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## Why don't farm boys and girls go to high school?. 1935

James, J. A.

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WHY DON'T FARM BOYS AND GIRLS GO TO HIGH SCHOOL?

J. A. James, Dept. of Agr'l. Education  
Martin P. Andersen, Dept. of Rural Sociology

PUBLIC DISCUSSION OUTLINE

A. What is the problem?

1. Legal efforts to make rural high school education possible.
2. Present training offered by the rural high school.
3. Facts on attendance and enrollment in the rural high school.

B. What are the proposed solutions?

4. More effective elementary education in rural communities.
5. Changes in the curriculum of the rural high school.
6. Changes in administrative organizations for rural education.

C. What decisions can be made?

1. Resolved: That rural secondary education should be improved by this adoption of the county unit system of school administration in Wisconsin.
2. Resolved: That all rural territory should be in a legal high school district.
3. Resolved: That a high school education is not essential for successful farming.

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"We cannot hope to be leaders in dairying, in marketing and in rural living if we have an education inferior to farmers in other states or if we have poorer educational training than those of the towns and cities. Without proper educational training we will be helpless in the hands of our city neighbors in politics, in legislation, as well as in business transactions connected with the sale of farm products of the purchase of city made goods. The agriculture of Wisconsin and of the United States can only become stabilized on a fair and equitable basis when farmers of the state and nation are able and trained for their business just as well as are the men of other walks of life."

Dean Chris L. Christensen  
Wisconsin College of Agriculture  
Capital Times, Nov. 20, 1932.

Distributed by  
Rural Sociology Department  
College of Agriculture  
Madison, Wisconsin  
November, 1935

Additional Readings on  
WHY DON'T FARM BOYS AND GIRLS GO TO HIGH SCHOOL?

Do not limit your study to the material contained in this bulletin. Information concerning conditions in your community can be secured from your local school and government officials. As an additional source, the materials included in the following list can at present be secured from the Department of Debating and Public Discussion, University Extension Division, Madison, Wisconsin. Revisions in this list may be made from time to time, therefore, in requesting loan package materials from the Department of Debating and Public Discussion, it is desirable to give the date upon which the material can be used to advantage, in order that the latest material may be at your disposal. Also, the particular topic on which material is desired should be specified; otherwise, a more general package will be sent.

GENERAL

1. "A Plan For Reorganizing Wisconsin's System of Education", Report of the Wisconsin Interim Legislative Committee on Education, submitted to the Legislature of 1931.
2. "Facts and Questions about Education in Wisconsin", edited by Wisconsin Congress of Parents and Teachers, Mrs. W. A. Hastings, President, Madison, Wisconsin, February 25, 1934.
3. "Educational Trends in Wisconsin", research bulletin published by the Wisconsin Teachers Association, as a supplement to "Guiding Wisconsin's Growing Generations", January, 1933.

TOPIC 1. Legal efforts to make rural high school education possible.

4. Laws of Wisconsin relating to Common Schools, published under direction of John Callahan, State Superintendent, Madison, Wisconsin, 1934.
5. "Education in Wisconsin", prepared under direction of Frank V. Powell, issued by John Callahan, State Superintendent, Biennial Report, 1932-1934.
6. "Aid for Education" mimeographed bulletin published by the Wisconsin Teachers Association, Madison, Wisconsin. Vol. 111, No. 5, Jan., 1935
7. "Educational Costs in Wisconsin", Research bulletin published by the Wisconsin Teachers Association as a Supplement to "Guiding Wisconsin's Growing Generations," April, 1934.
8. "Education Laws for '35", mimeographed bulletin published by Wisconsin State Department of Public Instruction.

TOPIC 2. Present training offered by the rural high school.

9. Clearing House, April, 1934, Vol. VIII, No. 8, published by the Educational Press Association of America. (Contains several worthwhile articles on rural education)
10. "Guiding Wisconsin's Growing Generations", published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1933.

11. "Education in Wisconsin", prepared under direction of Frank V. Powell, issued by John Callahan, State Superintendent, Biennial Report, 1932-1934.
12. "Facts and Questions about Education in Wisconsin", edited by Wisconsin Congress of Parents and Teachers, Mrs. W. A. Hastings, President, Madison, Wisconsin, February 25, 1934.
13. "Cardinal Principles of Secondary Education", published by United States Bureau of Education, 1918.

TOPIC 3. Facts on attendance and enrollment in the rural high school.

