one-sixth attend movies regularly, almost two-thirds go occasionally, and about one-fifth never attend. These ratios are about the same for the children except that the proportion of those attending is slightly less, and those never attending a trifle higher. These figures include both movies shown at the school and commercial movies. Furthermore, members from about 60 per cent of these families either dance or play cards or both. The interesting discovery is that no members of the remaining 40 per cent of the families either dance or play cards. These events vary greatly, of course, by neighborhoods and by age of members of the families. These figures are based on reports for 459 rural families in 1930.

Among the activities reported as most desired, baseball, basketball, golf, and tennis were athletic events most frequently mentioned. Parent-Teacher Association meetings, 4-H Clubs, drama, music and socials were most frequently mentioned among other activities. It was noticeable that many of these were events already available in a limited degree.

Commercial amusements are costly but well patronized—The movie, the road house, and the public dance hall are “pay as you enter” institutions. Because of the impersonal air, and the freedom from restraint and personal responsibility, such places are

apparently preferred by many to activity requiring some self-sacrifice. The growth in attendance at these places is robbing the participants of an element of initiative required by home talent activities such as drama, music, athletics, and social or community programs. The absence of formalized training for recreation in the schools, homes, and communities is depriving the young people of the ability as well as the desire to participate in any but these commercialized types of recreation.

Chart 16 pictures the distribution of road houses, public dance halls, and pool halls in the county in 1928. In that year, the county of Kenosha had 95 road houses, 24 dance halls and five pool halls outside of the City of Kenosha. These were mostly in the eastern and southwestern parts of the county, and a careful check shows that they are for the most part located on the good roads or in the resort or lake regions. There were three large movie houses in the city of Kenosha, two in Burlington, and Chicago is near enough that its influence is felt decidedly. With the types of attractions offered in these places, the young people drift away from the community meeting and home socials to distant movies and dances. In fact, other surveys have shown that there is a decided tendency for them to attend these events in some other community than their own. (If this is desirable, then citizens can well afford to take some interest in the quality of this form of recreation. If it is not desirable, the county is faced with a recreational problem second to none in its importance.)

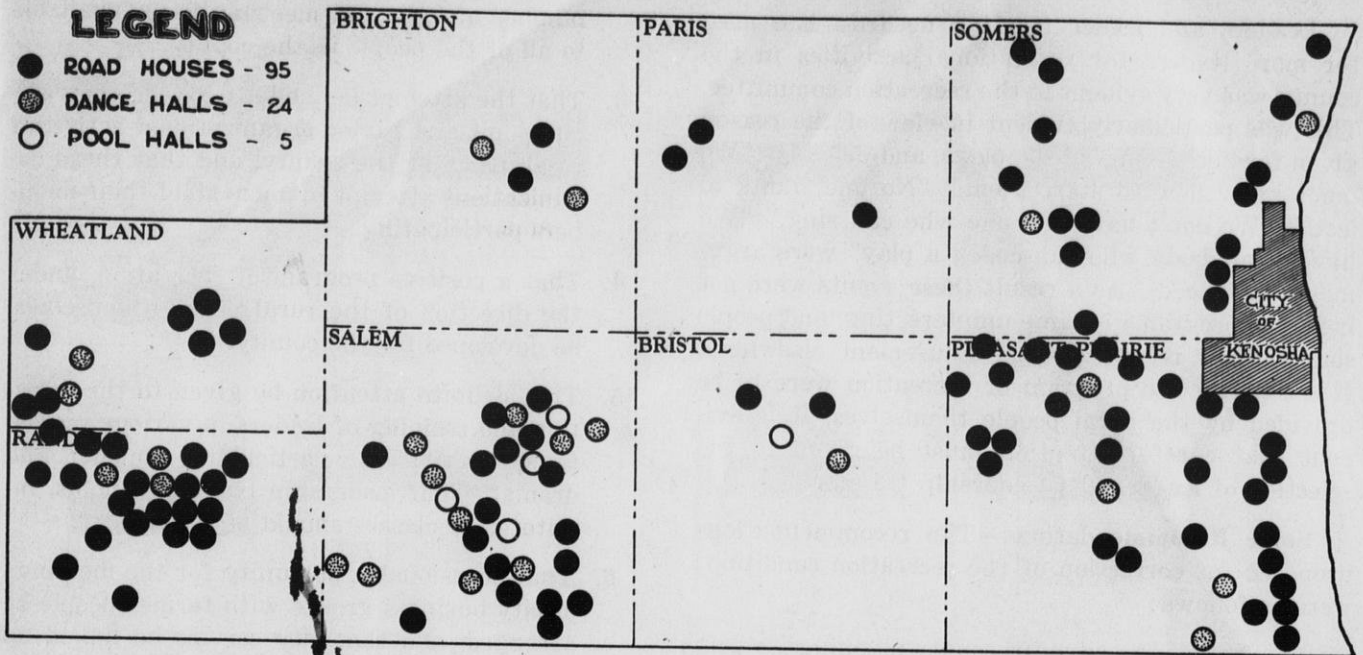


CHART 16—COMMERCIAL AMUSEMENT PLACES, KENOSHA COUNTY, 1928. (Excluding the City of Kenosha)

Source: Reports from 362 families checked and amplified by the members of the recreation survey committee, 1928.

Non-commercialized recreation facilities are inadequate—The commercialized places of recreation rather overshadow the facilities for amusement and recreation of the rural people themselves. A comparison of Charts 15 and 16 shows that commercial places are much more numerous. Also they are particularly adapted to the purpose for which they are used, which is not true of most of the school buildings which are the centers of most of the non-commercialized recreation activities in the county. As a matter of fact, as shown in Chart 15 only 12 of the 63 rural school buildings in the county in 1928 had special equipment to adapt them to community use. The town halls were, in most cases, not suitable for community meetings, since they are meant only for town meetings. The private halls were not numerous and usually require a rental, thus discouraging regular group meetings. The church halls, except in a few cases, did not lend themselves to the ordinary type of meeting.

A careful check was made to discover the adaptability to dramatics of the various buildings in the county available for community use. If rural groups are to present plays, adequate staging arrangements are important. In the rural areas of the county there were only 19 stages available in 1930 that might, from the most liberal point of view, be considered satisfactory.

One of the most promising developments in the county from the point of view of recreational facil-

ities, however, was in its development of county and private parks. Chart 17 shows the location of four county parks, and what might be called 24 private parks. The former are provided, at least partially and sometimes entirely, by public funds. The latter consist of private areas of woodlots and occasionally property owned by certain organizations used for picnic and recreation purposes. A charge is sometimes made for this use. Usually these areas, and particularly the private parks, have had very little done to them to make them especially adaptable. The improvement of the public parks in the county has been very promising, the County Board of Supervisors making an appropriation in 1929 of \$29,600 for this purpose.

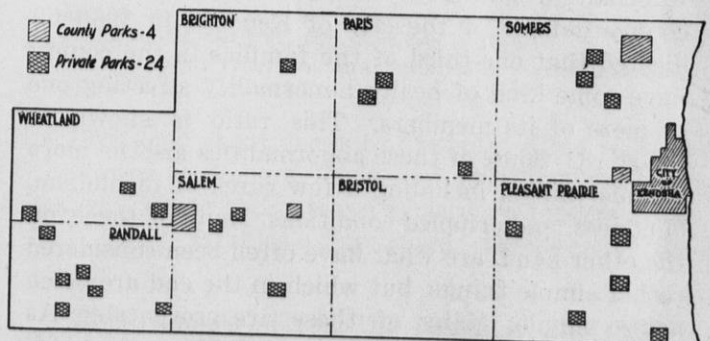


CHART 17—LOCATION OF COUNTY AND PRIVATE PARKS, KENOSHA COUNTY, 1928.

Source: Reports from 362 families checked and amplified by the members of the recreation survey committee, 1928.

Leaders and leader training needed—The need for more leaders for recreational activities in the county was very evident to the recreation committee. This was particularly evident in view of the reason given for not having music, plays, and debates. "We don't know how to start them," "No one wants to lead," "We don't have any one who can sing," "We haven't anybody who can coach a play" were arguments advanced. As a result these events were not held, the programs became uninteresting, and people sought their recreation and amusement elsewhere. If a constructive program of recreation were to be provided by the rural people themselves, it is evident that careful attention must be given to the selection of leaders and leadership training.

Some Recommendations—The recommendations proposed for correction of the recreation conditions were as follows:

1. That some system of county planning for conservation of public places for play and recreation be developed.
2. That town halls be remodeled for general community use under the supervision of the town boards, and that some system of county or town planning be devised to make a suitable

number of halls and meeting places available to all of the people in the county.

3. That the attempt be made to extend the various adult and junior organizational activities to all parts of the county, and that these organizations attempt to make all of their members participating.
4. That a positive program of recreation, under the direction of the rural people themselves, be developed for the county.
5. That definite attention be given to the selection and training of leaders in various recreational activities, particularly music and drama. That leadership training schools, institutes or classes should be provided.
6. That occasional opportunity for the meetings of city business groups with farmer people be arranged, and that city service be linked up with country needs in supplying music and leadership training.
7. That information be secured as to means of control of commercialized amusement places and that this material be placed before each town board for its future guidance.

Health Conditions

THE MAINTENANCE of normal health constitutes a problem of first importance. Kenosha county is in a position to make the most of measures for health protection. Yet there is a lack of cooperative effort in the county in this respect.

One family out of three have health problems—Information gathered about 442 families in the county outside of the city of Kenosha in 1930 indicated that one-third of the families in the county have some kind of health abnormality affecting one or more of its members. This ratio is shown in Chart 18. Some of these abnormalities are the more serious things, including a few cases of invalidism, blindness, and crippled conditions. Many of these, on the other hand, are what have often been considered rather simple things, but which in the end are often not so simple. Many of these are preventable. As shown in Table V, "frequent colds," "frequent headaches" and "mother ailing" are the more common. All three of these were found to exist in the county more frequently than in one family out of twenty,

and "frequent cold" in almost one family out of every ten.

