



Report of the school year 1936-37, being the eighty-second annual report of the public schools of Madison, Wisconsin.

[s.l.]: [s.n.], [s.d.]

<https://digital.library.wisc.edu/1711.dl/MIYBECJ5CA32H8C>

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

Original material owned by Madison Metropolitan School District.

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.

ANNUAL REPORT

... OF THE ...

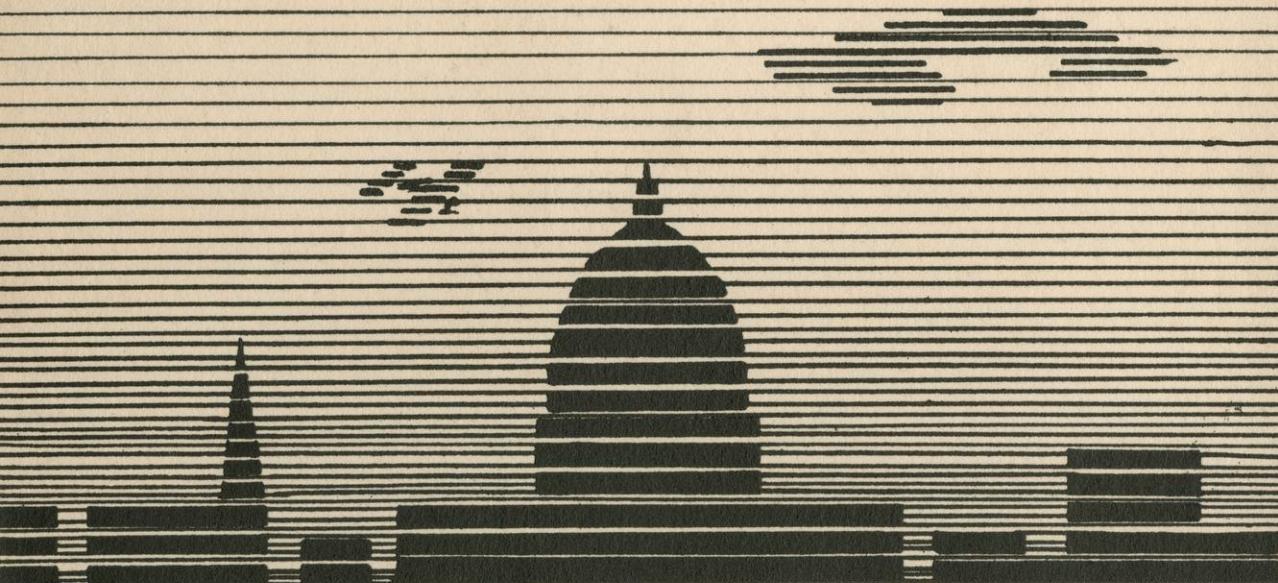
SUPERINTENDENT

MADISON PUBLIC SCHOOLS

1936 - 1937

Published by The Board of Education

Madison, Wisconsin



Report of the School Year

1936-37

Being the

Eighty-Second Annual Report

of

The Public Schools

of

Madison, Wisconsin



Compiled by

R. W. Bardwell, Superintendent

**Approved by the Board of Education
and ordered published**

September 1937

Members of the Board of Education Madison, Wisconsin

MR. H. C. SCHENK
MR. J. P. BUTLER
MR. GLENN W. STEPHENS
MRS. JAMES W. MADDEN
MR. HOLDEN M. OLSEN
DR. R. W. HUEGEL
DR. J. S. SUPERNAW



Board Officers

J. P. BUTLER, *President*

H. C. SCHENK, *Vice-President*

EARL D. BROWN, *Secretary*

GLENN W. STEPHENS, *Treasurer,
Revolving Fund*

R. W. BARDWELL, *Superintendent*

CONTENTS

	PAGE
PART I. GENERAL SURVEY OF THE SCHOOL YEAR-----	5
A. School Census and Enrolment-----	5
B. The Economy of the Size of Madison's Schools-----	6
C. Simplification of Administration-----	7
PART II. PHYSICAL PLANT-----	9
A. Tentative Building Program of the Board of Education-----	9
B. Consideration of Hazards-----	11
C. The P. W. A. Program-----	12
PART III. CURRICULUM AND INSTRUCTION-----	15
A. General Policies -----	15
B. Annual Report of the Curriculum Department-----	16
C. Secondary School Curriculum-----	24
PART IV. HEALTH, PHYSICAL EDUCATION AND RECREATION-----	27
A. Unification of Program-----	27
B. The Health Advisory Committee Report-----	28
C. The Joint Recreation Committee-----	31
PART V. CHILD GUIDANCE AND SPECIAL SERVICES-----	33
A. Outline of Organization of the Department-----	33
B. Summary of Functions-----	35
C. A Study of the Need of Co-ordination of Children's Services -----	38
PART VI. FINANCE AND SUPPLY MANAGEMENT-----	41
A. A Study of Per Pupil Costs-----	41
B. Methods of Purchasing and Accounting-----	43
C. Balance Sheet as of June 30, 1937-----	44
D. Revenues—July 1, 1936, through June 30, 1937-----	45
E. Summary of Expenditures-----	46

FOREWORD

• This is the ninth of a series of annual reports under the same administration of the Madison Public Schools. In the earlier reports the general policies governing the development of the schools, as determined by the Board of Education, were published. The subsequent reports have been the account of the plans that were adopted by the Board under those policies, and the progress in the schools in the execution of those plans.

This report is a continuation of that account. It is divided into six parts, the first part being a general survey of the work of the year, and the other five parts reports of the several divisions of the school organization.

R. W. BARDWELL
Superintendent

Part I

GENERAL SURVEY OF THE SCHOOL YEAR

A. SCHOOL CENSUS AND ENROLMENT

- The reports on school census and enrolment in the public schools of the city indicate that the number of children living within the city limits is remaining approximately the same. This is a continuation of a trend which has been noticeable during the past several years. The increase in the total enrolment in the schools is attributable entirely to the increase in the number of tuition students. During the past year the fact that the Badger School district and the Waubesa Beach School district—rural districts located directly south of the city of Madison—have sent all or part of their children to the schools within the city, accounts for an increase of approximately 100 pupils in the elementary schools.

The suburban areas around Madison, and particularly the lake shore property, are becoming more and more a year-round residential district. With the convenience of individual transportation by means of automobile, it is very natural that families living in the congested areas near the center of town would move into the outlying area in order to gain the benefits of the open country. This trend in the movement of population will undoubtedly continue during the next several years. It will create an increasingly difficult problem for the outlying districts. When these districts have constructed new school buildings and have established educational facilities which are comparable to those within the city of Madison, the tax rate for such school support will be considerably higher than that which is borne by the people of the city of Madison at the present time. If such becomes the case, it seems reasonable that some form of school organization should be made possible by the legislature so that a metropolitan school district, comprising all of the residential area around Madison, could be organized. If such a district is organized the wealth of the industrial and commercial center will then be included as the base for the support of the schools that are in the residential areas. It is needless to say that such an organization would be of service to the outlying schools in providing the assistance of expert direction and supervision, of special services, and particularly of the provision for care of the handicapped children.

The fact that the total number of pupils coming from the area outside of Madison was 1,020, and the fact that the tuition receipts from this large number of pupils was approximately \$80,000, shows that the city schools of Madison are already serving the surrounding area to a great extent.

TABLE I

SHOWING COMPARISON OF CENSUS TOTALS OF SCHOOL DISTRICTS FOR
THE YEARS 1936 AND 1937

School Districts	Census Totals 1936	Census Totals 1937	Increase	Decrease
Doty	838	782		56
*Draper	859	769		90
Dudgeon	647	650	3	
Emerson	1,705	1,702		3
Franklin	784	794	10	
Harvey	505	548	43	
Hawthorne	928	949	21	
Lapham	689	637		52
Lincoln	991	983		8
Longfellow	1,887	1,865		22
Lowell	1,729	1,676		53
Marquette	733	734	1	
Nakoma	276	334	58	
Randall	2,335	2,370	35	
Washington	860	816		44
Joint District No. 8	321	340	19	
Totals	16,087	15,949	190	328

16087—1936 Census Total
15949—1937 Census Total

138—Decrease

*Decrease of about 35 in this district probably due to the change in boundary between Draper and Randall.

B. THE ECONOMY OF THE SIZE OF MADISON'S SCHOOLS

- It is generally accepted that the optimum size for an elementary school is approximately 800 pupils. Such a school is not too large for the relationship between pupils and teachers to be close and effective, and at the same time in such a school all of the advantages of special instruction in speech, dramatics, art, music, physical education and handcraft, as well as segregation of handicapped children—all of these advantages can be given with no increased cost over that of the small school which has none of these advantages.

Table II, showing the enrolment by buildings, indicates that only one of the Madison elementary schools during the past year equaled this optimum size. This was the Randall School located at Regent and Spooner Streets. There were two other schools that came close to this enrolment, namely the Emerson and the Lowell Schools on the east side of the city. With the gradual reorganization of the elementary schools and the mergence of nine of the small elementary schools into three modern buildings, the school offerings will be considerably improved at no increase in the operating cost.

TABLE II

COMPARATIVE TOTAL ENROLMENT FIGURES AT THE END OF THE TENTH PERIOD FOR THE SCHOOL YEARS ENDING 1933, 1934, 1935, 1936 AND 1937

Schools	June 9, 1933	June 15, 1934	June 14, 1935	June 12, 1936	June 18, 1937
Brayton	79	79	90	92	80
Doty	202	190	186	165	166
Draper	214	222	215	204	193
Dudgeon	275	259	257	261	270
Emerson	808	827	795	784	768
Franklin	432	437	427	444	491
Harvey	204	205	223	234	250
Hawthorne	341	326	332	320	307
Lapham	250	258	263	255	218
Lincoln	427	439	434	460	424
Longfellow	601	573	607	586	577
Lowell	778	764	744	752	762
Marquette	313	331	345	353	346
Nakoma	263	243	240	262	305
Randall	849	848	839	842	815
Washington	225	224	216	214	253
Specials	106	100	120	112	124
Crippled	43	49	45	51	67
Deaf	26	25	25	24	21
Central Junior	494	517	500	502	547
Central Senior	836	837	812	766	765
East Junior	956	1,003	1,046	1,019	1,045
East Senior	1,132	1,152	1,151	1,223	1,254
West Junior	656	660	677	744	695
West Senior	786	835	917	954	995
Totals	11,296	11,403	11,506	11,623	11,738

C. SIMPLIFICATION OF ADMINISTRATION

- The single purpose of the system of public education in Madison is to give every child the maximum benefit that the funds expended will provide. Every person involved in the common effort to provide this maximum benefit should be able to distinguish clearly his part in accomplishing this purpose. Duplication of effort should be avoided because of its cost. At the same time no part of the essential work should be fragmentary or incomplete.

In order that the administrative machinery of the schools may be made the minimum consistent with this policy, it is recommended that the work of the central organization be reduced to five main divisions, namely: (1) the physical plant; (2) curriculum and instruction; (3) health, physical education and recreation; (4) child guidance and special services; and (5) finance and supply management.

In each of these five divisions it is recommended that there be named an assistant to the superintendent, the executive officer under the Board of Education, this assistant to be directly responsible to the superintendent for the efficient and complete service of his division. For the purpose of continuing and increasing the fine work that has been done by the supervisors under the present plan, it is recommended that a department or subject chairman, or director, be named wherever uniformity or co-ordination of work in the several schools appears to warrant it. The departments or subjects of art, commercial education, foreign languages, home economics, industrial arts, and music, are those which have had or seem to be in need of such co-ordination.