Few Kenosha county wells are tested—The people of Kenosha county get their water from three sources, drilled wells which are usually quite deep and likely to be in good condition, dug wells which are shallow and likely to be polluted, and springs

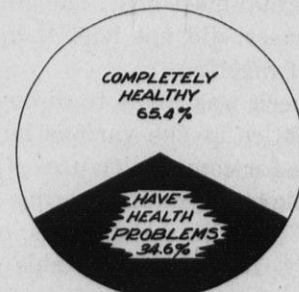


CHART 18—PERCENTAGE HEALTHY FAMILIES IN KENOSHA COUNTY, 1930. (Excluding city of Kenosha)

Source: Information about 442 rural families in Kenosha County obtained through survey conducted by the social welfare committee.

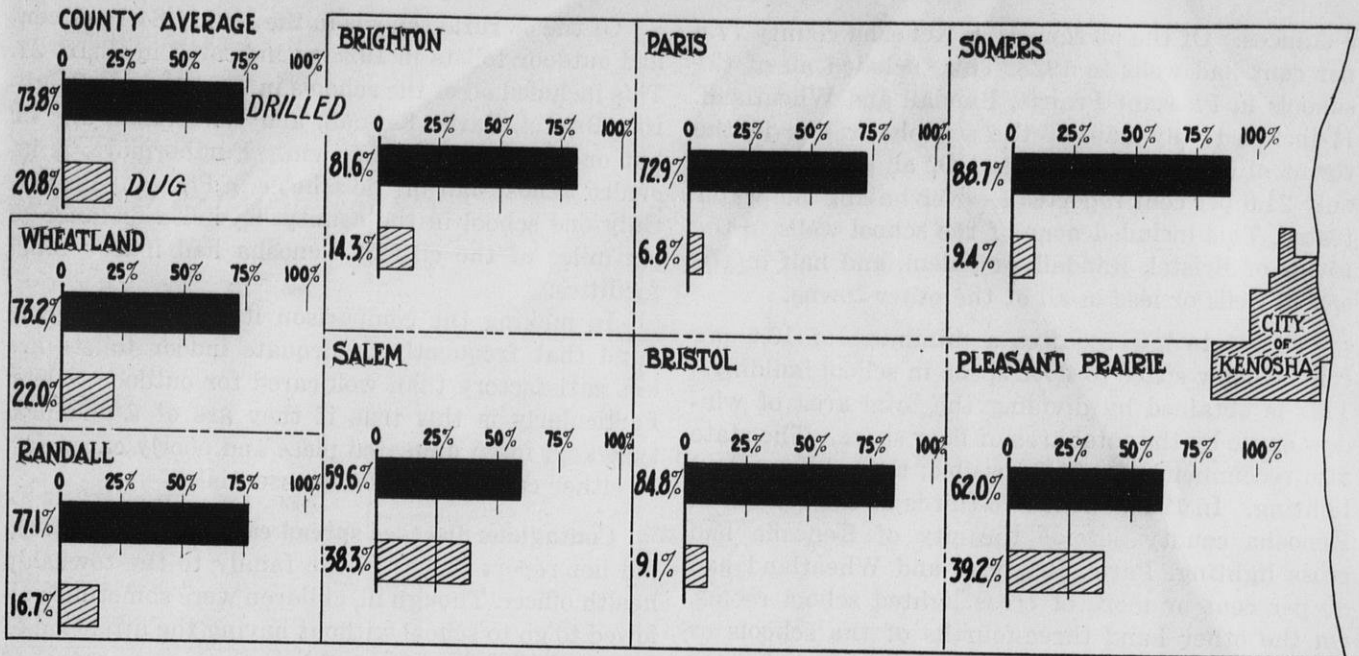


CHART 19—TYPES OF WELLS IN KENOSHA COUNTY, 1928. (Excluding city of Kenosha)

Source: Reports from 409 School children in Kenosha County obtained through the teachers, 1928.

which are nearly always polluted. Of the 409 persons reporting, as shown in Chart 19, about 20 per cent had dug wells for the county as a whole. In Pleasant Prairie and Salem towns over one-third of the wells were dug wells.

Dug wells are particularly serious if located near the barn or where surface water and waste can readily drain into them. About 20 per cent of the wells in Kenosha county are located near barns. Fortunately this percentage is comparatively lower in the towns with the greater number of dug wells. On the other hand, it is very high in Brighton where almost one-third of the wells were near the barns.

Yet only 14.6 per cent or about one out of seven of the wells in the county report ever having the

water tested. As indicated in Chart 20, the town of Salem represents the average for the rest of the county in this regard. The towns of Pleasant Prairie and Bristol have had about one-third of their wells tested at one time or another. On the other hand, up

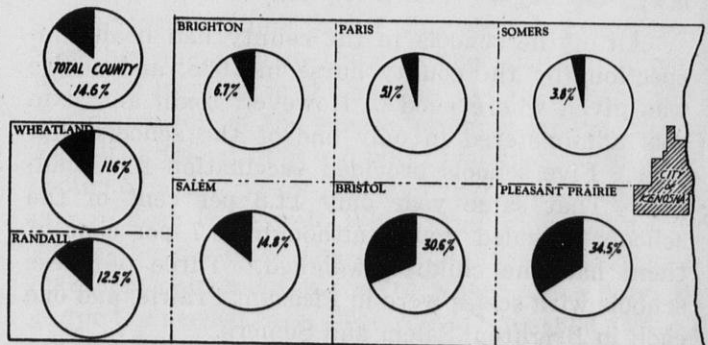


CHART 20—PERCENTAGE OF HOMES HAVING WATER TESTED, KENOSHA COUNTY, 1928. (According to Towns)

Source: Reports from 362 rural families in Kenosha County, 1928.

Table V.—Estimate of Health Conditions, Kenosha County, 1930 (Excluding city of Kenosha)

Item reported	Number of cases in 459 families	Estimated number of cases in Kenosha county*	Estimated number of cases per thousand families in Kenosha county
Frequent colds	43	301	93.7
Frequent headaches	25	175	54.5
Invalidism	7	49	15.3
Deafness	4	28	8.7
Blindness	3	21	6.5
Near blindness	9	63	19.6
Crippled person	12	84	26.6
Mother ailing	32	224	69.8
Father ailing	10	70	21.8

Source: Information about 459 families obtained through the survey conducted by the Social Welfare Committee.

* The 459 families reported represent about one-seventh of the 3210 families of Kenosha county outside of the city of Kenosha as based on the school clerks' reports in the County Superintendent's office, 1928. These estimates are arrived at by multiplying the actual numbers of cases reported by seven.

to 1928, only about one out of twenty of the wells in the towns of Somers, Paris, and Brighton had been tested. These estimates are based on reports from 362 farm families distributed throughout the county.

Good schools protect the health of the child— Schools that have wells of their own assure an abundant supply of water for the children to use. Furthermore, they eliminate the necessity for carrying water during bad weather and sometimes for long

distances. Of the 63 schools in Kenosha county 77.8 per cent had wells in 1928. This included all of the schools in Pleasant Prairie, Randall and Wheatland. It included only half of the schools or less in the towns of Brighton and Paris. Of all of these wells, only 21.6 per cent reported as ever having the water tested. This included none of the school wells in the towns of Bristol, Randall, or Salem, and half of the school wells or less in all of the other towns.

The state law requires a minimum of 16.6 per cent window space to floor space in school buildings. This is obtained by dividing the total area of window space by the total area of floor space. The state also recommends that, if possible, there be no cross lighting. In 1928, about two-thirds of the schools in Kenosha county outside the city of Kenosha had cross lighting. Paris, Brighton and Wheatland had 80 per cent or more of cross lighted school rooms. On the other hand three-fourths of the schools or more in Pleasant Prairie and Randall have unilateral lighting.

When we compare the percentage of window space to floor space we find one school in the county reported a ratio of over 50 per cent. About one-fourth of the schools reported over 25 per cent while all of the others had less. A few schools reported less than the 16.6 per cent ratio required by the state law.

All of the schools in the county had health inspections by the county nurse in 1928, and advice was given where needed. However, toxin antitoxin was administered in only one of the schools that year. Five schools provided vaccination for small-pox. That same year only 11.8 per cent of the schools provided scales, although 68.7 per cent of them had the children weighed. Three of these schools with scales were in Pleasant Prairie, and one each in Brighton, Salem and Somers.

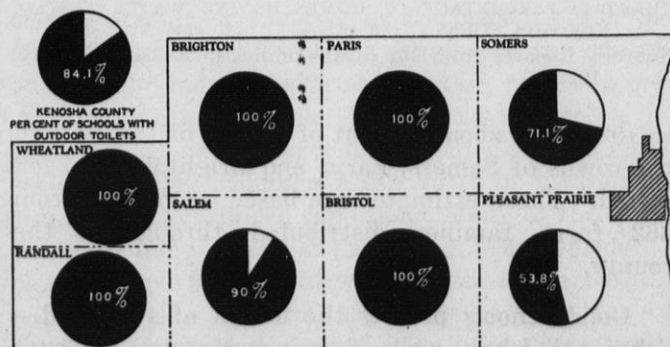


CHART 21—TOILET FACILITIES IN SCHOOLS, KENOSHA COUNTY, 1928. (Excluding the city of Kenosha)

Source: Information obtained from teachers, Kenosha County, 1928.

Of the 63 rural schools in the county 84.1 per cent had outdoor toilets in 1928 as indicated in Chart 21. This included all of the schools in the towns of Brighton, Bristol, Paris, Randall, and Wheatland, and all but one in the town of Salem. Furthermore, it included almost half of the schools in Pleasant Prairie. Only one school in the county beyond a distance of six miles of the city of Kenosha had indoor toilet facilities.

In making the comparison it must be borne in mind that frequently inadequate indoor toilets are less satisfactory than well cared for outdoor toilets. Particularly is this true if they are of a chemical type kept in an unheated place and poorly cared for. In either case, sanitation is essential.

Contagious diseases spread easily—Parents often did not report illness in the family to the township health officer. Though ill, children were sometimes allowed to go to school without having the attention of a doctor. These two conditions made the control of communicable disease very difficult.

Health officers, moreover, who were not physicians did not, in certain instances, have authority from the town board to employ a physician for diagnosis when illnesses were reported. As a result small-pox, measles, whooping cough, and other communicable diseases had been allowed to spread rapidly. Lack of coordination between township health officers only served to make the problem more acute.

Parents need education on child health—The county nurse in her annual report to the County Board of Supervisors, January 1929 reported complete inspection of 95.8 per cent of the school children of the county. Advice for correction of defects was made where necessary. However, among the 362 families reporting to the committee, only 13.7 per cent reported corrections made. Since reports are sent to the parents through the pupil by the nurse, and after all it is the parent who is responsible for having the correction made, this problem becomes one of parental education.

These school inspections by the county nurse resulted in children in 43.4 per cent of the families surveyed reporting examinations by a nurse. Only 27.9 per cent as indicated in Chart 22 reported a medical examination by a doctor; and 39.8 per cent reported a dental examination, a figure surprisingly high compared with other counties. The number of health examinations also seemed to vary greatly by towns. Pleasant Prairie, Salem, and Randall reported 50 per cent or more of the children examined by a nurse and by a dentist. The percentage examined by doctors was highest in Pleasant Prairie, Randall, Paris

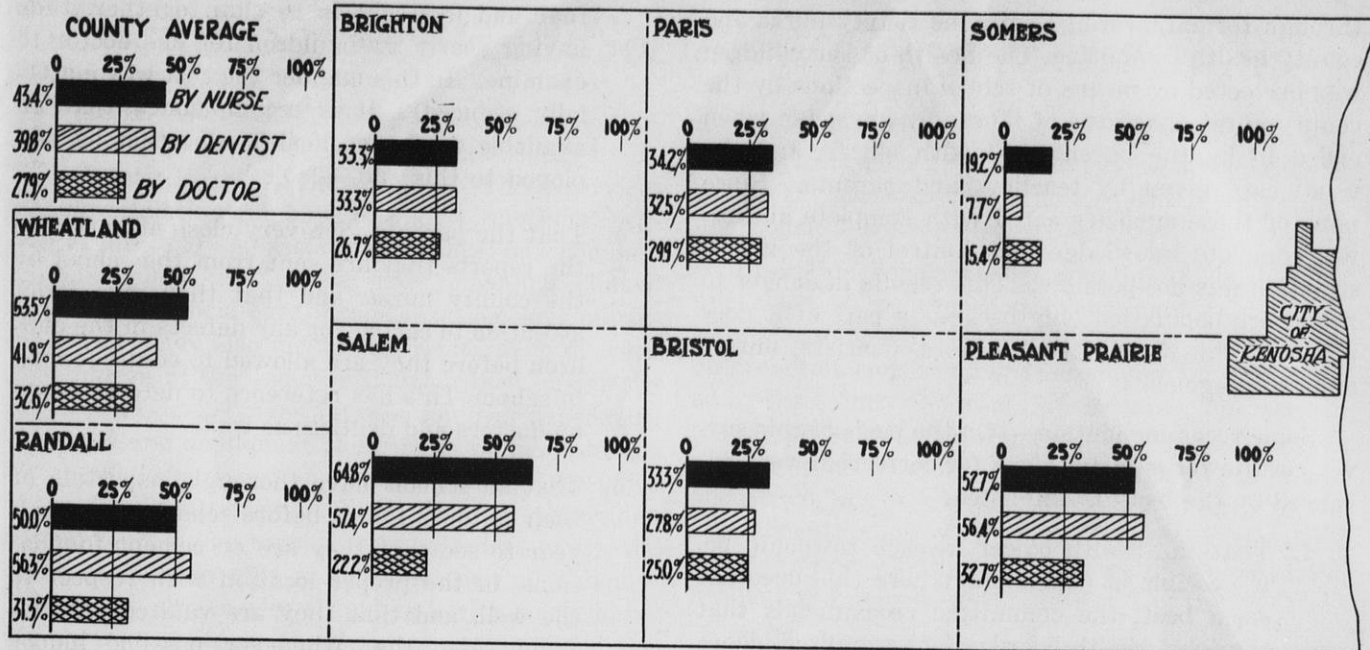


CHART 22—PERCENTAGE OF FAMILIES REPORTING CHILDREN GIVEN HEALTH EXAMINATIONS IN KENOSHA COUNTY, 1928 (Excluding the city of Kenosha)

Source: Information obtained from 362 rural families in Kenosha County, 1928.

and Brighton, these towns reporting at least one out of four examined. Somers, on the other hand, reported the least health examinations of any town in the county, with less than 25 per cent examined by either nurse, dentist or doctor.

Country doctors still needed—Doctors thoroughly trained in general medicine to serve as general practitioners are still needed in rural areas. Furthermore these doctors should be conveniently located where they can be quickly obtained in case of sudden illness or accidents, and when frequently repeated calls are necessary. There were only three practicing doctors in the county outside of the city of Kenosha in 1930. This was a ratio of about 4,000 people to one doctor. The city of Kenosha, on the other hand, had about one doctor to every 1,000 people. Of course, many of these city doctors are specialists serving rural areas.

The only hospitals in the county are located in the city of Kenosha. These, supplemented by other hospitals at Racine, Burlington, Lake Geneva and Waukegan, in the opinion of the health specialists working on the survey, supply sufficient beds at the present time to give reasonable care to those in need of it. On the other hand, it is the opinion that the facilities for caring for tuberculosis patients are not adequate at present.

Costs often determine how many people can and will seek the needed medical and surgical attention. They often determine whether a patient will go to a

hospital or stay at home. These factors, serious as they are in the city, become doubly serious in the country where distances to be traveled are much greater and the population per unit area much less dense. Added to this problem is the tendency for many people to think that if they want medical services they must go to the city specialist for them. With the increase in the number of specialists, the distinctive role of the general practitioner increases. He is the friend of the family, just like the family doctor of a few years ago, and they should look to him to keep them well. When something serious is wrong, he performs the early diagnosis, and then makes recommendations as to whom and where to go for the needed care. The role of this type of doctor is not gone by any means. If anything, with the increasing number of specialists, it is just beginning. More facilities are needed for training this kind of doctor.

County had disorganized health administration—The county nurse was the only county health official available to the people of Kenosha county. She worked under the supervision of the county health committee of the County Board of Supervisors, who had no official connection with the town health officials unless a town chairman who served on the county health committee happened also to be a member of the town board of health.

The town health officials had no organizational affiliation. Their only form of cooperation was

through formal meetings with the county nurse and county health committee. The health of the children was protected by means of school inspections by the county nurse, diagnosis of illness by physician when called in by the parent or health officer, and the usual care given by teachers and parents. Since none of these agencies acted with complete authority, complete knowledge and control of the health situation was not possible. This results in danger to the entire population only because a part of it does not heed the warnings of doctors, dentists, nurses and other agencies.

Some recommendations—On the basis of this survey certain recommendations for correction were advanced by the health committee:

1. That the health officer in each township be, if possible, a physician. Where this does not seem best, the committee recommends that the town health board, when organized, adopt a resolution authorizing the health officer to employ a physician whenever the emergency of the work demands.
2. That all school boards in the county take it upon themselves to have the water tested before school starts each year and to have it tested again mid-year. Also for those schools not having wells, that a good drilled well be provided. (The Kenosha Laboratories, being a cooperative laboratory of the State Board of Health, are in a position to test well water for bacteria and will furnish containers thus saving transportation charges to those who call for the containers and return them to the laboratory after taking the sample of the water. Otherwise transportation will have to be paid on the containers by the owner of the well.)
3. That all children of the county be given a health examination when starting to school. The cooperation of the parents is urged in getting this done during the fall months. (To accomplish this, Marathon county, working through the P.T.A. organization, influenced four and five schools to club together, thus having nearly 200 children for one doctor to examine. In this manner the cost was materially reduced). It is recommended that all available means of health education be employed to this end.
4. That the parents give very close attention to the reports that are sent from the school by the county nurse, and that they give strict attention to caring for any defects in the children before they are allowed to continue long in school. This has reference to defects found by doctors and dentists as well.
5. That all schools have thorough inspection of their outdoor toilets before school opens each year to see that they are on cement foundations, in the proper location with respect to the well, and that they are vaulted and fly-proof. Also that whenever possible indoor chemical toilets be substituted for the outdoor toilets.
6. Since scales can be secured at a reasonable cost from the Anti-Tuberculosis Association in Milwaukee, the committee recommended that every school in the county make an effort to equip each room with a scales. (In schools where the children show evidence of malnutrition, a nutritional class might be established by the county nurse with the cooperation of the teachers and parents.)
7. That some sort of health association be organized whereby the facilities for health protection can be better utilized and the health officers in each township may be made more effective; and that this organization have for one of its chief purposes the education of the people of the county on important health matters. (This might result in an organization for the health officers in the county, or in a county health officer, preferably a physician, who may or may not become a part of the Health Department of the city of Kenosha.)

Social Service and Social Welfare Conditions*

THERE ARE MANY forms of social service extended to the citizens of Kenosha county by its County Board of Supervisors. These services include probation for boys and girls; mothers' pension grants; old age assistance grants; outdoor public relief; and institutional care including clinical services, sanatoria care, hospitalization, and infirm-care. They also include the wide range of work for children in the Juvenile Court, which, under the Children's Code, is given jurisdiction over dependent, neglected and delinquent children as well as services for the child born out of wedlock through the office of the district attorney. A divorce council is provided by the county who carries out the orders of the divorce courts and aids in the collection of alimony. The county also carries on public health work, nursing service, relief in the form of pensions for the blind, assistance for the deaf in providing for their training and maintenance, and work for the ex-soldiers.

In common with the nation-wide movement, Kenosha county has developed social service agencies for the care of children, families, and the aged and infirm, as well as for the mentally and physically defective in need of special care for which they are not able to provide themselves.