Part II

PHYSICAL PLANT

● The way in which a city houses its school children does not necessarily indicate the standard of the education which the city is providing for the development of its children. The most important factor in any school organization is the quality of the teacher. However, the general appearance of the school building and its adequate provision for the work and play of the children who come to it daily during the school year, are the external factors which impress not only the pupils and the parents of the pupils, but also the citizen who is not in direct contact with the work of the school. In other words, whenever the citizen sees a fine looking school plant, he is inclined to feel that there is a splendid school. The obsolete, deteriorated, old school building seems to possess a relationship in his mind to an old, obsolete, and possibly substandard type of education. So when teachers and pupils are working together in such a building, they are unconsciously subjected to the psychological influence of such an attitude.

The elementary schools of Madison which have been constructed during the past twenty-five years are modern in appearance and design, and furnish excellent facilities to the pupils who work within their walls. The older buildings, some of them over seventy-five years of age, are obsolete, and, because of their size and the enrolment of pupils which they serve, are more expensive per pupil than the finer and more modern structures.

On pages 10-13 are shown a few representative modern school buildings and some of the school buildings of Madison which may be eliminated by the new building program.

A. TENTATIVE BUILDING PROGRAM OF THE BOARD OF EDUCATION

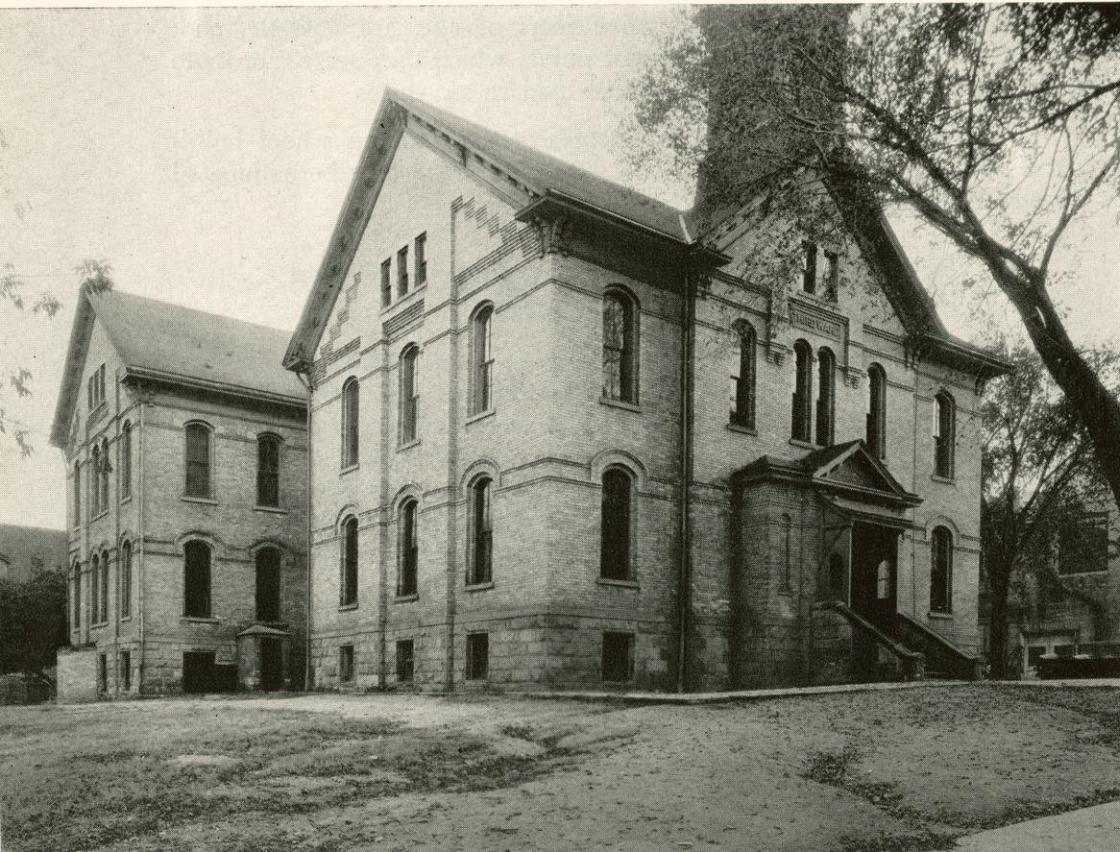
● Following the survey of the Madison school plant made by the State Department of Public Instruction, published in the last annual report of the Superintendent, the Board of Education have made a continuous study of the problem of improving the physical plant for the elementary schools of Madison. At their meetings they have received groups of parents and interested citizens from various sections of the city in which there were old and obsolete buildings. Petitions from the Lapham district and from the Harvey-Marquette-

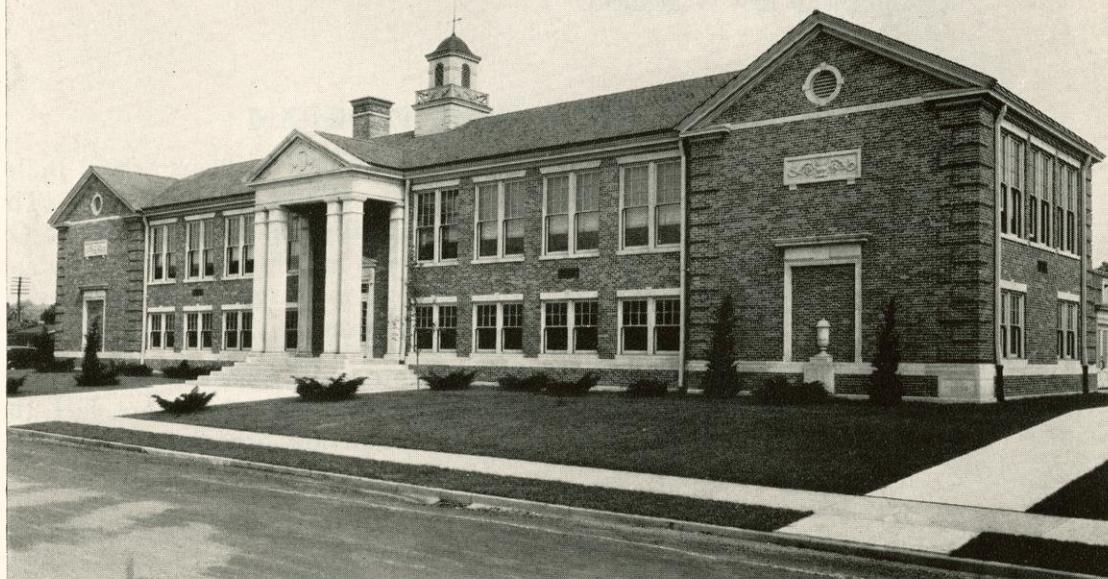
Hawthorne district bearing the names of more than a majority of the voters in those districts, have been submitted to the Board. From this interest on the part of the citizens it appears that the time is at hand for serious consideration of the improvement of the elementary school buildings.

The program which the Board of Education have tentatively adopted includes the substitution of three fine, modern elementary school buildings to displace nine buildings, eight of which have been designated by the State Department Survey Committee as below the scale at which a building is considered adequate. Under this proposal it is planned to erect a new Marquette School at the New Marquette site, this school to serve the pupils who are at the present time attending Harvey, Marquette and Hawthorne Schools. Under such a plan it is probable that there would be some revision of boundary lines and that some of the pupils living on the north edge of the Hawthorne district would be transferred to the Emerson School; it is also possible that some of the pupils living in the south end of the district would be accommodated in the new 20-room building to be constructed on the Burrows Block. This

THE BRAYTON SCHOOL

A typical example of the obsolete elementary school building in Madison





A TYPICAL MODERN ELEMENTARY SCHOOL
CINCINNATI, OHIO

building on the Burrows Block (East Dayton, North Brearly, East Mifflin and North Ingersoll Streets) would accommodate the pupils of the Lapham, of the Lincoln Elementary, and of the Brayton School. And in the area west of the Square it is proposed that a building in the neighborhood of Barry Park, located at the corner of West Dayton and Frances Streets, would accommodate the pupils now attending the Draper, Washington and Doty Schools. The map on page -- shows the location of these proposed schools and the schools which they would displace.

B. CONSIDERATION OF HAZARDS

- In any planning of a school location the problem of traffic hazards has been one to which the Board of Education have given thorough consideration. It is very probable that in case the proposed building program is approved by the electorate of the city, they will request either special service for the protection

of children against traffic hazards, or, in some cases they will request the construction of pedestrian underpasses in order that all danger from traffic at certain points may be avoided.

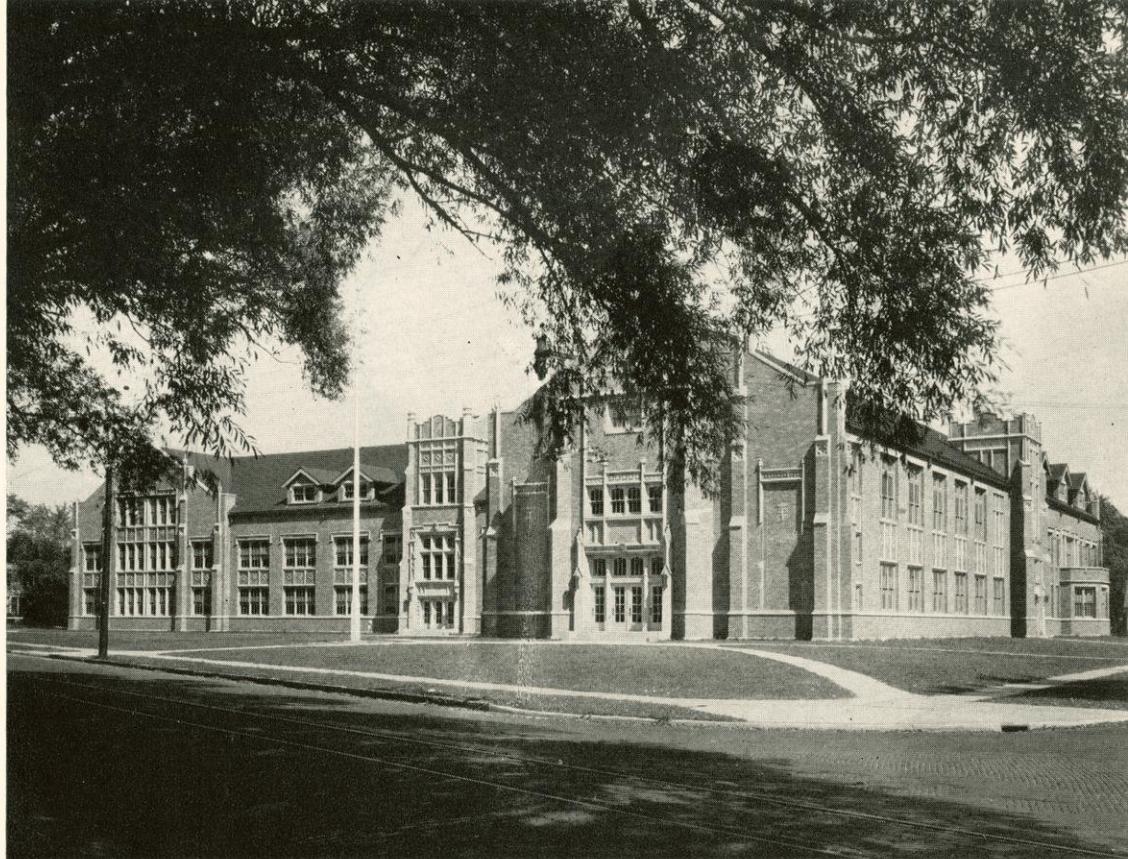
C. THE P. W. A. PROGRAM

• During the past school year the second floor of the Nakoma School Building was completed under a project of the Public Works Administration. The completion of this school provides for four additional schoolrooms. On account of the fact that this section of the city is building up very rapidly and the enrolment in this building is consequently increasing, these four rooms will prove very necessary within the next few years.