Juvenile court the outstanding child welfare agency—The juvenile court was established in Wisconsin in 1901, this being the second state to establish such a court. Its fundamental purpose is to provide an arrangement of a public character where children in need of special care will be able to obtain it under friendly auspices. The intention of the Juvenile Court is to provide for the children coming under its jurisdiction the nearest possible approximation to the care they would have received in a normal home.

The judge of the juvenile court is elected by the judges of all of the courts in Kenosha county. Attached to this court is a probation department whose duties are to assist the court in the handling of problems of delinquency, and dependent and neglected children. It constitutes the most important child

welfare agency in the county. From November 1, 1929 to November 1, 1930, 475 cases of all types came within the jurisdiction of the Kenosha County Juvenile Court, and were disposed of there.

Probation department works jointly with juvenile court—The probation department in Kenosha county works with the Juvenile Court. A committee on probation consisting of three members is appointed by the County Board of Supervisors. The work of the probation department, until last year, was taken care of by one person. Since February, 1930, a second person has been added, working primarily on the administration of old age and mothers' pensions, while the first worker handles cases of neglected, dependent and delinquent children.

Child placement handled by probation officer and other city and state agencies—Child placement includes the finding of temporary homes for children, as well as arranging for adoption. It is handled by the probation officer or the social work agencies in the city of Kenosha, or state child caring institutions such as the Wisconsin Children's Home and Aid Society. According to Table VI, 27 children were placed in boarding homes under supervision of the Juvenile Court of Kenosha County during the year November 1, 1929 to November 1, 1930.

The matter of adoption of children falls under the jurisdiction of the county court. According to Table VI this court has during this past year granted six petitions.

Table VI.—*Extent of Social Services in Kenosha County, November 1, 1929 to November 1, 1930 (Including city of Kenosha)*

Service given	Number of cases
Families given mothers' pensions	106
Children in families given mothers' pensions	257
Children reported to court as delinquent	181
Children reported to court as truants	50
Children put on probation to juvenile probation officer	80
Children committed to public or private correctional schools	14
Children brought before court as dependent or neglected	95
Persons committed by county court to sanatoria as tuberculars	59
Children handled by probation officers (not including mothers' pensions)	311
Blind persons receiving pensions	17
Petitions for adoption made before county court that were granted	6
Children placed in boarding homes under supervision of the Juvenile Court	27

Source: Records in the office of the Kenosha County Probation Officer.

District attorney charged with establishing paternity—In the case of illegitimacy, the district attorney is charged under the Children's Code with securing the establishment of paternity, and securing

* The social welfare survey committee, the membership of which is given in this circular, was one of the most active and persistent of all of the survey committees. Because of the nature of the material with which it was dealing, its problem was a peculiarly difficult one. The approach was different, therefore, from that of the other committees, being more in the nature of a welfare study club. Much of the material they gathered was out of the familiarity of members of the committee with the local situation, rather than by direct questionnaire or interview. Likewise, the report of this committee here presented differs somewhat from the reports of the other survey committees. Contributions have been made and editorial service given by Aubrey Williams, Secretary of the Wisconsin State Conference of Social Work and Miss Violet M. Fischer, Kenosha County Probation Officer.

a settlement for the child born out of wedlock. During the year 1930, seven children had settlements made in their behalf, and the paternity of twelve children was established. The Juvenile Department of the State Board of Control is charged with giving consent to adoptions of children born out of wedlock, and is authorized to assist the county court, upon request, in making investigations concerning children for whom petitions for adoption have been made.

Crippled children may be cared for in Kenosha—The city of Kenosha during 1929 built a home for crippled children where they may receive treatment. During its first year a total of 155 physically disabled children were received. Of these 35 were from the county outside the city of Kenosha.

Relief for dependent persons administered by Town Chairman—The state law provides that relief for dependent persons be handled by the town, village, municipality or county. In Kenosha county, it is handled on a mixed system. The city of Kenosha handles all of its relief under a department of public relief covering the entire city. Outside of the city of Kenosha, it is taken care of on a township basis with the town chairman administering the relief.

County maintains institution for aged and infirm—Kenosha county maintains an institution for the care of the aged and the infirm. At the present time, the county is also using the city poor farm, and is sending certain of its commitments to out-of-county institutions. In 1930, (Table VI.) 59 persons in the county and city combined were committed to a sanatorium as tuberculars.

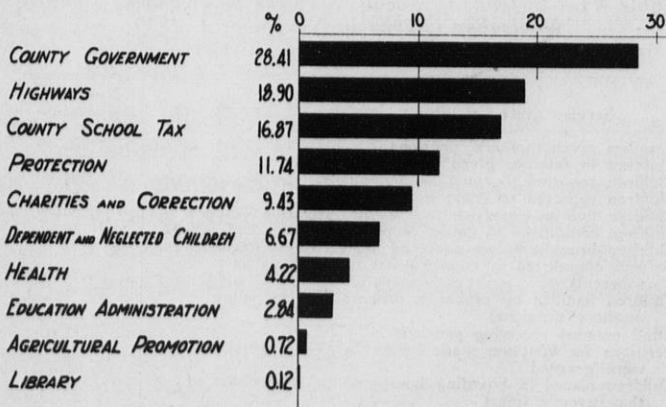


CHART 23—EXPENDITURE OF COUNTY TAX MONEY,* 1928

* County revenues other than from property taxes, income and other taxes, and highway revenues were deducted in arriving at these figures. They were charged off from the amounts set against the respective departments.

Source: Information from the proceedings of the County Board of Supervisors, Kenosha County, 1928-29, p. 155.

One-fourth of county tax money expended in welfare field—The total county property tax levy in Kenosha county in 1929, according to the report of the County Board of Supervisors was \$370,613.45. The income and other taxes received amounted to \$163,015. Major items for which this tax money was used as indicated in Chart 23, were: (1) To run the county government itself, (2) To pay the county tax for highways, and (3) To pay the county aid for common schools. A surprisingly large part, however, which included about one-fourth of the total county tax money, was expended in the social welfare field. This included costs for protection of persons and property, charities and corrections, and care of dependent and neglected children. In making these comparisons it must also be kept in mind that under the present plan the major burden of relief for dependent persons comes directly from the individual townships. Aid from this source, or direct from the state, or from private sources is not included in these figures.

A comparison of social service costs, including nursing and public health service in seven similar Wisconsin counties made through a Social Service Study under the direction of the Madison Community Union indicates an expenditure of about \$250,000 for Kenosha county in 1928, as compared with almost twice that amount for Dane county. Rock, Brown, and Racine counties also expended more than Kenosha county, while Sheboygan and Winnebago counties spent a little less.

Records in the office of the Kenosha County Probation officer as presented in Table VII show that of the total amount expended in Kenosha county in 1930, \$144,933 was expended for actual outdoor relief work. This figure includes the city of Kenosha. Of this amount, the city of Kenosha alone expended \$127,418, or about 87 per cent of the total amount.

Table VII.—Expenditures for Actual Outdoor Relief in Kenosha County, 1930

Purpose	Amount spent
For actual relief in Kenosha county including the city of Kenosha	\$144,933.07
For actual relief in the city of Kenosha only	127,418.49

Source: Records in the office of the Kenosha County Probation Officer.

The expenditures for mothers' aid in the county year by year, show a steady increase since 1925. These figures from the yearly reports to the State Board of Control show an expenditure of \$26,598 in 1929 reaching 76 families in the county and 214 children under sixteen years of age. The same year \$4,317.16 was paid by the county to the colonies and

Table VIII.—*Mothers' Aid Expenditures in Kenosha County, 1924-1930*
(Including city of Kenosha)

Year	Amt. expended	No. families	No. children (under 16)
1924	\$24,917	90	217
1925	22,829	93	..
1926	23,355	89	207
1927	23,850	76	193
1928	25,193	81	217
1929	26,598	76	214
Nov. '29 to Nov. '30	36,381	106	

Source: Yearly Reports of Administrations of Aid to Dependent Children, State Board of Control, supplemented by records in the office of the Kenosha County Probation officer.

training schools for feeble-minded, and \$23,145.42 for the care of the insane in outside institutions.

Many families potential welfare cases—The social welfare committee attempted to find out the extent to which social welfare problems existed in the county outside the city of Kenosha, and also the relative number of families which might easily become social welfare cases. This was done through the use of family schedules filled in by members of the social welfare committee for all of the families in the neighborhoods which they knew. Occasionally the teacher or other key persons were called in consultation. These data were thus gathered for all the families in certain areas, sometimes including whole districts, totaling 459 in all, coming from every town in the county, and including about one family out of every seven in the county. It was approximated on the basis of this survey that about 400 families in the county outside the city of Kenosha, or about 125 per thousand were not normal for some reason or other. Furthermore, it was approximated that there were about 75 rural families in the county that were not self-supporting in the spring of 1930 when the survey was made. Of the more positive and hopeful factors in the situation, the committee found that approximately 99 per cent of the fathers outside of the city of Kenosha were following a definite occupation. About 75 per cent of these were farmers. Only about 5 per cent of the mothers worked outside of the home.

Social welfare cases develop out of the inability of certain individuals and families to adapt themselves to existing or changing social conditions. The estimate of the extent of some of these conditioning handicaps or changes in the county as made by the Social Welfare Survey Committee are shown in Tables V and IX. According to the approximation over 300 rural families in the county have hired help living in the household. This is about one family in ten, and such a situation often raises problems when there are growing children in the home. Almost as many families, or about one out of ten, had a recent

birth or death in the household. This always necessitates a family readjustment. It is also estimated that there are 200 or more families in the county in which the mother is reported as not well or "ailing," and two hundred with aged relatives in the household. Unless the family purse can stand the strain, these conditions frequently become serious. Also approximately 150 families in the county were estimated as having at least one "problem child" in the home and a similar number to have step-children.