The other two P. W. A. projects which are under consideration and upon which favorable action is expected within the next few months are, first, the razing of the Greenbush building in the Longfellow School group and the

THE GREENBUSH BUILDING OF THE LONGFELLOW SCHOOL, MADISON
This has been condemned and is no longer safe for school use.



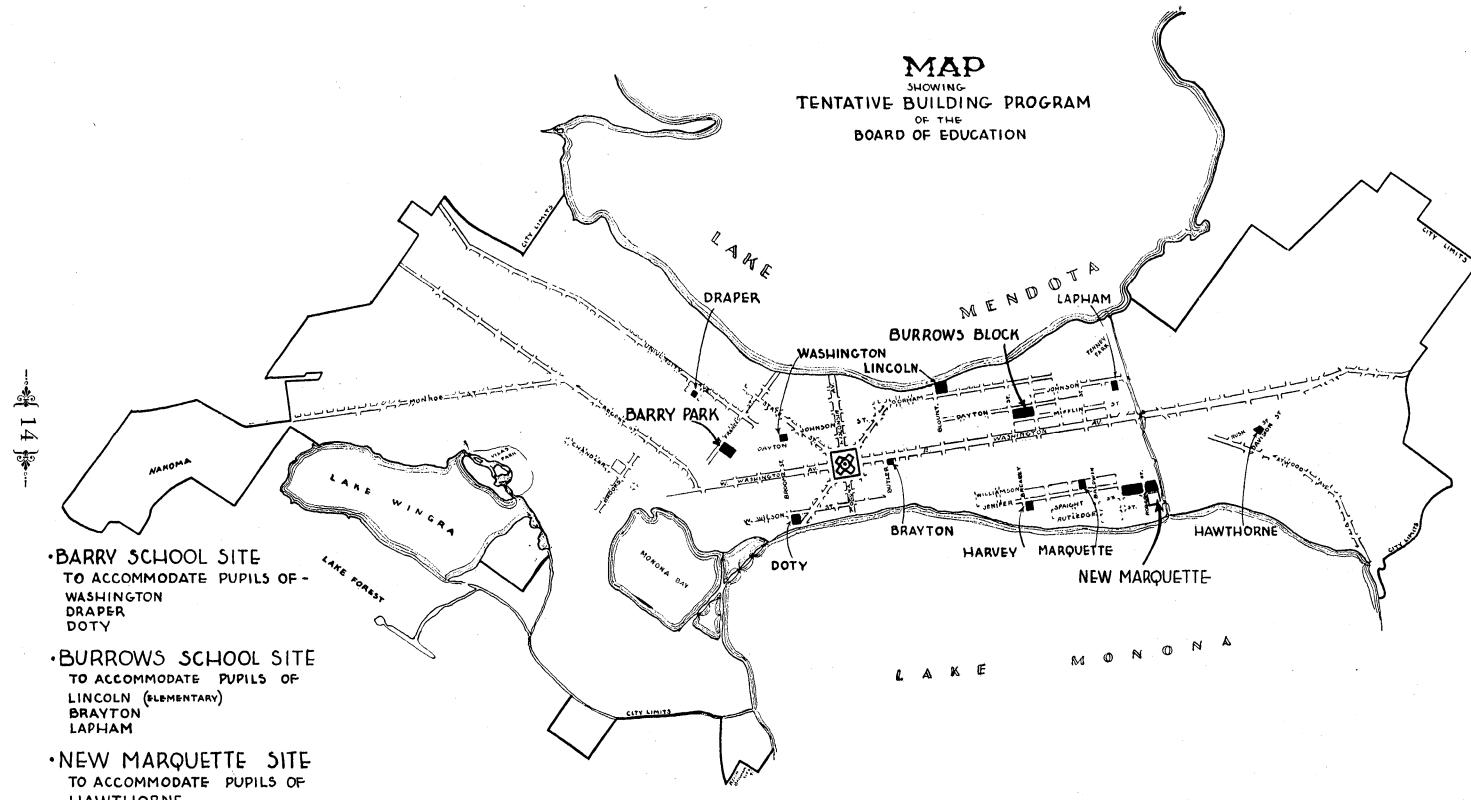


A MODERN ELEMENTARY SCHOOL
AURORA, ILLINOIS

construction of an addition to displace that building. This addition will include a recreation center, a community library room, and four classrooms. The project also covers the remodeling of the white brick structure in the middle of the Longfellow School property for purposes of an orthopedic school. This remodeling includes the installation of an elevator in order that all floors of the building may be equally accessible to the crippled children.

The second project is the completion of the second story of the Dudgeon School. The Dudgeon School was originally planned to be a two-story school and the floor slab of the second floor has constituted the roof of the building during the past eleven years. Because of the fact that such construction does not adapt itself to changing temperatures, the contraction and expansion of the concrete slab has affected the brick work of the building, and the completion of the second floor is necessary in order to preserve the building. The rooms on the second floor of this addition will not be entirely finished under the plans for this project; only one room to be used for gymnasium and auditorium will be utilized at the present time.

MAP
SHOWING
TENTATIVE BUILDING PROGRAM
OF THE
BOARD OF EDUCATION



Part III

CURRICULUM AND INSTRUCTION

A. GENERAL POLICIES

- It is the policy of the Board of Education to place the intrinsic qualities of the teacher first in their plans for the best in education for Madison's children. In pursuance of this policy they have maintained consistently a fair and adequate salary scale for all teachers. The city of Madison was one of the first cities in the United States to establish a single salary schedule. This schedule is based upon the theory that the instruction of children at any one age level is as fully important as it is at any other. As a result of the operation of such a schedule during the past fourteen years, Madison has attracted to it fine elementary teachers from other cities in the state and has developed a group of elementary teachers who are not device followers, but are thorough students of the needs of children in the elementary school level.

Consistent with their program of providing fair and adequate salaries, the Board of Education have also aimed to provide that type of leadership and direction which would appeal to the teacher capable of individual thinking. The truly capable teacher appreciates advice, direction and understanding of fundamental philosophy upon which procedure is based, and enjoys the opportunity of participating in the joint task or problem of developing the instruction and curriculum of the school.

During the past year in the elementary schools, under the leadership of Mrs. Janet M. Millar, assisted by Mrs. Ethel Mabie Falk, the teachers have worked in committees on the completion of the organization of the curriculum in the field of nature and science. The results of this work took somewhat the same form as the publication of the social studies units which were issued by the Curriculum Department three years ago and which have been used most successfully in the Madison schools and have been sought by schools throughout the United States.

B. ANNUAL REPORT OF THE CURRICULUM DEPARTMENT

By JANET M. MILLAR

The curriculum program as reported has been carried out either under the direction of Ethel Mabie Falk or with her assistance and advice.

The curriculum work in the Madison Public Schools has been organized and carried out in the light of certain guiding principles.

The greatest good can be achieved for the greatest number when best practice can be made common practice.

Greatest and most widespread benefits are received when common problems are studied in an organized manner. A more comprehensive study can be made by an organized group than by an individual. Conclusions reached by group study and thinking are likely to be more reliable than those arrived at by an individual. The staff attitude of friendliness and unity fostered by such group work is of great value.

Curriculum change and growth should develop from the problems and needs of the classroom itself. The aims and teaching principles guiding any program, as well as the scope of the program, should be formulated in consideration of the most valid research studies available. The thinking of the leading authorities in each particular field should be an important influence in the determination of these factors. All change should be keyed to the practical situations by careful, thorough, experimental use in the classroom from which should come valuable criticism and any needed revision.

The members of the administrative staff form an integral part of the organization for curriculum study, both in helping to plan the work and in taking the lead in the installation of new programs and procedure.

For the above reasons, and because no curriculum can be broader or more profound than the teacher by whom it is administered, active participation by the whole teaching staff is an essential part of a successful program of curriculum building.

I. BIRD'S-EYE VIEW OF PROGRESS DURING PAST SEVERAL YEARS

A. The planning and production of new or reorganized programs in various fields

1. Language

The study of the language expression of children (1931-32) encouraged giving children many opportunities for creative expression and many ideas and experiences about which they were eager to express themselves. It also directed detailed attention to measuring phases of language growth, in both oral and written expression, as a means of judging the effectiveness of language teaching. Reports embodying the principles of language teaching and suggestive methods to guide the work in the Madison schools were published.

2. Social Studies

In the social studies the program (1932-34) was planned as a progression of activities starting with centers of proven interest to children and expanding in an ever-broadening horizon as the child's breadth of interests naturally grew. The attitudes, understandings and abilities

in attacking problems that were to be developed through the medium of this field were those which seemed most vital to the successful conduct of adult life. The bulletins issued outlined the aims and teaching principles basic to the program, the general nature and scope of the program at each level, and suggestive units of work for each level.

3. Natural Science

A program of natural science studies was tentatively organized (1935-37). This field is especially fruitful because of the child's natural interest and enjoyment in the world about him and because of the opportunities it presents for actual observation and experimentation on the part of the child. Again the plan was to proceed from the child and his immediate interests and surroundings to the more distant in time and space. The organization was planned to encourage independent thinking based on facts which could be demonstrated or verified by reference to good authority.

4. Arithmetic

Two years of committee study in arithmetic (1934-36) preceded the formulation of a tentative outline attempting to adjust the arithmetic program to maturity levels for economy of time and effort in learning.

B. The discovery and correction of deficiencies in the instructional program

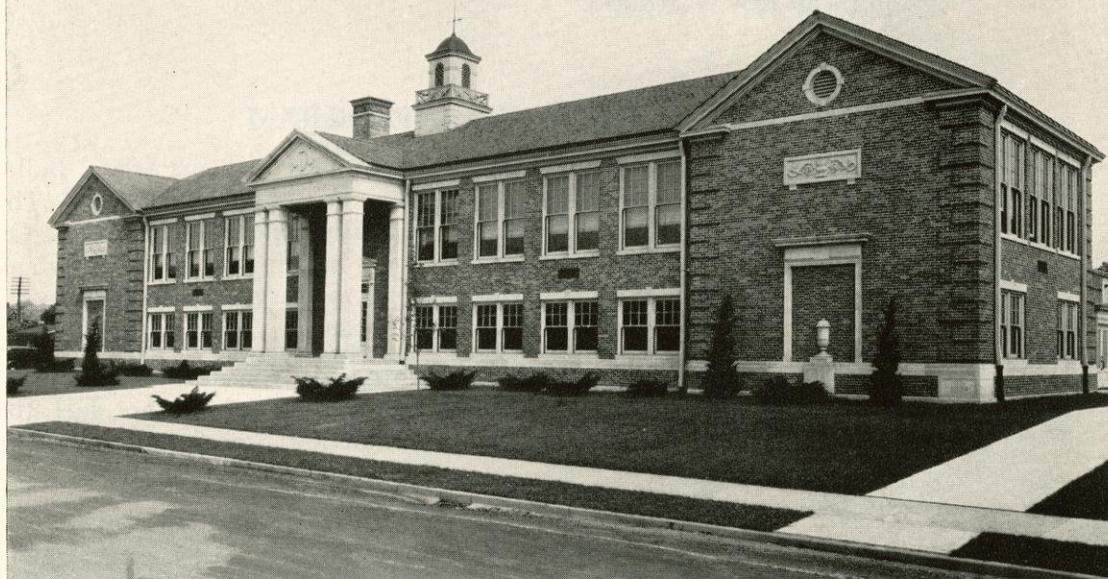
1. A testing program has been maintained throughout the curriculum program with the following aims in view:

a. Reading

- (1) To determine the particular needs of individual pupils in the many specific factors involved under the general term, that instruction may be provided to obtain balanced growth
- (2) To determine any particular weakness in the general plan of instruction as shown by the marked deviation of an item on a city-wide survey of test results
- (3) To assist in measuring the growth made by pupils having special difficulty with a view to judging the effectiveness of the remedial teaching methods employed
- (4) To aid in determining the materials most suitable for each pupil's use
- (5) To obtain a measure of general accomplishment for our city when compared with a standard score

b. Arithmetic

- (1) To determine the particular difficulties of individual pupils that instruction may be directed to their correction
- (2) To locate any particular branch in which the general instructional program has been weak
- (3) To obtain a measure of our accomplishment on specific skills when compared with standard norms



A TYPICAL MODERN ELEMENTARY SCHOOL
CINCINNATI, OHIO

building on the Burrows Block (East Dayton, North Brearly, East Mifflin and North Ingersoll Streets) would accommodate the pupils of the Lapham, of the Lincoln Elementary, and of the Brayton School. And in the area west of the Square it is proposed that a building in the neighborhood of Barry Park, located at the corner of West Dayton and Frances Streets, would accommodate the pupils now attending the Draper, Washington and Doty Schools. The map on page -- shows the location of these proposed schools and the schools which they would displace.

B. CONSIDERATION OF HAZARDS

- In any planning of a school location the problem of traffic hazards has been one to which the Board of Education have given thorough consideration. It is very probable that in case the proposed building program is approved by the electorate of the city, they will request either special service for the protection

annotated and sent to an editing committee of teachers who revised the unit in any way that seemed advisable and brought the bibliography up-to-date.

- d. The principals discussed the plan as a whole, considering the theme for each grade level, the placement of particular units, the advisability of issuing bulletins containing the units at this time.
 - (1) It was deemed advisable to issue the bulletins.
 - (2) The two health units at each grade level were to be withheld from these bulletins, but issued together for use at each grade level. These units will be used in the way most suitable to the organization within each building and are to be considered as forming the nucleus of a broader health program to be formulated in the future.
- e. Special attention was directed to the units which provide for teaching conservation, as required by law, and materials suitable for this purpose were listed in a bulletin.

2. Reading Readiness

- a. During the year the reports of the 1935-36 committees concerning various phases of the problem of promoting reading readiness were issued.
- b. Members serving on these committees found the combined meeting of kindergarten and first grade teachers to discuss and work upon common problems most beneficial.
- c. Because the committee reports were voluminous, it was decided to issue a combined report including those contributions most vital to future policy and procedure. This composite report was formulated by Miss Nancy McGill, chairman of the 1935-36 study, and Mrs. Ethel Falk.
- d. In consideration of the results of these studies, provision was made for materials at first grade level which were constructed to help prepare certain children for the basic materials of beginning reading.
- e. Provision was also made for new beginning reading materials at second grade level to meet the needs of pupils who will not have reached a second grade reading ability but are otherwise mature enough for second grade.

B. The discovery and correction of deficiencies in the instructional program

1. Reading

a. Testing program in October

Grade	Standard Median	Madison Median	Test Used
2-----	2.0	2.0	Met. Pri. Form B, I-IV
3-----	3.0	3.3	Met. Pri. Form B
4-----	4.0	4.4	Sangren-Woody, Form A
5-----	5.0	6.0	Sangren-Woody, Form A
6-----	6.0	6.3	Iowa Elem., Form A

- (1) 13% of the second graders were more than 5 months below grade and therefore seemed to be in need of a constructive program of first grade work.
- (2) Encouragement was found in the results at third grade level in these ways: 5% of the children who had been below the standard norm on entering second grade were above on entering third grade. 4% more third grade children were above the standard norm in October of 1936 than in October of 1935.
- (3) At the fourth grade level 11% of the pupils were more than one year below the norm as compared with 16% in the previous year.
- (4) Since the fifth grade as a whole scored higher than was reasonably to be expected, a certain reserve must be maintained toward the results. 6% of the pupils were more than one year below the standard norm according to the results.
- (5) At sixth grade the test showed 16% more than a year below grade as compared to 18% the previous year. A comparison of the scores on each part of the test with those of the previous year gave the fifth grade teachers a picture of the skills in which their teaching had achieved the greatest and least gains. The distribution of the total range of Madison sixth grade scores compares very favorably with the range of the standard scores.

	Madison	Standard
% more than 1 year above grade -----	27%	27%
% within range of sixth grade -----	34%	23%
% less than 1 year below grade -----	23%	20%
% more than 1 year below grade -----	16%	30%

b. Survey of remedial reading cases

- (1) Record of growth shown in third grade tests by 150 pupils who were remedial reading cases in grade two:

	Oct. 1935	Oct. 1936	
Highest score -----	1.8	3.7	median gain of 1 yr. 1 mo.
Lowest score -----	.6	1.2	and 23 pupils showed
Median score -----	1.6	2.6	a gain of more than 1½ years.

- (2) 97 fifth grade pupils who were remedial cases in fourth grade made the following record:

	Oct. 1935	Oct. 1936	
All below 3.1	Highest score ---6.3	The group made a	
(Test does not score lower)	Lowest ---below 3.1	median gain of at	
	Median -----4.4	least 1 yr. 3 mo.	

- (3) Records for children progressing from third to fourth grade and from fifth to sixth grade were not capable of exact comparison because of a change of tests at each of these levels.

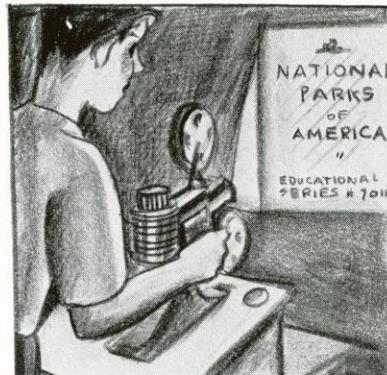
"In the first three grades the most effective results were obtained by reading many books containing easy material, although individual help in phonics, vocabulary and phrase work played an important part. In a few cases a feeling of confidence had to be built up. Some of the improvements noted were: 1. Slow readers read more fluently because of much repetition of vocabulary in easy readers. 2. Marked improvement in oral reading. 3. Improvement in rate by slow jerky readers. 4. Some improvement in one case where pupil seemed to lack phonetic sense."

LAPHAM SCHOOL, Shirley D. Almy, principal:

"The special work of all grades this year was with reading difficulties and the remedial work. The work of the first grade and kindergarten included a survey of the physical factors as they influenced the reading readiness, and an inventory of social attitudes for each child. The most extensive remedial reading program was carried on in the second grade with special material purchased for the purpose. The number of serious reading difficulties was reduced from twenty-three to three."

LINCOLN SCHOOL, Renette Jones, principal:

"Under the leadership of a very conscientious University student we again have a good orchestra. Pupils have entered all art contests—many of them winning prizes. We have been able to have our librarian three days a week this year. Heretofore our library work was crowded into two days. The fathers in our PTA presented the school with a good machine. Several of the older boys soon learned to run it. We have stressed 'English in all subjects'. To get anywhere in good English, pupils must get everywhere in good English. This year tests were given in both the sixth and eighth grades. Both the tests and the record sheets will be of value to the teachers of seventh and ninth grades."



LONGFELLOW SCHOOL, C. Lorena Reichert, principal:

"Much effort was put forth this past year to develop a cooperative type of organization in the intermediate grades. The home room teachers taught arithmetic, English, and the social studies, while music, natural science, and physical education were taught by teachers who were especially interested in these subjects. It was rather difficult at first to find time enough in our already crowded curriculum for all the subjects. We have accomplished this partly by reducing the number of subject divisions. Instead of having separate divisions for reading, language, spelling, and penmanship, or for history, geography, and civics, we have grouped these under the two headings of English and social studies. This allowed greater flexibility in arranging the daily program. This type of organization has allowed more time for natural science,

The Stanford Test was chosen for the intermediate grades at this time because the grade placement was most nearly adjusted to the new grade placement. The processes required by the test were comparable to our sixth grade requirements, a little severe for our fifth grade, and quite rigorous for our fourth grade. In consideration of these facts the following results on average scores are quite remarkable.

	Standard Norm	Madison Norm	At or above Standard Norm	Below Stand- ard Norm
Grade 4	4.7	4.7	55%	45%
Grade 5	5.7	6.0	61%	39%
Grade 6	6.7	7.9	76%	24%

3. Spelling

a. A survey testing program was administered in grades three, four, five and six in December, 1936.

(1) The Metropolitan Standardized Test was a part of this program.

(a) The third grade median in this test was five months below norm and only $\frac{1}{4}$ of the pupils were at or above norm.

(b) The fourth and fifth grades were two months below norm with 40% and 47% of the pupils, respectively, at or above norm.

(c) The sixth grade had one form of this test in December and another form of the same test in May. The results are encouraging:

December --- 4 mo. below norm; 37% at or above norm
May ----- 1 mo. above norm; 55% at or above norm

(2) The following facts were revealed by various informal tests given uniformly throughout the city:

(a) The retention of spelling words that had been taught the previous year rose appreciably from third through fifth grade but no further gain was shown at sixth grade.

(b) Words arising from the children's own vocabularies were spelled with somewhat greater accuracy at all levels than words dictated.

(c) In writing their own stories children in general achieved the greatest accuracy. It is difficult to determine to what extent children use words they know how to spell and to what extent they learn to spell the words they habitually use. Both factors undoubtedly contribute.

(3) I.Q. as a factor in spelling difficulty

(a) Only a small per cent of the children with I. Q. below 90 scored at or above their grade level on the Metropolitan Test.

- (b) About 50% of the sixth graders with I. Q. below 90 obtained an average accuracy score of 80% or better. At each lower grade the per cent of these children who scored that high became appreciably lower.
- (4) The correlation between spelling difficulty and reading difficulty in our study was fairly consistent. About 75% of the children who are poor in spelling are also poor in reading.
- (5) Many avenues of approach to the contemplated spelling investigation for 1937-38 are opened by the survey of the test results.
- (6) Certain detailed studies of the test papers requiring the facilities of a research staff have been undertaken by Dr. J. G. Fowlkes of the University of Wisconsin.

b. Building studies in spelling

- (1) Miss Pratt and Miss Axtell directed studies of spelling within their own buildings.
- (2) Miss Reichert, with members of the Longfellow staff, undertook a follow-up program with a number of children of low I. Q. whose test results showed severe spelling difficulty. Certain generalizations gained from that study will be available in organizing the spelling investigation of 1937-38.
- c. Informal investigation of spelling problems was undertaken by a small group of teachers in grades three to six. Their experiences and opinions will help to delineate the wider investigation. The following teachers voluntarily undertook this investigation:

Sixth Grade—Margaret Bonn, Verna Hahn, Ruth LaBerge, Zelma Nielson

Fifth Grade—Ann Adams, Hattie Boetcker, Mable Day, Dorothy Mundt

Fourth Grade—Dorothy Chapman, Georgia Robb

Third Grade—Dorothy Greenleaf, Helen Kurtz

4. Sixth grade Metropolitan Intermediate Achievement Tests, Form A, Partial (Revised)

- a. A survey was made by the curriculum department as to the results of these tests administered through the guidance department for the purpose of planning junior high school organization.
- b. The Madison median exceeded the standard median on all parts of the test as shown below:

		Average Reading	Average Arithmetic	Average English	Average Spelling
Standard	Median	-----6.8	6.8	6.8	6.8
Madison	Median	-----6.9	6.9	7.2	6.9

c. The range of scores and the percentage distribution over this range shows a favorable trend upon comparison of the 1937 scores with those of 1936.