Of the more serious things it was estimated that there were around 200 cases of "queerness" in the county, these being variously reported by lay workers as insanity, feeble-mindedness, epilepsy, or just "queer." It was estimated that there were around 84 cases of crippled persons, 21 blind and 65 near blind, 56 families with mother supporting the children, 49 invalids, 28 cases of deafness, and 21 children that had been in some kind of institution in rural homes when the survey was made. Furthermore, there were approximately 154 motherless homes and 133 fatherless homes in the county. The mother or father in each case was either dead, divorced or confined in some institution. Sometimes several of these different types of cases were found in the same family. It is realized that these figures are only estimates, but they are based on detailed reports covering one out of seven of the families in the county outside of the city of Kenosha. It is believed by the social welfare survey committee that if anything,

Table IX.—*Estimate of Social Welfare Conditions in Kenosha County, 1930*
(Excluding the city of Kenosha)

Item reported	Number of cases reported in 459 families	Estimated* number of cases in Kenosha Co.	Estimated number of cases per 1,000 families in Kenosha county
Recent birth or death in family	45	315	98.1
Aged relatives in household	31	217	67.6
Hired help in household	48	336	104.6
Homes with stepchild	21	147	45.8
Homes with adopted child	7	49	15.3
Mother supports children	8	56	17.4
"Problem children" in home	22	154	48.0
Child has been in institution	3	21	6.5
Motherless homes	22	154	48.2
Fatherless homes	19	133	41.7
Mother ailing	32	224	69.8
Father ailing	10	70	21.8
"Queerness"***	29	203	63.2

Source: Information about 459 families obtained through survey conducted by the Social Welfare Committee.

* The 459 families reported by the Social Welfare Survey Committee represent about one out of seven of the 3,210 families of Kenosha County outside the City of Kenosha as based on the school clerks' reports in the Co. Superintendent's office, 1928. These estimates are arrived at by multiplying the actual number of cases reported by seven.

** Reported cases of insanity, feeble-mindedness, epilepsy and the like.

these estimates were low because of the hesitancy of local survey workers in reporting.

Many Kenosha county folks are not a part of the community life—Man cannot live entirely to himself. A few try it, but are labeled "peculiar" by those about them. There are great numbers of ordinary folks, however, who take little or no responsibility for the community life about them. They may contribute only what they have to to avoid criticism, and sometimes, not even that. They may pay taxes and send their children to school only as the law compels them to do so. They may support no voluntary organization of any kind.

In these respects Kenosha county is no exception. We have already noted that only about one-sixth of the eligible boys and girls of 4-H club age in the county belonged to the 4-H clubs in 1928. The same year, less than half of the parents in the county belonged to the Parent Teacher Associations. Table X shows these comparative figures from all organizations. About 40 per cent of the mothers, almost 50 per cent of the fathers, and almost 75 per cent of the children in the county belonged to no voluntary organizations whatever.

Table X.—Comparative Number of Organization Affiliations, 1928

	Per cent having none	Per cent having one	Per cent having two	Per cent having three or more
Fathers	47.3	30.5	11.0	11.3
Mothers	40.9	35.6	13.6	9.8
Children	74.6	19.4	3.9	2.1
Others in household	75.4	19.0	3.9	1.7

Source: Information obtained from 362 farm families in Kenosha County, 1928.

Some recommendations—The committee realized the very high standard of family life that generally existed in Kenosha county. On all sides was found appreciation on the part of the great majority of the people of the necessity for proper child care; proper medical attention; and wholesome recreation. Furthermore, those methods which represent the accepted way of handling such difficult situations as

delinquency, dependency, and mental defectiveness were appreciated and supported in so far as they were understood. With a view to securing a fuller understanding of the value of these methods and a wider use of them in the social services of Kenosha county, the following recommendations were proposed:

1. That a great deal of education on matters of child welfare and family social work is needed in the county. That this be encouraged through every possible means such as making it a part of the programs of existing organizations, child study clubs, and using any other means of spreading more information in this field.
2. That a further study be made with regard to the county poor farm and the future proper care of needy aged people in the county. (Since this survey was made, the Old Age Assistance Law has been accepted by the County Board and grants have been given since November, 1930.)
3. That a county child welfare board in the form presented by the state Children's Code law be adopted for the county. That this program be worked out through a long period of time in cooperation with the State Board of Control, looking forward to securing an advisory lay committee and the employment of trained welfare workers. (Since this survey was begun, this Children's Code plan has been adopted by the county board, and advisory lay committee appointed and a second welfare worker secured to give her time very largely to the administration of mothers' pensions.)
4. That additional attention be given to the problems of juvenile delinquency, non-attendance at school, and the retardation of pupils in schools. It is proposed that the securing of additional help in this field be developed through a system of township volunteer probation officers.

Farm and Home Conditions

SCHOOLS, health facilities, means of recreation, care of the dependent, neglected and delinquent, and county government are maintained by and for the individual and the family. Thus far in this circular education, recreation, health and social welfare conditions have been discussed in relation to

administration, cost, and efficiency and no direct reference has been made to their connection with the average family.

If better schools are to be provided, if health conditions are to be improved, if recreation facilities are to be made better, if problem families are to be

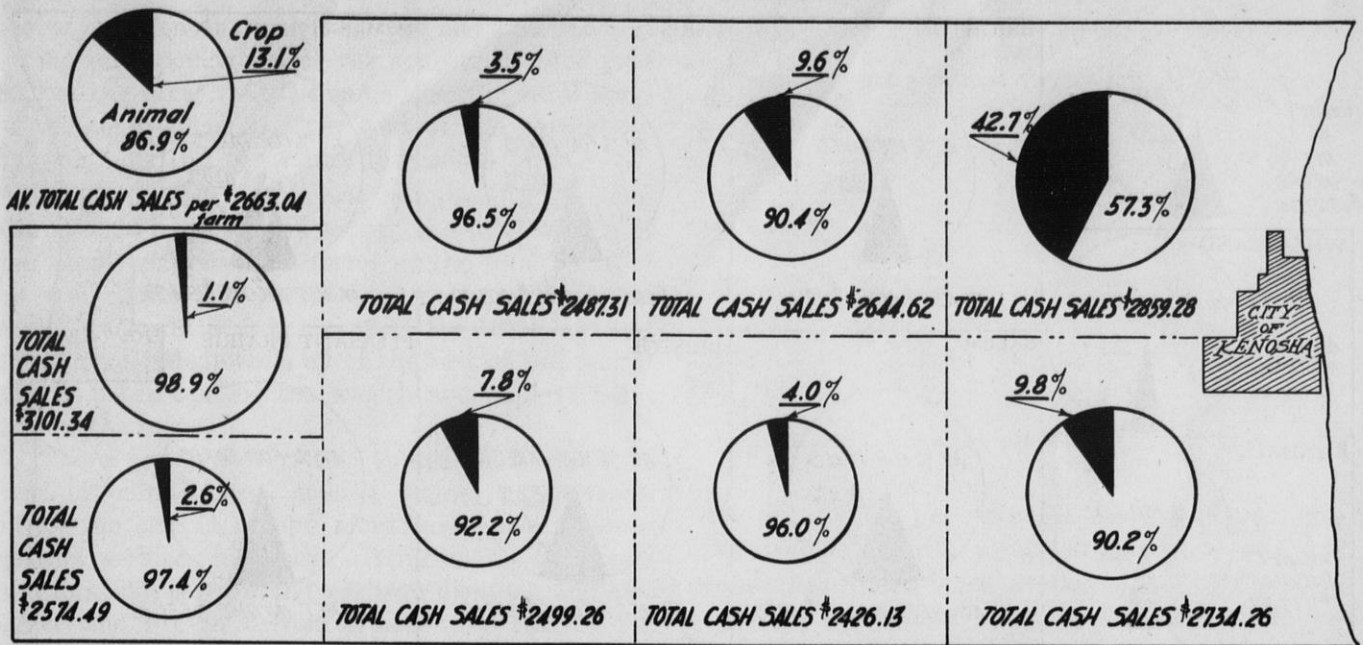


CHART 24—SOURCES OF FARM INCOME AS SHOWN BY CASH SALES OF FARM PRODUCTS, KENOSHA COUNTY, 1928.
Source: Income Tax Records from 711 Farm Families in Kenosha County, 1928.

brought to approach the normal, then something must be known about the normal families. Likewise the average family, in order to find its right place in the community, must know of these conditions, needs and benefits.

Livestock chief source of farm income—Kenosha is essentially a livestock county. The average total income from Kenosha county farms (Chart 24) is \$2,663. Of this 86.9 per cent is received from the sale of animals and animal products, and 13.1 per cent from the sale of crop products. Chart 24 also shows that the sales from animal products exceed those from crops in every town of the county including Somers which is the most intensive trucking area. In Somers the crop sales were 42.7 per cent of the total sales of farm products. The average total of sales was remarkably uniform throughout the various towns. These figures are all based on income tax reports in 1928 for 711 Kenosha county farms.

Average net farm income reported as \$1,369—Important as the total cash sales from the products on a farm are, the really significant figure is the amount of the net income. According to 711 farm income tax reports, the average net income from Kenosha county farms in 1928 was \$1,369. (Table XI) The highest net income reported for the year was \$6,549 and the lowest was a net loss to the extent of \$1,880. In other words, there was a range of over \$8,000 in net incomes from the farms in the county. Farmers were found in every town in 1928 with a net income of over \$3,000 and in every town

Table XI.—Size of Net Incomes from 711 Kenosha County Farms, 1928
(Classified by towns as to high, low and average)

	Average	High	Low
Total county	\$1369	\$6549	—\$1880
Brighton	1172	3820	— 1534
Bristol	1397	3562	— 1195
Paris	1203	5678	— 740
Pleasant Prairie	1531	4586	— 1880
Randall	1177	3051	— 1770
Salem	1402	5637	— 1747
Somers	1515	6549	— 1414
Wheatland	1476	3113	— 491

Based on income tax records from 711 farm families in Kenosha County, 1928.

were found farmers who lost money during the same year.

This net income figure is secured by deducting from the gross income the gross expenses. The gross income includes the 1929 inventory, cash receipts from the sale of crops, livestock and animal products, the estimated value of the products used during the year (\$90 for each adult and \$60 for each child under 18 years), income from wages, salaries, fees and commissions, interest received, dividends received, receipts from cooperatives, rent and royalties, profits from sale of real or personal property, income from life insurance, income earned by wife or dependent children, and any other income. Gross expenses include 1928 inventory, wages paid, repairs, cash rent paid, interest paid, taxes paid, miscellaneous expense of operating farm, dividends paid, depreciation, and losses not compensated for.