	Average Reading	Average Arithmetic	Average English	Average Spelling		Average 1935	Average 1936	Average 1935	Average 1936	Average 1935	Average 1936	Average 1935	Average 1936
8.0 & above	13%	15%	9%	13%	15%	24%	11%	12%	12%	11%	12%	11%	12%
7.0-7.9	33%	32%	32%	37%	33%	33%	27%	37%	37%	27%	37%	27%	37%
6.0-6.9	33%	34%	35%	33%	38%	32%	31%	37%	37%	31%	37%	31%	37%
5.0-5.9	16%	15%	19%	14%	10%	8%	22%	11%	11%	22%	11%	22%	11%
Below 5.0	5%	4%	5%	3%	4%	3%	9%	3%	3%	9%	3%	9%	3%

III. DEFINITE PROGRAM FOR THE YEAR AHEAD, 1937-38

A. The planning and production of new or reorganized programs in various fields

1. Assisting principals and teachers with the installation of the elementary science program
2. The revision of the 1926 course of study in arithmetic, as well as the experimental outline of 1936-37, in line with the official adoption of the Master Key Arithmetic Series.
3. Continued assistance with the installation of the reading readiness program and related problems.
4. Extension of the spelling investigation into a general investigation concerning the elementary staff as a whole.
5. Such assistance in the junior high school curriculum program as is requested by principals and chairmen of the curriculum study groups.

B. The discovery and correction of deficiencies in the instructional program

1. Continuing the established program of testing in reading, as well as the remedial reading studies.
2. Returning to the scaling of handwriting.
3. Obtaining an accurate check on accuracy in arithmetic fundamentals by the use of the Los Angeles Arithmetic Test and careful problem-by-problem comparison with each grade's results on the same test when given in 1934
 - a. As a check upon the stepped-up grade placement.
 - b. As a definite measure of our status at the beginning of the use of the Master Key Arithmetic Series.

C. SECONDARY SCHOOL CURRICULUM

- In the field of the secondary school for the first time a complete organization has been set up for the purpose of working upon the secondary school curriculum. The five committees were as follows:

- I. SOCIAL STUDIES, including History, Geography, Civics, Problems of Democracy, English Literature, third and fourth year Foreign Languages, and at least one co-ordinating member from each of the other four study groups. Mr. L. E. Luberg, Chairman.
- II. SCIENCE AND MATHEMATICS, including Physics, Chemistry, Biology, Physiology, Algebra, and Geometry, and one co-ordinating member from the Health, Physical Education and Recreation study group. Mr. R. L. Liebenberg, Chairman.
- III. LANGUAGE ARTS, including English, Speech, Journalism, Drama, Library, first and second year Foreign Languages, and at least one co-ordinating member from each of the other four study groups. Miss Vida V. Smith, chairman.
- IV. FINE AND APPLIED ARTS, including Drawing, Art Metal, Pottery, Vocal Music, Instrumental Music, Home Making Arts, Manual Arts, and Commercial Subjects. Miss Louise H. Elser, Chairman.
- V. HEALTH, PHYSICAL EDUCATION AND RECREATION, including Physical Education, and three co-ordinating members from Group II to represent Physiology and Science Hobbies, three members from Group III to represent recreational Reading and Drama, and three from Group IV to represent Music and the various Arts in recreational hobbies. Mr. A. J. Barrett, Chairman.

The Reviewing and Co-ordinating Committee, which received the reports of these committees in the several divisions, was as follows:

Mr. R. W. Bardwell, Chairman
Mr. V. G. Barnes
Mr. F. S. Randle
Mr. L. A. Waehler
Mrs. Janet M. Millar
Mrs. Ethel Mabie Falk

Under the plan for the study and development of an improved curriculum for the junior and senior high schools of Madison every teacher in the organization is serving upon a committee and it is proposed that this continued study will proceed at least over a period of three years.

The following is an excerpt from the tentative report of the Reviewing Committee.

TENTATIVE REPORT—REVIEWING AND CO-ORDINATING COMMITTEE

Madison Secondary Schools
Madison, Wisconsin
October 1936

- I. SOME BASIC TRUTHS, THE RECOGNITION OF WHICH SHOULD MODIFY PRESENT TEACHING WITHOUT ANY GREAT CHANGE IN ORGANIZATION OR CURRICULUM:
 - A. No two individuals are alike. In the present unselected secondary school population there is a wide range in:
 1. Probable learning rate (I. Q.)
 2. Aptitude
 3. Health (physical and mental energy)
 4. Home environment
 - B. A great percentage of learning which is not used, is not retained.
 - C. When the growing person is engaged with voluntary interest and enthusiasm in the activity of the school, i.e. when the *present* mental and physical life of the child is vigorous and wholesome, the *future* of the child is, *per se*, being prepared for.
- II. SOME UNDERLYING PRINCIPLES TO GUIDE COMMITTEE DELIBERATIONS:
 - A. The high schools of Madison cannot be considered an experimental field. They can, however, try out those experiments which have appeared to be successful in the schools which are experimental centers.
 - B. Changes which take place in the Madison secondary schools should be evolutionary—not revolutionary. There should be no abandonment of the many good things which we now have, for untried and uncertain innovations. However, it is the professional obligation of every staff member to be acquainted with the experiments that are being made in different parts of the country and to know the trend of the changes toward which these experiments point.
- III. SOME RECOMMENDATIONS BY THE REVIEWING AND CO-ORDINATING COMMITTEE:
 - A. -----
 - B. -----
 - C. It is recommended that the sequence of courses for the individual student be given continuity and purposeful direction by requiring that in the senior high school one subject be selected as a major (3 years) and that two subjects be selected as minors (2 years) by each student.
 - D. It is recommended that the foreign languages committee be merged with the social studies committee; that the mathematics committee be merged with the science committee (since mathematics is science and is basic to all other science); and that a committee on Fine and Applied Arts, and a committee on Health, Physical Education and Recreation, be added in order to have a complete coverage of the secondary curriculum.
 - E. It is recommended that the committees be informed of the time allotment established and of the fact that it is to be their function to make recommendations as to how this time may be filled with the best material.

Part IV

HEALTH, PHYSICAL EDUCATION AND RECREATION

A. UNIFICATION OF PROGRAM

- Since the days of the ancient Greeks the importance of the health and physical vigor of the citizen has been accepted as a vital factor in the success of the state. The people of the United States of America did not recognize the low level to which the physical development of the citizens of this country had fallen until the examinations of the men between the ages of twenty and thirty at the time of the World War revealed it to them. Since that time efforts have been made to improve the health and physical welfare of our people through the instrument of the public schools. Each year marks a step forward in the approach to this objective.

In the city of Madison there has been a program of physical education and health instruction in the schools for over two decades. This program has been limited by the lack of adequate facilities and also insufficient funds to finance a complete and thorough-going program. However, relatively the school program of Madison has been a good one. Closely related to the program in health and physical education, but also broader in its scope, has been the program of recreation for both children and adults. This program has been under the direction of the Board of Education and it has been limited also in its development.

It would seem that the city of Madison is ideally located to operate a program which will offer the most to its children and to its adults—a program that will insure to each individual the optimum development of his physical being and the opportunity to find in hobbies, sports, and contact with nature, the joys and the recreation which are obtainable for him. In addition to this service to the individual, there is a service to groups of people, to the social life of the community, which will make it possible for this community to take the maximum advantage of its beautiful setting and make the city a much more attractive place in which to live because of its recreational possibilities. The Board of Education, after considerable study of the problem, have come

to the decision that this entire field, because of the elements common to each one of its parts, should be unified by placing it under the direction of one person. They therefore plan to start the school year 1937-38 with a re-organization of this department and the institution of a more unified program.

B. THE HEALTH ADVISORY COMMITTEE REPORT

● From November through March of the year 1936-37, on one evening of each month, a joint committee met in the Board of Education rooms. This committee was composed of three members from the Dane County Medical Association, three members from the Dane County Dental Association, three from the Board of Health, and three from the Board of Education. The purpose of the meetings was to study the problems involving the health of the school child. It was the belief of the professional men in medicine and dentistry that they and their professional colleagues could make a real contribution to the health service and health education of the school children of Madison. They represented those members of their professions who felt the need of the doctor and the dentist becoming more conscious of their obligations to promote the general health of the people. The discussions of this joint committee were oftentimes heated, and several points of view were strongly supported. However, in the end a general agreement was arrived at under what is termed "Recommendations on School Health" made by the Joint Committee April 13, 1937. The following is the text of these recommendations.

I. MEDICAL EXAMINATION OF SCHOOL CHILDREN

During the spring and summer of 1937 children to enter school for the first time in September will have a complete physical examination by the family physician or by a physician selected by the parents of the child to function in the capacity of family physician. At the time of this examination immunization, vaccination, tuberculin testing, and such other preventive measures as are indicated by good public health standards will be carried out. In addition to these preventive measures a program for the correction of all remediable defects, both dental and medical, found in the course of the physical examination will be followed up to the end that the child may enter school free from defects as nearly as possible. The 1937 pre-school round-up begins the first week in May.

A. The physician selected by the parents for this service to the pre-school child is in a strategic position to become the child's personal physician and as such to follow him through his school career. It would be a bold departure from medical custom that frowns upon patient solicitation, but the end toward which these aims are directed seems to justify the recommendation that at the first visit of the pre-school child and parent to the physician a mutual understanding might be reached by the parent

and the physician that a definite mutual responsibility be agreed upon for a regular health program in which the physician is permitted the privilege of following up each person for whom he is selected to see that the child has a physical examination, both dental and medical, with correction of defects, at least once each year before entering school, evidence of which examination and corrections would be a certificate from the doctor to be presented to the school authorities when the child presents himself for enrollment each year.

- B. The program as planned for 1937 is similar to that that has been conducted each of the last 12 years under the auspices of the Parent-Teachers Association with the modification of broadening the contacts with the local medical profession, and a somewhat more extensive elaboration of the details for follow-up on corrective work. The adaptation of the above suggestion (paragraph A) gradually to the school health program would mean that within a short time each child in each grade below the high school would present himself at enrollment each year with a health certificate that would be made a part of the school record. It is recognized that this program is idealistic, but it is no more comprehensive than the consideration for the child's welfare seems to merit.
- C. The health record now kept for each child in the nurse's room at the school that the child attends should have attached to it the information shown by the physician's certificate each year. This health record should then become a valuable meeting point for teachers, principal, and nurse, in considering any problem that arises in connection with the child, particularly if he should manifest in his school work any variation from the progress expected of a normal child.
- D. Such a school health program will eventually mean:
 - a. A proper orientation of the parent and the child to a sense of individual responsibility in health matters by the time the child reaches high school age.
 - b. Ultimate diversion of a large amount of medical care from public to private channels and lifting a substantial burden from the public nurse.
 - c. Raise the index of physical well-being of all students entering high school, thereby much diminishing the concern now necessary for students of high school age.

II. ADJUSTMENTS AT NUTRITION CENTERS IN PUBLIC SCHOOLS

After a study of nutrition centers by a committee of physicians the following recommendations are made:

- A. That systematic medical supervision be provided with physician visitation to each child receiving service in each center through some device to be arranged by the physician members of this joint advisory committee.
- B. That a matron skilled in dietetics, similar to the one now employed at Longfellow School, be placed in charge of each nutrition center, releasing the graduate nurse now employed in that capacity.

- C. In selection of such matrons it is recommended that the Board of Education waive the ban on married women, if such restriction interferes with the employment of a matron satisfactory in all other particulars.
- D. That a complete medical case record be kept at the center for each child under that care, the record to be compiled from the reports of the physician under the arrangement to be worked out as suggested above (paragraph A).
- E. That all nutrition centers continue under the administrative jurisdiction of the Board of Education.
- F. That all graduate nurses now employed by the Board of Education be offered employment as line duty public health nurses under the jurisdiction of the Board of Health, effective September 1, 1937, and that a financial adjustment be made between the Board of Education and the Board of Health to take care of salaries of these nurses from September 1, 1937, to December 31, 1937.
- G. That all salary consideration should be adjusted as between all line duty public health nurses in the Board of Health to the end that no salary inequities may exist as between nurses in the same line of duty.