Average net city income reported as \$3,263—In contrast with the average \$1,369 farm income, the

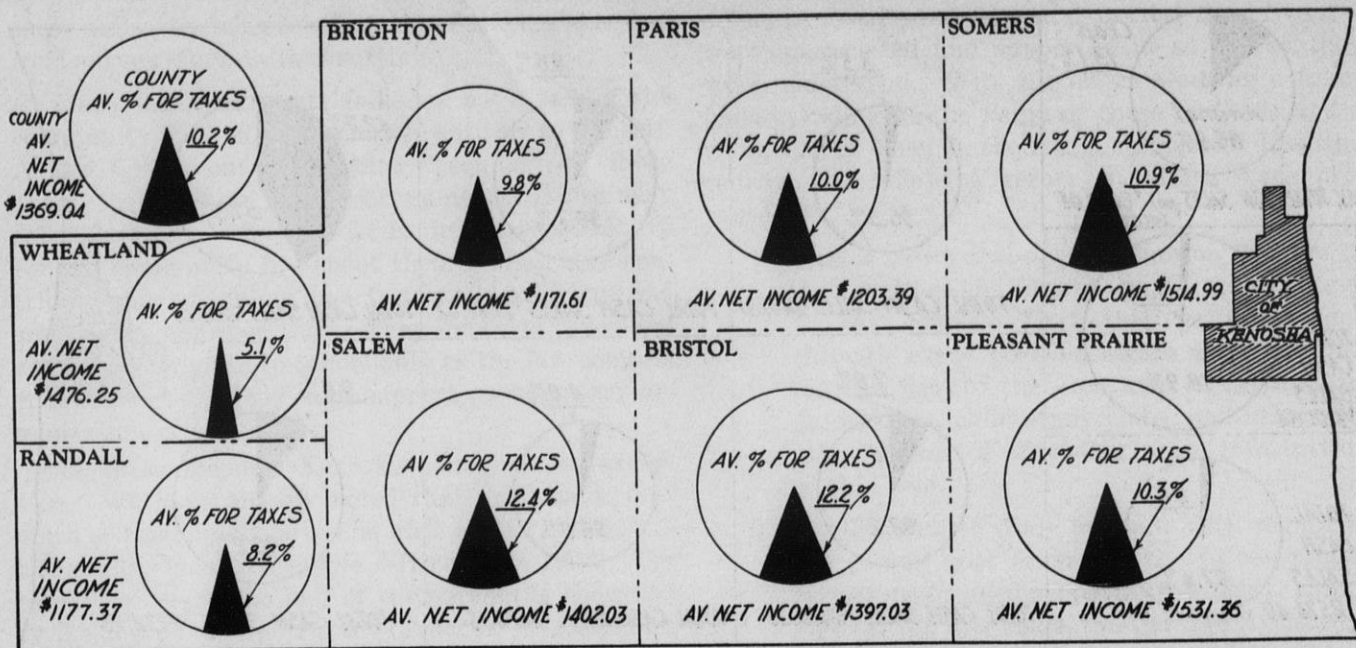


CHART 25—PERCENT OF NET INCOME SPENT FOR TAXES, KENOSHA COUNTY, 1928. (Excluding the city of Kenosha)
 Source: Income tax records from 711 farm families in Kenosha County, 1928.

average city income reported for the same year was \$3,263. This figure is an average compiled from 1821 city of Kenosha income tax reports for 1928, which includes about one-sixth of the people in the city of Kenosha who filed income tax reports that year. As might be expected, however, this average city income was unduly large because of the influence of a few exceedingly large incomes. It included 15 incomes that averaged \$189,248 for the year. When these were eliminated, the remaining 1806 incomes averaged \$2,068 or about \$700 higher than the average farm incomes. Losses were greater in the city, however, the largest reported being \$25,921 and the second largest, \$6,617. In making these comparisons, however, it must be constantly kept in mind that the average farm family probably uses more products from the farm than those allowed in the income tax estimates, and that the farmer's allowance for a place in which to live is probably lower than a comparable place could be secured for in the city. For these and other reasons, the farm and city net incomes may not be so far apart as some of the figures might indicate. Certainly more study is needed of figures gathered especially for comparative purposes before definite conclusions can be drawn.

Rural people pay one-tenth of net income for taxes—Taxes are really family contributions to community betterment. The extent to which the people of Kenosha county contribute from their net income for taxes is indicated in Chart 25. Here we

find that of a county average net income of \$1,369 in 1928, 10.2 per cent is expended for taxes on real estate and personal property. This is an average of one dollar out of every ten expended for property taxes, and averages \$136.90 per tax payer. These figures are all based on income tax records for 711 farm families in 1928. If records from all the other families, not reporting to the income tax bureau had been available it is very possible that the average net income would have been even lower and the per cent paid for taxes higher. Even this 10.2 per cent is a decidedly better showing than in Dane county where a study made in 1924 reported farmers spending 20 per cent of their income for taxes.

City pays heavier taxes in relation to population and wealth—Even though the county tax burden is heavy, the city of Kenosha tax burden, based on comparative population and wealth, is even heavier as shown in Chart 26. Chart 26 shows that

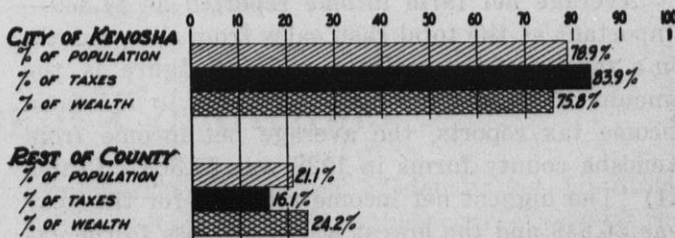


CHART 26—COUNTY AND CITY TAX BURDENS COMPARED IN RELATION TO POPULATION AND WEALTH, KENOSHA COUNTY.

Source: Proceedings of the County Board of Supervisors of Kenosha County, 1928-1929, p. 197, and the U. S. Census for 1920.

the city of Kenosha which in 1920 had 78.9 per cent of the total population of the county, in 1928 paid 83.9 of the taxes. At the same time the rural parts of the county had 21.1 per cent of the population, but paid only 16.1 per cent of the county taxes.

Similarly Chart 26 shows that the city of Kenosha in 1928 had 75.8 per cent of the total wealth of the county expressed in terms of the total value of all real estate and personal property, and at the same time paid 83.9 per cent of the total taxes of the county. Meanwhile all of the rest of the county had 24.2 per cent of the wealth and paid 16.1 per cent of the taxes.

There are, however, two things that should be kept in mind when making these comparisons. First, the city in paying more taxes also received greater services in return. It included city streets and lighting, sewage and garbage disposal, and also police and fire protection which very few of the rural people secured. Secondly, a fair taxation system is based on the ability to pay taxes. This is not shown in terms of comparative number of people and only to a limited degree in terms of comparative wealth. A real comparative criterion would be in terms of net income, which, because of the time and expense involved, was not made available for the people of the city of Kenosha through this study.

Corn, oats and hay are principal farm crops—The principal farm crops are corn, oats and clover and timothy hay. Over 80 per cent of the total cropped acreage of the county in 1927 was in these three crops. In this respect the county is fairly typical of the southeast district which includes Kenosha, Milwaukee, Ozaukee, Racine, Walworth, Washington, and Waukesha counties, as well as of the state as a whole.

According to the average crop yields per acre, Kenosha is also about on a par with the rest of the state (Table XII.) The yield of corn in 1928 averaged 45 bushels per acre as compared with 43 bushels for the state average and 46.1 bushels for the southeastern district. In silage and fodder corn, and in oats, it is just a little above the state average. In barley, alfalfa, and potatoes, in 1928, it was a trifle below both the state and the southeastern district average. In sugar beets, on the other hand, it was just a trifle above the other averages.

Livestock and livestock products on par with state average—Table XIII shows that the livestock and livestock products in Kenosha county in 1927

Table XII.—Average Crop Yields per Acre, Kenosha County, 1928

(Compared with southeast district and state average)

	Kenosha Co. av. yield per acre	Southeast district av. yield per acre	State av. yield per acre
Corn for grain	45 bu.	46.1 bu.	43.0 bu.
Silage and fodder corn	8.3 T.		7.8 T.
Oats	48 bu.	49.2 bu.	43.5 bu.
Barley	34 bu.	38.0 bu.	37.1 bu.
Spring wheat	25 bu.	25.2 bu.	22.0 bu.
Clover and timothy	1.8 T.	1.8 T.	1.5 T.
Alfalfa	2.3 T.	2.5 T.	2.5 T.
Potatoes	112 bu.	126.9 bu.	115.0 bu.
Sugar beets	10 T.	9.6 T.	9.2 T.
Cabbage	10 T.	9.9 T.	10.5 T.

Source: Wisconsin Crop and Livestock Reporter, Bul. No. 90, Supplement No. 1, 1928.

were about on a par with the state average. The 5,600 pounds of milk produced per cow was 242 pounds below the state average that year. However, the farm price they received for milk per hundred pounds was \$2.55 or \$.44 per hundred above the state average that year, and \$.24 per hundred above the district average. This is at least partially offset by the higher costs of producing milk for fluid consumption.

Two farther points of interest in Table XIII are that the production of eggs per hen which is 99.9 in Kenosha county is slightly higher than either the state or district average. The other is that the average price of \$108 for horses and mules in the county in 1927 is higher than either the district or state average. It is a clear case that Kenosha county, probably because of its nearness to the markets, commands a better price for its products than the average for other areas.