III. NURSE VISITATION TO HIGH SCHOOLS

From the principals of high schools there comes the information that a regular period for nurse visitation has not been maintained, with the resulting inconvenience of having children wait in the nurse's room for inspection an unreasonable length of time. In order to provide a more efficient system of nurse visitation in the high schools and to attempt to reduce the danger of spread of communicable disease through contacts in these centers it is recommended that there be allocated to each high school sufficient nursing service to provide a nurse at 8:30 a.m. each day.

By transfer of nurses now employed by the Board of Education this program can be effected by the Board of Health without material disturbance to the present city financial set-up.

IV. THE DENTAL PROGRAM

The Madison dental profession and the Board of Health are highly commended for a progressive, forward-looking dental health program. The dental profession is especially commended for the advancement of the discovery work which, as revealed by a special study, is ahead of the corrective program. The following recommendations are made:

- A. That the two dental clinics now operating be continued, and that a third be added at an appropriate location to be determined in conference between the Board of Health and the Board of Education, and that adequate personnel be employed to operate the new clinic. Equipment is available for this additional clinic through the agency of local dental profession without expense to the city.
- B. That a full time dental hygienist be employed under the jurisdiction of the Board of Health.

V. PERIODIC EXAMINATION OF EMPLOYEES

It is recommended that all new employees of the Board of Health and the Board of Education be required to present a certificate of health obtained through complete physical examination by a licensed doctor of medicine before entering the employ of either of the above boards; and that each year each employee of the Board of Health and of the Board of Education present a medical certificate showing him to be free from communicable disease.

ITEM VI

It is recommended by the Joint Advisory Committee on School Health that the curriculum of biological sciences be revised to the end of giving health education its proper relationship to the health services available in the city of Madison; and that one person be designated to coordinate health education and health service to the end that the educational system may take the lead in seeing that the products of our educational system have a sound mind in a sound body, and request that a committee composed of members of the Board of Education and of the science faculty be appointed to cooperate with representatives of the Joint Advisory Committee to bring in a recommended program on health education.

C. THE JOINT RECREATION COMMITTEE

- In the Madison recreation program the Board of Education have been given the major responsibility in the organization of the program and the employment of all people directing the recreation activities. The Madison Park Commission have controlled the greater part of the grounds upon which the recreation program has been conducted and have also been responsible for the establishment of conveniences and facilities on those grounds. Because of the fact that these two governmental bodies, the one elected by the people, the other appointed by the City Council, have had much in common in the development of recreation in the city, it was believed a logical thing to establish some permanent form of relationship between them. This was effected by the appointment of a so-called Joint Recreation Committee, composed of three representatives from the Board of Education and three representatives from the Park Commission. This Joint Committee meets once a month during the year to discuss and to formulate plans for various phases of recreation. The committee is not one that has an executive function, but merely an advisory one, and its recommendations are brought back to the Board of Education and to the Park Commission where they are acted upon.

The result of the work of this Committee has been a closer cooperation between those operating the program and those providing the grounds and facilities upon which the recreation activities take place. For example, in the winter program, in the ice skating division, the Park Commission were responsible for the construction of the hockey rinks, whereas the Board of Education were responsible for the scheduling of contests and the development of

the game of ice hockey in the city; likewise in general skating, the ice surfaces were prepared by the employes of the Park Commission and the skating itself was directed and arranged for by the Recreation Department under the Board of Education. It is expected that the degree of cooperation between these two governmental bodies will continue to increase from year to year so that the people of the city will receive from their investment in recreation the greatest return possible.

Part V

CHILD GUIDANCE AND SPECIAL SERVICES

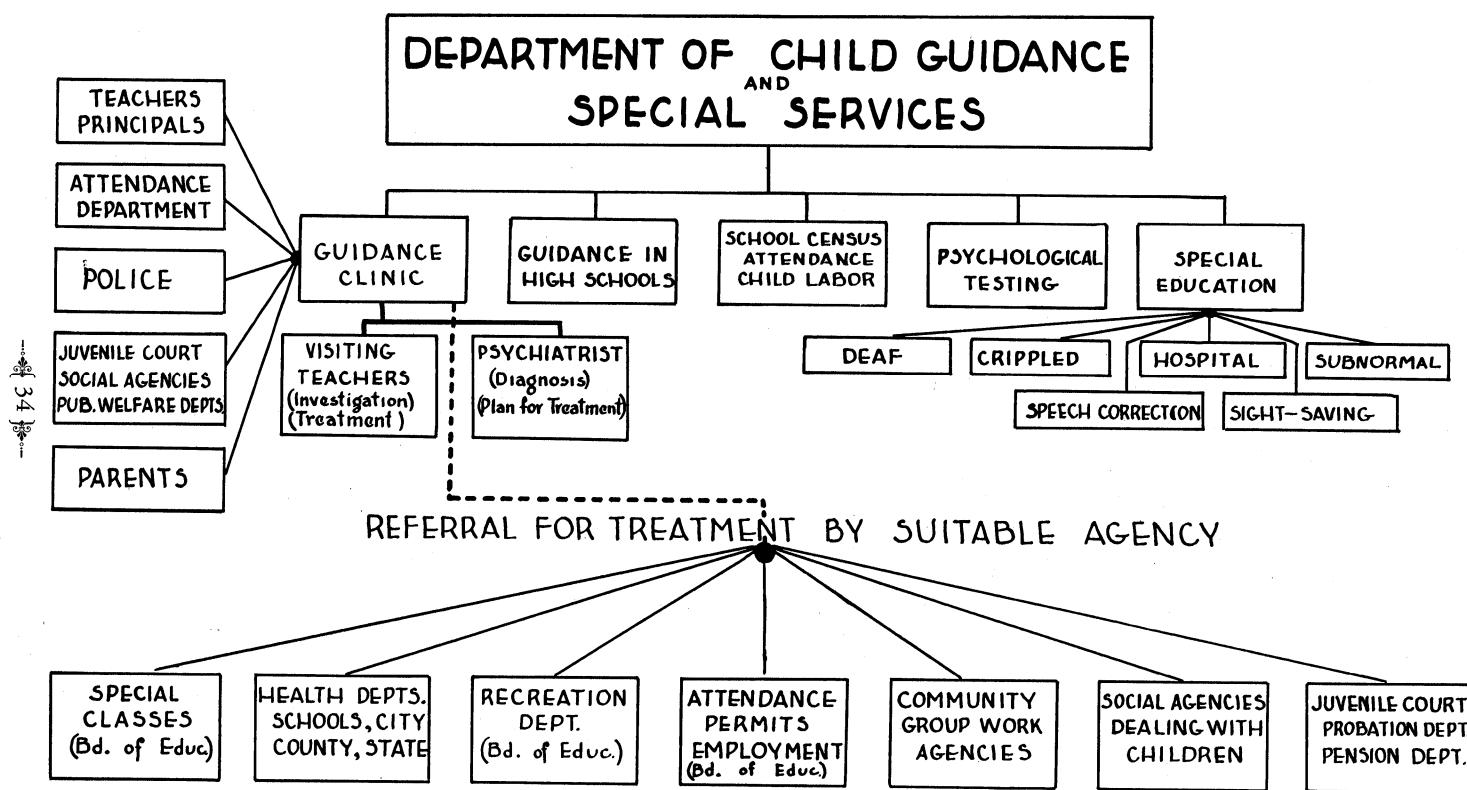
A. OUTLINE OF ORGANIZATION OF THE DEPARTMENT

- The school system of Madison was one of the first in the country to institute a program of child guidance in the schools in which mental hygiene was the controlling or dominant factor. Recognizing that the greatest amount of hospitalization today is that which provides for cases of poor mental health, and also recognizing that the extent of mental ill health has been increasing alarmingly within the past several decades, it appears that this emphasis in the Madison schools upon mental hygiene is entirely warranted.

The Department is composed of one director and three assistants who are specialists in child psychology and who make case studies of children having difficulty. This study and treatment of children with personality difficulties, or with some other form of temporary handicap, is one of the most intelligent services which a community can provide for its developing children. The information which such study accumulates in regard to individual children is made available to the guidance directors in the secondary schools of the city, thus making it possible for them to deal much more intelligently with the high school pupil than would otherwise be possible.

The Department also includes within its scope special instruction for those who are physically or mentally handicapped, including the deaf or hard-of-hearing, those with vision defects, the physically crippled, and the mentally handicapped. The child accounting, census, child labor, and general social welfare activity (which concerns itself with the improvement of the conditions for children) is to be included in the work of this department. In addition it is proposed to bring about a closer relationship between the juvenile court, the juvenile division of the Police Department, and the social agencies of the city dealing with children, so that children showing any tendency toward anti-social or delinquent conduct may be discovered in the earliest stages of such development, the causes diagnosed, and a program of treatment utilizing all of the available resources of the community for such treatment put into effect. Such program, of course, means close contact with parents and the home environment; in fact, in the majority of cases it will mean advising and helping the parents in their solving of the problem. The fact that the court, the police, and the other agencies of the city are to cooperate in such an undertaking holds considerable promise for the success of this new attempt to get at the beginnings of criminal tendencies which are later so costly to society.

The following diagram shows the organization of the Child Guidance and Special Services Department as it is recommended for the school year 1937-38.



B. SUMMARY OF FUNCTIONS

- The following is a summary of the functions of the various parts of the Child Guidance and Special Services Department, submitted by the director, Miss Pauline Camp.

I. PSYCHOLOGICAL TESTING PROGRAM

- A. Psychological test to determine grade placement for all children and to complete the social record cards for principals and teachers.
- B. To discover mentally deficient children for placement in special classes.
- C. To discover gifted children for guidance.
- D. To determine entrance into kindergarten and subsequently first grade for under-age children. To prevent, by persuasion, children too immature from entrance into kindergarten or first grade.
- E. To use as one phase in a diagnostic procedure for the study of educational problems and of personality disorders.
- F. To contribute to the case study material of other private and public agencies.

II. PERSONALITY DISORDERS PROGRAM

- A. The making of case studies to determine the causes for feelings of personal inferiority, of inferiority in the family group, and of social inferiority; day dreaming; phobias; negativism; sex disorders; continuous dishonest traits; persistent truancy; and other maladjustments found in children of every classroom.
- B. The making of a Plan of Procedure to correct a-social traits analyzed through personality case study.

Such a plan includes personal conferences with guidance teacher to help child understand his own motivations and needs, and direct him in his socialization of them; to establish for him certain ideals and goals on the level of his mental and emotional capacity for achievement.

The guidance teacher directs her plans for re-education through the agencies set up in the school system, through the home, and through the community.

III. SPECIAL EDUCATION PROGRAM

Services in making curricula for and the organization of special education groups: the deaf; the mentally defective; the crippled; the sight saving; the speech correction classes. Supervision of these groups in the buildings where they are established; research.

IV. GUIDANCE IN HIGH SCHOOLS

Attention given to mental hygiene principles in discipline. Example: A boy or girl should not be taken out of the one course from which he gets the greatest pleasure because he is not interested or misbehaves in another class. Problem children given careful study to discover causes for maladjustments. Contacts with parents made frequently. Parents should be made aware of any difficulty the child may be undergoing. Delinquency cases given careful study and followup. Mental hygiene course for seniors.

V. DELINQUENCY

A. The Need to Define

Few people are agreed as to what constitutes delinquency. Yet we talk in terms of statistical measurements about delinquent children, and pre-delinquent children. There is a need to determine, at least, what particular behavior we are discussing when we use these terms. Delinquency itself is an "out" pattern of the personality and could be described and classified.

B. Causes for Delinquency

I heard a person at a recreational meeting say, "If we could only convince the public that it is much cheaper to establish recreational centers than it is to fill our correctional and penal institutions." And another said, "If we could only find those boys and girls when they show the first symptom of bad behavior." So each person pushes forward one theory after another as to cause and prevention of delinquency.

To the psychiatrist and the psychiatric social worker and psychologist there are as many causes as there are types and degrees of delinquency. A recent study by Judge Higbee of the Grand Rapids, Michigan, Juvenile Court revealed a bio-chemical cause for a number of cases. With these children the somatic system stored up an over-supply of insulin from the normal intake of food. The children did not have money to buy sweets, so they stole them. From this method of satisfying a physical need developed a habit of stealing. We are all familiar with the behavior disturbances which grow out of endocrine gland disorders. Also, there are those unfortunate individuals who have suffered from encephalitis, and who in many instances show deterioration of the power of inhibition, thereby, through no fault of their own, becoming delinquent.

The mentally subnormal, who live in vicious social environment, become social problems. (Study just made in Madison shows fair social adjustment for subnormals who passed through our special classes where home environment was good; poor adjustment where picture was opposite.)

There are, of course, many other causes of a physical nature.

On the mental hygiene side, there are many angles. There is the so-called kleptomania where the individual has a compulsion to steal entirely aside from the need of the objects stolen. This compulsion is based on an unresolved emotional conflict which must be discovered if treatment is adequate.

On the other hand, it may be that certain great fundamental needs which all human beings share alike, namely, the desire for social approval; the desire for success; the quest for new experiences; the desire for repose, that is, to be in a position where you have affection, understanding and intimate friends; and the desire for security, are responsible for the delinquent behavior having developed. Being denied socially acceptable outlet for these fundamental personality needs because of competition or other unfortunate intervention, the boy or girl seeks the a-social way of satisfying these urges.

These few examples of causes from both the medical and psychological fields indicate the steps necessary before a procedure for prevention and cure of delinquency can be established. We must approach the problem

through sound clinical examinations, emphasizing the psychological, the social, the emotional, and the medical in our search for causes.

C. Prevention and Correction of Delinquency and Other Personality Disorders
We must set up the facilities for *prevention and correction*.

Since the school is the one institution where all children are registered and is the greatest influence in the life of a child outside of the home, and since it is a public agency, it seems reasonable to expect that a set-up be established for mobilizing the services and interests of the community in a program of prevention and correction of delinquency under the Board of Education. The success of such a plan must depend upon: first, the leadership and the guidance afforded by the Board of Education, the superintendent and head of the department; second, the cooperation of the workers in the different fields and their training and ability; third, the physical arrangements for establishing responsibility for the execution of the various types of services and for dealing with other cooperating agencies.

The schools already have the machinery for such a plan. For several years the Child Guidance and Special Education Department has been giving psychological and mental hygiene services and has secured general physical diagnosis where it seemed necessary and was possible to get.

Also, classes are in operation for the training and treatment of physically and mentally handicapped under the supervision of this department.

The services of this department extend to all children in the public schools, and when requested, to any child of the parochial schools, as outlined elsewhere in this review.

The Attendance Department has a child accounting system for the whole city. This department, also, issues labor permits and does valuable welfare work. It has visiting teachers who visit the homes in matters of truancy and analyze the social situation of home and community for better child understanding by principals and teachers. Many other services of value to child adjustment in home and school are rendered by this department.

The principals and classroom teachers have been actively interested in the study of behavior problems.

The activity type of instruction offered in the schools lends itself to social and emotional training.

The special education departments, such as physical education, recreation, music, home economics, manual training, art, etc., contribute greatly to retraining of children who are socially and emotionally maladjusted.

VI. THE NEED FOR CENTRALIZATION OF RECORDS AND RESPONSIBILITY FOR TREATMENT

There should be a Registration Bureau in the public schools where all children in the community who present a problem sufficiently serious to need study and treatment are registered.

This registration service would have superimposed upon it certain obligations, as follows:

- A. Defining the types of behavior (delinquent or otherwise) which would be registered.
- B. Maintenance of accumulative case history files on all children registered with the Bureau.
- C. Recording the acceptance or rejection by public and private agencies of referred cases and the closing of registered cases by the affiliated agencies.
- D. The follow-up and replacing of responsibility of cases dropped by agencies before completion.
- E. Registration of all physically and mentally handicapped children and recording of case history information.
- F. Extending the age of cases referred to twenty-one years, thus giving better supervision until a more mature development is reached.
- G. Compilation of statistics of the operation of the service itself showing (1) the number and types of delinquent children in city, (2) the progress of cases under prescribed forms of treatment, (3) the contribution of different agencies throughout the community, (4) the distribution of responsibility among the agencies in the community, (5) geographical differences in the set-up of facilities for treatment, (6) final outcome of cases.

Through such an opportunity for study and research of the problems presented by children in the community it should be possible in a few years to have a better understanding of the whole problem and an evaluation of the effort put forth by all community agencies, including the schools.

C. A STUDY OF THE NEED OF CO-ORDINATION OF CHILDREN'S SERVICES

In order to bring all agencies and departments working in the city of Madison and dealing with children, into a close working relationship, a fund of \$1,000.00 was made available from private sources and a period of study and demonstration of such co-ordination was instituted February 8, 1937, and ending September 1, 1937. The work was begun by the appointment of Miss Edith Dopp as director of the investigation. Every agency in the city cooperated to give an unbiased picture of the strength and weakness in the community service to children. The following is a progress report submitted by Miss Dopp to the Board of Education June 14, 1937.

The purpose of this study is to bring all agencies and departments of Madison dealing with children into a close working relationship and to discover what services are lacking or incomplete. To accomplish this, it was necessary to have a clear picture of the extent and kind of service each department offered. Every agency has cooperated to give this unbiased picture of the strength and weakness in our community's service to children. We began the work by obtaining a complete registration of all children receiving special supervision from the Court, the Social Agencies and the Schools. To this were added weekly the children referred to the Police Department, which amounted to over eight new cases a week. 533 cases were registered and little duplication was found in the work of various agencies,

except that all but twelve of the children were enrolled in the schools receiving the supervision and guidance offered there as well as special supervision of other agencies. This led to an analysis of the problem to determine why so many school children also needed the services of probation officers, welfare workers and police, when there already was within the school system a department for child guidance and parent counseling. Because the group contacted by the Police Department obviously represented failures in adjustment, a special study was made of these children.

The average age at which these children come in contact with the police is fourteen, and judging by the rapid recurrence of the same children in the police records, their delinquent habits seem to be well formed by this time. Over half of the cases reported to the police are for stealing, burglary, and other forms of property damage. Under the classification of behavior offenses are covered a range of problems from creating a disturbance in the neighborhood to sex offenses. This group of children referred by the police does not include any large number of mental defectives, nor were many of them registered as serious attendance problems. Most of them, although their attitude was indifferent, were not complete failures in their school work and were recognized by the Guidance Department only as somewhat poorly adjusted. Had they come more forcibly to the school's attention, it is possible that their subsequent delinquent behavior might have been averted, but as yet we have not extended our guidance service to reach the child who shows delinquent tendencies but has not become a nuisance in the classroom.

Through the coordinating office we have devised a method for discovering these behavior problems through registration of cases by the Police, the Court and Social Agencies. However, it is of little use to the Guidance Department to know that a child is delinquent or emotionally disturbed unless they can extend their service to help him. Our problem appears to be twofold:—How to locate our unadjusted children before they become law-breakers, and what to do with them after they have been discovered by the Police and referred to us for treatment.

The function of a Police Department is crime detection and law enforcement; they should not be expected to undertake child guidance, yet they are constantly confronted with the problem of where to refer these juvenile offenders. Theoretically, a child should be sent to whatever agency or department can best meet his needs such as Probation Office, Private Agency or school. This would mean, however, a thorough investigation into the child's background, his capacities, and the immediate cause of his delinquency. Our practice is very different, reference usually being made on the basis of a single interview. 42 out of 138 were sent to the Probation Office because of the seriousness of the offense, because of the child's irritating attitude, or because of his past record. 19 were sent to Social Agencies because the parents were cooperative and sought advice or because the child was a girl. A small group was not referred to anyone as they had been dropped from the school system because of mental and physical handicaps and not transferred to any other agency. At present there is no one to arrange for follow-up work, nor to assume continuing responsibility for these children, many of whom become public nuisances. They are irresponsible and the easy prey for smarter boys who lead them into crime.

The 69 children referred through the Coordination Office to the School Guidance Department represent a group whom the police regarded as first offenders and who in the past were generally sent home with no provision for supervision. This is the group to which the Guidance Department should extend their service if we are to prevent their becoming "repeaters". During the brief period of our

observation, we found 23 repeaters out of 50 cases referred to the Probation Department for supervision, and only 7 out of 74 supervised by the Guidance Department. This indicates that any treatment of minor problems and first offenders is a more satisfactory investment of the community's effort than corrective work with habitual delinquents. To illustrate how effective the school's service may be, not only to the child but to the parents in teaching them how to handle their own problems, the case of one thirteen year old boy in a grade school is quite revealing.

With reference to our figures showing that over half of the cases reported to the police are for stealing, burglary or other forms of property damage, we might call attention to the fact that court action is not entirely effective as shown by the large percentage of repeaters among the probation group in Madison. Neither does punishment deter such conduct except in the case of commitment to some institution, which removes the offender from the community only temporarily. To develop in children a respect for the property of others and a sense of working and living together is a problem of education, and to be effective must begin when the child is young and first displays anti-social attitudes. The logical place to modify the child's behavior is in the school and on the playground where the child is a member of a normal group, not in the police court and after he has assumed the role of "public enemy".

The unfortunate results of exposing a child to police and court procedure before it is absolutely necessary come frequently to our attention.

There would have been much less danger of developing this attitude of bravado had the arresting officer taken these children directly home, reporting the incident to the school department and permitting them to handle the situation. Such procedure might also avoid arousing in parents the defensive attitude so frequently encountered by the police. This attitude is often due to embarrassment and does not indicate any real desire to escape responsibility. Many parents need and want the advice and counsel of someone who can help them analyze their problems and make a plan to keep their children out of trouble. Too frequently we hear the words "I can't understand why Johnnie would do such a thing", but the police should not be expected to know "why". This is a job for one who specializes in the problems of children, such as we have on the staff of our Guidance Department.

Furthermore, since the treatment of a delinquent child amounts to no more than intensive education and training toward acceptable social behavior, the responsibility for such education naturally belongs to the schools. Under this plan, the child would not be referred to the Court until after the Guidance Department had used every other available resource in his behalf. This would lessen the work of the Juvenile Court and its probation service, leaving to them only those children needing intensive supervision and a highly specialized type of care, such as corrective institutions, foster homes and hospital care.

This is no great departure from our present concept of education as "training for living". Our schools have already taken an active interest in the child's health and recreation, both of them important factors in his personal adjustment. It still remains for us to develop more fully the child's social consciousness and his capacity for participating *acceptably* in group activities. This can be done most effectively by expanding the Guidance Department of the schools to a point where it becomes a more vital force in the homes and the lives of the children who have taken the first steps toward anti-social living.

Part VI

THE BUSINESS AND FINANCIAL ADMINISTRATION OF THE SCHOOLS

By EARL D. BROWN
Supervisor of Accounts, Purchases and Supplies

A. A STUDY OF PER PUPIL COSTS

- Sometimes it seems that the dollars and cents that are put into keeping 12,000 pupils in school runs into large sums of money. However, when one stops to consider the servants and services that are organized to meet the needs of each pupil during every day for 180 days of each year, the amount of supervision furnished, activities afforded, and merchandise purchased; in other words, when we begin to break up this total expense into its dozens of parts, the amounts expended begin to take on a new interpretation, and the expense involved in each item seems insignificant.