Table XIII.—Livestock and Livestock Products in Kenosha County, 1927

(Compared with southeast district and state average)

	Kenosha county average	Southeast district average	State average
Eggs per hen	99.9	93.4	92.8
Head of poultry (all kinds per 1000 acres of land area	886	424	990
Pounds of milk produced per cow	5,600 lbs.	5,430 lbs.	5,842 lbs.
Farm price of milk per 100 pounds	\$ 2.55	\$ 2.31	\$ 2.11
Number of swine per 1000 acres of land area	50	53	64
Number of sheep and lambs per 1000 acres of land area	29	12	20
Farm price per head of horses and mules	\$ 108.00	\$ 98.00	\$ 104.80

Calculated from data supplied in Wisconsin Crop and Livestock Reporter, Bul. No. 90, for 1926, 1927.

Located in city milk market area—Sixty-two per cent of the Kenosha county farms supply the city whole milk market. This is shown in Table XIV and

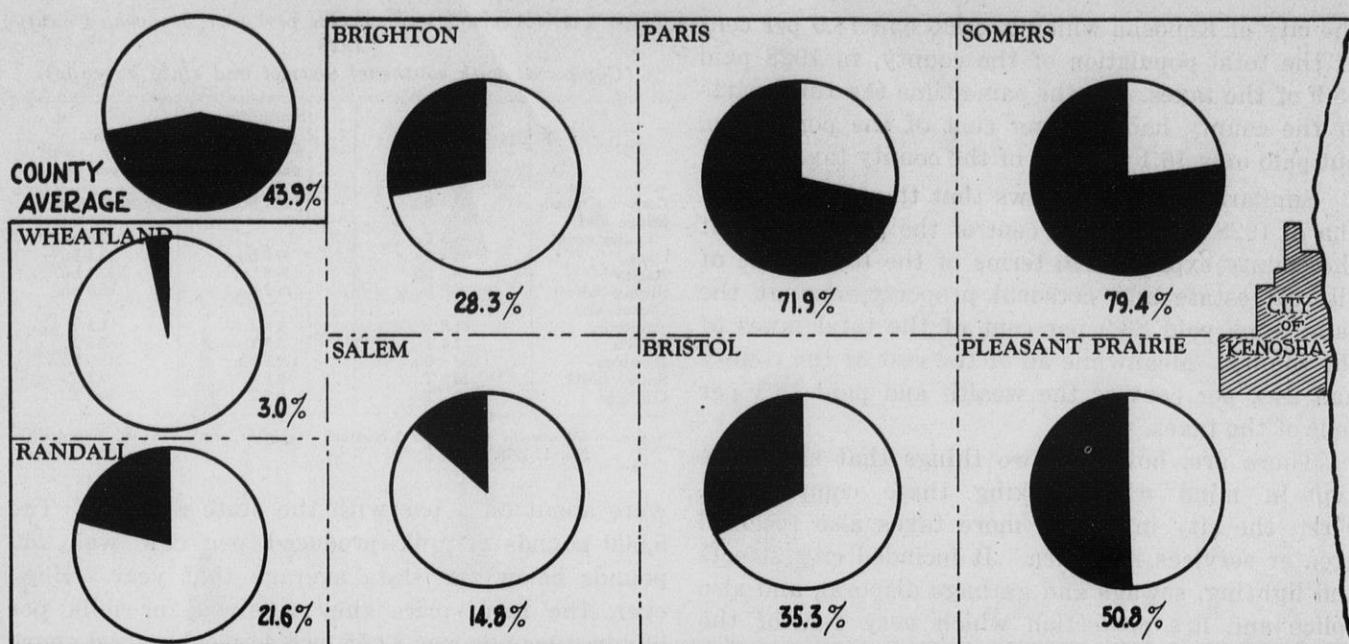


CHART 27—PERCENTAGE OF FARMS PURCHASING COMMERCIAL FERTILIZER, KENOSHA COUNTY, 1928.

Source: Income tax reports from 521 Kenosha County Farms, 1928.

Table XIV.—Percentage of Farms Reporting Various Uses of Milk in Kenosha County, 1927
(Compared with southeast district and state as a whole)

	Kenosha county	Southeast district	State
	per cent	per cent	per cent
Cheese factory	1	9	30
Creamery	4	6	36
Condensery	2	22	12
City market milk	62	44	8
Cream shipping	5	3	4
Other uses and not reporting	26	16	10

Source: Wisconsin Crop and Livestock Reporter, p. 74, Bulletin No. 90, 1926-1927.

based on figures gathered for 1927 by the Wisconsin Crop and Livestock Reporting Service. In the state as a whole only 8 per cent of the farms supplied city market milk. Furthermore, the condenseries which take the products from 22 per cent of the farms in the eastern district and 12 per cent in the entire state, secure only about 2 per cent of the Kenosha County product. The cheese factories and creameries which use the milk from two-thirds of the farms of the state, secure it from only one out of twenty Kenosha county farms. Kenosha county's milk market problem, if it has one, then is one that must be worked out with the neighboring cities of Chicago, Kenosha, Racine and Milwaukee where they send their product.

Parts of the county use considerable commercial fertilizer—It is almost one hundred years since settlers first came to Kenosha County. During this period increasing amounts of the land have been

put under cultivation and farming has become more intensive. Truck farming has been developed in the eastern parts of the county, particularly in the town of Somers and to a lesser degree, in Paris and Pleasant Prairie. Along with the repeated cropping of the land and the more intensive and truck farming comes the necessity for the use of increased amounts of fertilizer. Commercial fertilizers are then necessary to supplement that provided by the farms. The percentage of farms in Kenosha county that used commercial fertilizers in 1928 are shown in Chart 27 to be 43.9 per cent. This included 79.4 per cent of the farmers in Somers, 71.9 per cent in Paris, and 50.8 per cent in Pleasant Prairie. It included about one-third or less of the farms in all of the other towns, and only 3 per cent of the farmers in Wheatland. The amount of these purchases ranged from \$2, which was the lowest reported by any farm purchasing commercial fertilizer, up to \$1,503 for one farm in Somers.

More home conveniences than state average—Homes in Kenosha county in 1927 were found to have more of several home facilities and conveniences than the state as a whole as shown in Table XV. It exceeded the state average with the percentage of homes equipped with electric lights, with farms using electric power, with radio sets, with piped running water in the kitchen, with furnace heat in homes, with power washing machines, and with per cent of homes having bath tubs. These

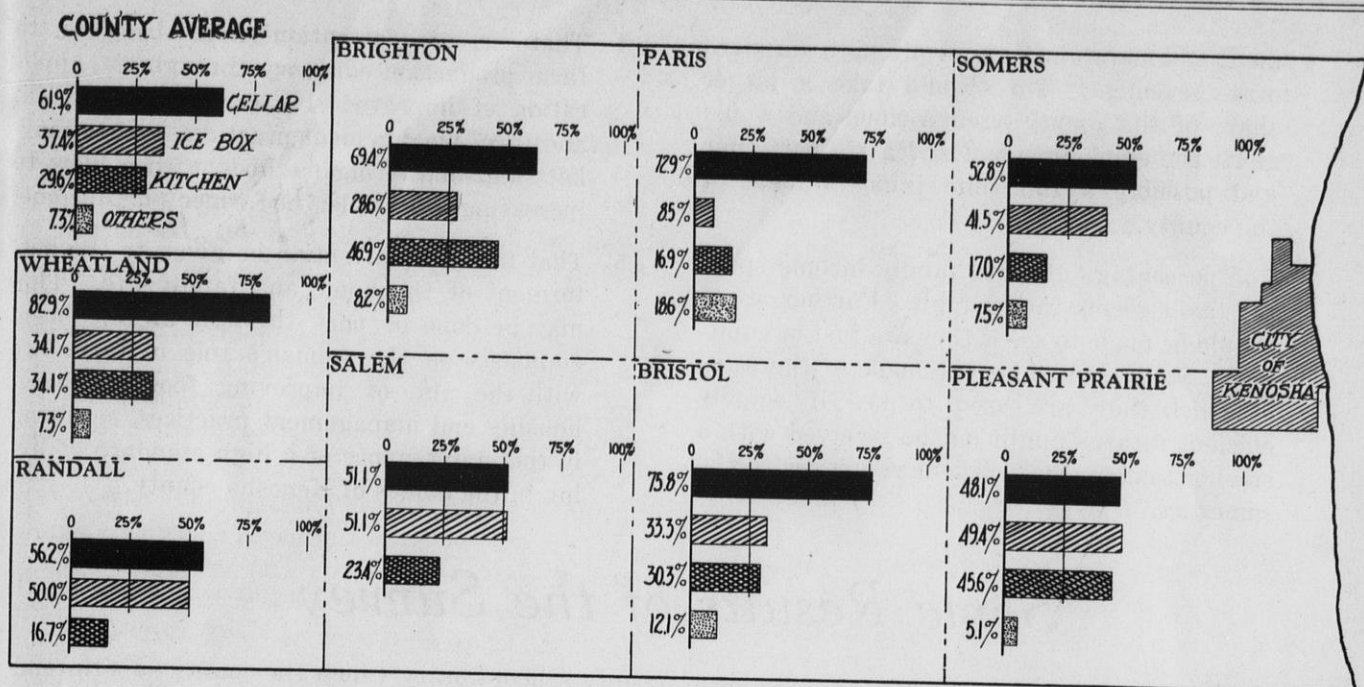


CHART 28—METHODS OF COOLING FOODS IN HOMES, KENOSHA COUNTY, 1928 (Excluding the city of Kenosha)
 Source: Information obtained from 409 school children in Kenosha County, 1928.

Table XV.—Home Facilities and Conveniences in Kenosha County, 1927
 (Compared with state weighted average and another selected county)

	Kenosha county	Waukesha county	State weighted average
	Per cent	Per cent	Per cent
Farms equipped with electric lights	31	47	17
Farms using electric power	19	38	13
Farms using home light plants	5	11	9
Farms having radio sets	37	34	20
Farms having piped running water in kitchen	28	20	14
Farms having piped running water in barn	22	44	30
Farms having hot running water in kitchen	6	10	7
Farms having furnace heat	35	45	24
Farms having power washing machines	30	36	25
Farms having bath tubs	18	22	11

Source: Wisconsin Crop and Livestock Reporter, Vol. VI, No. VII, November, 1927.

Table XV, only in the percentage of homes with radio sets and piped running water in the kitchen.

Cooling of foods cared for in conventional farm way—The method of cooling foods in Kenosha county is the conventional farm way, through cooling in the cellar. This information was gathered through the school children. Chart 28 shows that 61.9 per cent of the Kenosha county homes were reported as keeping food cool in the cellar. This percentage was even higher in the towns of Wheatland, Bristol, Brighton and Paris. Salem, and Randall on the other hand reported the use of ice boxes in half or more of the homes, whereas the county average was 37.4 per cent.

Some recommendations—The following recommendations are proposed:

1. That an analysis of the soils on the farms of the county be made to determine the plant food content, the fertilizer needs, and types of crops to which they are best adapted. This analysis might be made by each farmer in cooperation with the county agent's office.
2. Four-H Club work has been increasing in importance in the county for years. In 1928 it reached a peak with 465 boys and girls enrolled, which was about one-sixth of the total eligible number in the county. This work should be increased to include a larger enroll-

figures ranged for Kenosha county from 18 per cent of the homes having bathtubs to 37 per cent having radio sets in 1927. This latter figure is undoubtedly much higher at the present time.

Kenosha county, on the other hand, is eclipsed in about all of these things by Waukesha, one of its neighboring counties. Waukesha has almost twice as many farms using electric power, piped running water in the barn, and hot running water in the kitchen. It surpasses Kenosha county in bath tubs, furnace heat in farm homes, power washing machines, and farms equipped with electric lights. Kenosha exceeds Waukesha county, as shown in

ment and maintain a uniformly high standard of achievement. This would take a larger share of the county agent's time, and would merit the employment of at least a part time and possibly a full time junior leader for the county.

3. The percentage of farm family income spent for taxes seems rather high. Further study should be made to see if they are just or equitable. Study should also be made of the ways in which they are used to see if equally efficient returns might not be received with a smaller tax, or more efficient returns with the same tax.

4. That increased attention should be given to farm production efficiency through the application of improved soil, crop and livestock, and farm management practices, and to markets and marketing methods with a view to increasing if possible, the farmer's net income.
5. That increased attention be given to the betterment of the home and family life. This may be done in part through an increased emphasis on the woman's role in farm life with the aim of improving food, clothing, housing and management practices, resulting in the maintenance of a high standard of living in the homes of Kenosha county.

Some Results of the Survey

KENOSHA COUNTY is fortunately situated with respect to market, climate, natural wealth and population. It should have as well developed resources, economic and social life as any county in the state. Whether or not this is or can be true depends in a large part upon Kenosha county itself. This survey is only a beginning, of course, of an attempt to measure past accomplishments and point the way to new ones. Much more work is necessary before a complete picture can be drawn and full possibilities of the county realized.

This survey was started in the spring of 1928. Meetings were held, the survey blocked out, and preliminary working committees appointed. The accumulation and tabulation of data began immediately. Frequent meetings were called to interpret the findings and as a result of these interpretations, certain recommendations were made. Some of these recommendations have already been put into practice at this writing (1931). Other things, at least partly to be attributed to the survey, have taken place. Some of these are here presented in the nature of a progress report.

County library facilities expanded—The survey showed that reading material (particularly good books) was not readily available to the rural folks in the county. As a result a plan for a county library unit was drawn up and a request for a county librarian made to the county board. The plan was not approved. However, the following year (1930) the board approved an appropriation of \$1,300 (an increase of \$700) to go toward the purchase of new books and toward the rebinding of old books in the

county school library which the county superintendent had been slowly developing in connection with his office. A large part of the increase was also allotted for transportation of these books from place to place in the county and to secure additional office help in caring for the books. This had previously been done on a volunteer basis.

Free textbooks secured—water tested—playground equipment provided—An attempt was made to secure more adequate equipment in the schools of the county. A part of this was for free textbooks, and the county superintendent's office reports that by 1931, 75 per cent of the school textbooks in the county were free. Also in 1930, at least 90 per cent of the schools had had their well water tested, four more school garages had been built, and at least 25 per cent more playground equipment had been added. This equipment was secured through the cooperative efforts of the Parent-Teacher Associations and the school board members.

School grounds landscaped—A definite movement is now under way to landscape and beautify several rural schools in the county. This is being done in cooperation with the horticulture department of the College of Agriculture, and is sponsored locally by the Parent-Teacher Associations, the county superintendent of school's office, and the county agricultural agent's office. In one district this landscaping was begun first by the local Parent-Teacher Association. The school board soon became interested, however, and appropriated time and money to help in the enterprise.

County leadership schools provided—In 1928, ninety-five roadhouses were found in the county. The non-commercialized recreation program was a very meager one. The survey presented at least part of the problem, and the county set about to meet it by a constructive program of recreation. Their limitation was the lack of local leaders to carry on such a program. A leadership school to be held in the county in cooperation with the rural sociology department of the College of Agriculture was therefore planned. It included specialists who gave intensive training to carefully selected rural leaders through a period of two days in organization methods and plans, dramatics, music, and boys and girls club work. The instruction was presented in terms of the conditions revealed by the survey.

The following year specialized schools were provided. One was a school of instruction for officers in the Parent-Teacher Associations in the county held in cooperation with the state office of the Parent-Teacher Association. The other was a special school of instruction for 4-H Club Leaders held in cooperation with the 4-H club department of the College of Agriculture.

At the present time an intensive university extension class in dramatics especially for rural folks, to last for 14 weeks and taught by a member of the University of Wisconsin Speech Department, is in progress at Union Grove. Many Kenosha county rural drama coaches are enrolled as members of this class.

County programs for dramatics arranged.—Along with the first two-day leadership school held in the county, a county drama program was launched. Forty rural organizations prepared and presented plays in a county drama tournament. These organizations came from every township and almost two-thirds of the 63 rural school districts in the county. Approximately 300 rural people took part in these plays, and many times that number were in the audiences. This was the most intensive drama program developed by any county in the state. The county sent its winner to the state drama tournament. The next year the county drama tournament was repeated, and still again the following year. Each year the plays are better and the contests more sportsmanlike. Leaders in the county claimed that they were learning how to work together and how to be good losers.

County program for music developed—In the spring of 1930 Kenosha county started its first music festival. About 100 farm men and women

and 200 school children took part in the first event. They experimented in a plan for ranking the competing groups against a standard rather than against each other. This plan was adopted the next year for the first state music festival. Kenosha county entered a 35 member adult chorus in this state festival. The following June they held their second county music festival in the spring of 1931 devoting a whole day to the event with a better program and larger attendance than ever. The story of this second festival was written up in the November, 1931 issue of *The Farmer's Wife*.

Child health program much expanded—In the years 1929 and 1930 the child health program carried on through the schools of the county was much expanded. The county nurse reports that 858 children in the county were definitely known to have received goiter prevention tablets from November 1, 1929 to March 10, 1930. Some others received them but were not reported. These tablets were supplied through the schools to some pupils in every school in the county. They were given each week to children nine years of age and above, with the written consent of the parents.

Also during the school year, 1929-1930, all children in the county were given opportunity for toxin-antitoxin as a preventative for diphtheria. Over 800 children were reported by the county nurse to have taken this treatment and to have had opportunity for the Schick test.

Licensed physicians being selected for town health officers—At this time (1931) seven of the nine local rural governmental units in the county have appointed licensed physicians for their health officers. This leaves but two units with lay health officers.

A county children's board formed—It was found through the survey that very little concerted effort was being given to the social welfare problems of the rural parts of the county. Furthermore, it was found that about one-tenth of the rural families of the county included individuals, either children or adults, who were potential welfare cases. It was learned that at the previous session of the Wisconsin State Legislature a bill had been passed enabling counties to set up local boards to care for children.

This state legislation is known as the Children's Code Law. It enables county boards of supervisors to establish county children's boards to act, not as judges or policemen, but as observers, advisors, and in some cases, as administrators. Under certain conditions the board can employ paid full time pro-

professional workers, but its members are local people, doing the work because of their interest in the job to be done, and serving without compensation other than their necessary expenses. The members of the Board are to assist the courts and officers of the law in investigating cases, assuming the supervision of children when necessary, and sometimes in administering funds. The state law provides that this county Children's Board consist of the chairman of the county board of supervisors, one appointee of the juvenile court, two appointees of the state board of control and one member to be elected by the other four. It is required that at least two of the members shall be women.

With these facts in hand, the people of the county saw to it that a resolution asking for a County Children's Board in Kenosha county came before the County Board of Supervisors. The welfare survey committee went in a body to solicit its support. The resolution was passed and the necessary appropriations made. A board of five members was then duly appointed, two members of which are rural women who worked on the social welfare survey. This board is studying child welfare conditions in the county and working on plans for their correction. Today, there are also two social service workers in the county devoting at least a part of their time to the rural areas of the county, with the prospect of more trained workers in the next few years.

Parent-teacher associations sponsor 4-H clubs—

The two predominant organizations in the county are the Parent-Teacher Associations for the adult and mixed groups, and the 4-H Clubs for the junior groups. Each has a distinct place to fill, and it has become recognized that each can supplement and help the other. An agricultural committee appointed by the Kenosha County Parent-Teacher Association has proposed a cooperative plan whereby the 4-H Clubs will be called on to train and develop "leaders among the youth of today who tomorrow will become members and leaders in the Parent-Teacher Association", and the Parent-Teacher Association on the other hand, encourages the expansion and sponsors the activities of local 4-H Clubs. This latter is being done by providing 4-H programs at Parent-Teacher Association meetings including demonstrations, talks by leaders and programs by club members; by offering scholarships, and prizes to outstanding clubs or club members; and by helping in organizing and securing leaders.

County soils laboratory being maintained—For the past two years, as a part of the county agricultural agent's office, a soils laboratory has been maintained. Through the facilities of this laboratory, farmers in the county may have their soils analyzed and recommendations made for their improvement.

Published and distributed under Act of Congress, May 8, 1914, by the Agricultural Extension Service, College of Agriculture of the University of Wisconsin, K. L. Hatch, Associate Director, the United States Department of Agriculture, co-operating.