It will cost about \$1,255,889 to operate the schools of Madison during the year 1937. This will take care of the education of approximately 12,000 pupils from the kindergarten through high school. This number in itself comprises a group considerably larger than the total enrolment of the University of Wisconsin. If we break the cost down into amounts to cover each pupil we find that it totals to about \$107.00 per pupil per year. If we go still further, it costs exactly 60 cents per pupil per day to furnish building upkeep, a battery of teachers, office help, health facilities, instructional supplies and equipment, and a host of other services.

Suppose that each family was to bargain for its tutors, governesses, books, buildings, etc., how much could it buy for 60¢ per day? That amount would not even take care of a nurse maid to watch the child of five or six, to say nothing of giving the boy or girl of ten his 6 or 7 hours of academic instruction, etc. These services broken down into individual items will give some interesting data on the various costs. The following table shows the costs per pupil per day for the 178 actual school days during 1937:

Administration, office help, census, etc.-----	3-3/10 cents	per day per pupil
Instruction from teachers and supervisors-----	43-1/2 cents	" " " "
Educational supplies and expense -----	1-6/10 cents	" " " "
Cost to keep buildings clean and healthful	4-7/10 cents	" " " "
Cost to keep buildings warm, lighted, running water and showers -----	3 cents	" " " "
Insurance -----	3/10 cent	" " " "
Maintenance of buildings, grounds and instructional equipment -----	1-1/2 cents	" " " "
New improvements to buildings, grounds and equipment -----	1 cent	" " " "
Miscellaneous -----	1 cent	" " " "
TOTAL -----	60	cents per day per pupil

The above costs are based on actual expenditures, but are not wholly borne by the taxpayer because of considerable state and county support and tuition receipts. The total bill to the city is lessened by about \$100,000 from outside sources. This leaves the net cost per pupil per day at 49 cents instead of 60 cents.

Included in the total expense of educating the children of Madison are the special schools such as the Deaf, the Crippled, those with defective hearts, those who need building up of resistance against tuberculosis, and the Opportunity groups. Of course all of these groups are scattered all over the city, but in order to concentrate those under one classification in one building where special teachers and special treatment can be administered, a system of transportation has been built up in which the pupil is called for at his front door in the morning and brought home at night. This system does away with special buildings and puts the child in a more natural environment. The schools are able also to operate these special classes at a minimum, and to furnish transportation on a large scale at a low cost. During the school year 1935-36 the number of rides to and from school for all children transported totaled 44,091 at a cost of \$5,985, or a per pupil cost of 13 $\frac{1}{2}$ cents per ride. During the school year 1936-37 the total number of rides reached 47,823 at a cost of \$4,920 or a per pupil cost of 10-3/10 cents per ride. Remember that all of these children are picked up at their homes, and in many cases have to be carried to the bus because of being crippled.

B. METHODS OF PURCHASING AND ACCOUNTING

- The above tables and figures seem to point to two significant factors in the operation of the city schools. The first, that of furnishing excellent opportunities for all pupils including the handicapped, is covered in the reports of the schools; the second, that of furnishing the best services at a minimum cost is indicated by the unit costs shown in the tables. The reader may ask, how is it possible to furnish all of the paper, pencils, pens, ink, scissors, paste, cardboard, construction paper, rulers, paint, crayons, etc., etc., to a pupil for one and six-tenths cents per day? The answer is a combination of factors. First, the Madison school system is large enough so that the total amount of any one item used runs into quantities comparable to wholesale lots. However, if these items were purchased in small quantities the unit costs would run much higher. The second factor then is the system used, by which a year's supply of paper, ink, paint, etc., is purchased in one lot and stored until needed. In this way a pencil that would cost 3 cents is purchased for 1 cent. Paper that would cost 40 cents a ream in 100 ream lots is purchased for $27\frac{1}{2}$ cents a ream. Practically every item used, from 6,000 tons of coal to heat 17 buildings to common pins used in kindergarten, is purchased in quantities large enough to last a year, and on bid by dozens of large companies. A third factor, which is really a very important device for determining quantities to be used and unit costs to be borne, is the system of accounting that is employed. This system breaks the whole organization up into units, the unit being one school. Then each school expense is broken down into 31 different classes of expense, varying from salaries of teachers, janitors and office help, to cost of coal, insurance, electricity and gas. By this method a study of the amounts consumed by each school over a period of years becomes a very definite source of information for setting up standards for purchasing. In addition to the unit costs of schools, separate costs are kept of the special schools, such as deaf, crippled and nutrition centers. All costs of all schools and departments are at last lumped together under classified headings such as coal for all schools, educational supplies for all schools, or free textbooks for all schools. These reports are compared with each other from year to year in order to determine how much to increase the quantities with an increasing enrolment. By using these methods of exact calculating it is possible to continue a maximum number of services for a minimum cost, and at the same time not sacrifice the pupil to the system.

TABLE I
C. BALANCE SHEET AS OF JUNE 30, 1937
ASSETS

Particulars	
FIXED ASSETS	
Land and Land Improvements -----	\$ 860,872.22
Buildings and Attached Structures -----	4,265,704.41
Machinery and Equipment -----	691,362.99
CONSTRUCTION IN PROGRESS	
Nakoma School Addition -----	23,121.61
SUNDY ACCOUNTS RECEIVABLE	
Accounts Receivable -----	12,818.70
Tuitions Receivable -----	81,232.26
CURRENT ASSETS	
Cash in Bank -----	951.28
Board of Education—Petty Cash Fund -----	25.00
Board of Education—Advances to be Refunded -----	1,500.00
INVENTORIES	
Stock Room -----	9,392.69
Fuel -----	2,616.17
TRUST FUNDS	
Samuel Shaw Prize Fund -----	915.20
C. R. Stein Scholarship Fund -----	2,419.09
William McPyncheon Trust Fund -----	10,137.50
Total -----	<u>\$5,963,069.12</u>

LIABILITIES

FIXED LIABILITIES	
Bonded Indebtedness -----	\$2,052,000.00
State Trust Fund Loans -----	23,114.00
OTHER LIABILITIES	
Award of Industrial Commission of Wisconsin to Lloyd Benson—Injury -----	3,171.75
Award of Industrial Commission of Wisconsin to Frank Baff—Injury -----	1,786.75
TRUST FUND RESERVES	
Samuel Shaw Prize Fund -----	915.20
C. R. Stein Scholarship Fund -----	2,419.09
William McPyncheon Trust Fund -----	10,137.50
CRIPPLED CHILDREN FUND	
Longfellow School -----	1,000.00

PROPRIETARY INTEREST

FIXED SURPLUS -----	\$3,737,867.12
CURRENT SURPLUS -----	130,657.71
Total -----	<u>\$5,963,069.12</u>

TABLE II
D. REVENUES—JULY 1, 1936 THROUGH JUNE 30, 1937
REVENUE RECEIPTS AND ACCRUALS

Particulars	
STATE FUND APPORTIONMENT	
In City of Madison -----	\$ 72,278.00
In that part of Joint School District No. 8, in Township of Blooming Grove-----	95.70
TAXES LEVIED BY COUNTY SUPERVISORS	
In City of Madison -----	66,250.00
CITY SCHOOL TAXES	
In City of Madison -----	1,051,060.89
In Joint School District No. 8 -----	3,961.70
STATE AIDS	
For Deaf School -----	6,318.61
For Speech Correction -----	2,987.28
For Crippled Children—Longfellow School -----	15,884.82
For Crippled Children—Orthopedic Hospital -----	7,004.51
For Crippled Children—Other Schools -----	64.82
For High Schools -----	882.36
TUITIONS	
Central Senior High School -----	2,132.56
Central Junior High School -----	711.72
East Senior High School -----	22,760.36
East Junior High School -----	9,880.36
West Senior High School -----	16,792.72
West Junior High School -----	7,985.54
Elementary Schools -----	17,560.82
Deaf School—Doty -----	808.00
Crippled Children -----	2,067.40
Sight Saving -----	54.00
RENTALS	
C. H. S. Auditorium and Gymnasium -----	175.85
E. H. S. Auditorium and Gymnasium -----	66.66
W. H. S. Auditorium and Gymnasium -----	278.12
OTHER MISCELLANEOUS RECEIPTS	
Board of Education -----	*153.08
Vocational School -----	1,405.51
Total Revenue Receipts and Accruals -----	\$1,309,315.23

NON-REVENUE RECEIPTS AND ACCRUALS

SALE OF MATERIAL	
Attendance Department -----	\$ 55.00
Home Economics Department—C. H. S. -----	7.43
Home Economics Department—E. H. S. -----	7.22
Home Economics Department—W. H. S. -----	3.05
Manual Arts Department—C. H. S. -----	335.14
Manual Arts Department—E. H. S. -----	529.16
Manual Arts Department—W. H. S. -----	356.15
Manual Arts Department—Elementary Schools -----	171.79
Special Schools -----	58.27
Open Air and Nutrition Department—Emerson -----	34.34
Open Air and Nutrition Department—Lowell -----	90.22
Open Air and Nutrition Department—Longfellow -----	150.11
Recreational Department -----	6.90
Total Non-Revenue Receipts and Accruals -----	\$ 1,804.78
Grand Total -----	\$1,311,120.01

* Asterisk indicates in the Red.

TABLE III

E. SUMMARY OF EXPENDITURES

TOTAL OPERATION, MAINTENANCE AND CAPITAL—JULY 1, 1936
THROUGH JUNE 30, 1937

	Operation	Maintenance	Capital	Total
Superintendent of Schools ---	\$ 10,745.08			\$ 10,745.08
Administration Building ---	28,992.46	\$ 932.32	\$ 91.57	30,016.35
Administration Bldg. Annex	502.90	106.74	41.66	651.30
Central Senior High School	104,126.92	5,754.88	2,128.16	112,009.96
Central Junior High School	54,254.07	251.39	29.01	54,534.47
East Senior High School	145,472.69	5,094.43	1,960.24	152,527.36
East Junior High School	80,909.48	24.89	98.44	81,032.81
West Senior High School	115,211.75	3,042.13	1,568.71	119,822.59
West Junior High School	66,402.69	70.86	25.41	66,498.96
Brayton	7,257.81	71.76	31.96	7,361.53
Doty	16,021.09	1,458.20	376.14	17,855.43
Draper	17,087.26	1,120.53	146.33	18,354.12
Dudgeon	19,585.78	372.89	872.97	20,831.64
Emerson	57,878.30	1,304.73	425.72	59,608.75
Franklin	41,046.08	846.16	2,119.05	44,011.29
Harvey	19,736.61	658.62	256.58	20,651.81
Hawthorne	23,259.29	1,013.65	41.45	24,314.39
Hawthorne Annex	*64.36	61.35	0.00	*3.01
Lapham	17,480.50	751.04	45.75	18,277.29
Lincoln	33,984.10	599.25	1,026.04	35,609.39
Longfellow	55,467.09	1,130.05	232.98	56,830.12
Lowell	52,190.93	756.69	155.70	53,103.32
Marquette	23,787.59	511.16	236.95	24,535.70
Nakoma	25,222.46	485.71	1,282.30	26,990.47
Randall	59,651.40	928.79	3,334.01	63,914.20
Washington	20,053.15	1,123.32	183.61	21,360.08
Music Studio	4.80	0.00	0.00	4.80
New Marquette School Site	*35.30	0.00	0.00	*35.30
Recreational Department	25,781.66	0.00	0.00	25,781.66
Undistributed	110,164.17	1,057.17	756.42	111,977.76
Totals	\$1,232,178.45	\$29,528.71	\$17,467.16	\$1,279,174.32

* Asterisk indicates in the Red.