14. "Our Small Enrollment-Rural Schools", published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1935.
15. "Educational Trends in Wisconsin", research bulletin published by Wisconsin Teachers Association, as a supplement to "Guiding Wisconsin's Growing Generations", January, 1933.
16. "The Outlook for Rural Education", Vol. LX, No. 4, September, 1931, research bulletin of the National Education Association, published by the Research Division of the National Education Association, 1201 Sixteenth Street Northwest, Washington, D.C.
17. "The Smaller Secondary Schools", U. S., Office of Education, Bul. No. 17, 1933. National Survey of Secretary of Education, Washington, D.C. Government Printing Office.

TOPIC 4. More effective elementary education in rural communities.

18. "Education in Wisconsin", prepared under direction of Frank V. Powell, issued by John Callahan, State Superintendent, Biennial Report, 1932-1934.
19. "Our Small Enrollment-Rural Schools", published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1935.
20. "Educational Trends in Wisconsin", research bulletin published by Wisconsin Teachers Association, as a supplement to "Guiding Wisconsin's Growing Generations", January, 1933.
21. "A Plan for Reorganizing Wisconsin's System of Education," Report of the Wisconsin Interim Legislative Committee on Education, submitted to the Legislature of 1931.
22. "Financial Implications of the Consolidation of Schools and the Transportation of Pupils," by Timon Covert, Circular No. 117, March, 1934. United States Department of the Interior, Office of Education.

TOPIC 5. Changes in the curriculum of the rural high school.

23. Clearing House, April, 1934, Vol. VIII, No. 8 published by the Educational Press Association of America. (Contains several worthwhile articles on rural education)
24. "Guiding Wisconsin's Growing Generations," published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1933.

25. "The Earning Ability of Farmers Who Have Received Vocational Training,"--A comparison of the earnings of former vocational students now farming with the earnings of an equivalent group in farming who did not receive vocational training. Issued by the Federal Board of Vocational Education, Washington, D.C., June, 1933, Bulletin, No. 167, Agricultural Series No. 43.
26. "Does Education Pay the Farmer" by F. A. Merrill, Associate Agriculturist, Division of Agricultural Instruction, U.S.D.A., Extension Service Circular 52, August, 1927.
27. "The Nation's Schools," Vol. VI, No. 5, November, 1930, published by the Nation's Schools Publishing Co., Chicago.

TOPIC 6. Changes in administrative organization for rural education.

28. "A Plan For Reorganizing Wisconsin's System of Education," Report of the Wisconsin Interim Legislative Committee on Education, submitted to the Legislature of 1931.
29. "Our Small Enrollment-Rural Schools" published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1935.
30. "Wisconsin Taxes--Where They Come From and Where They Go", published by Wisconsin Taxpayers Alliance, Madison, Wisconsin, October, 1934.
31. "The County Unit of School Administration", No. 149, October 15, 1924, Bulletin of the University of South Carolina, South Carolina High School Debating League prepared by Isabel Watkins, issued by the University Extension Division.  
The Reference Shelf on "The County Unit of School Administration" by William G. Carr, compiler, Vol. VI, No. 10, 1931, published by the H. W. Wilson Company, 958 University Avenue, New York City.  
(Only a limited number of the above articles are available. If possible, at least one will be included.)
32. "School Administrative Units", with Special Reference to the County Unit, by Walter S. Deffenbaugh, Chief, Division of American School Systems, and Timon Covert, Specialist in School Finance, Pamphlet No. 34, January, 1933, U. S. Department of the Interior, Wash.D.C.
33. "Larger Units for Educational Administration-A Potential Economy." Pamphlet No. 45, by Timon Covert, U. S. Government Printing Office.
34. "Financial Implications of the Consolidation of Schools and the Transportation of Pupils", by Timon Covert, Circular No. 117, March, 1934. United States Department of the Interior, Washington, D.C.
35. "The Oregon County School Law" by C. A. Howard, Superintendent of Public Instruction, Salem, Oregon, July, 1933.
36. "A Survey of the Schools of Lane and Klamath Counties, Oregon" by C. L. Huffaker, Professor of Education, University of Oregon, Vol. 111, No. 2, July, 1932, Education Series, University of Oregon Publication.

# WHY DON'T FARM BOYS AND GIRLS GO TO HIGH SCHOOL?

J. A. James, Dept. of Agr'l. Education

Group discussion is a method of thinking through a problem. Discussion meetings are in order whenever problems arise, and before ill-considered judgments have been formed and hasty decisions have been made. Thinking should be an orderly process. There are three logical steps that should be taken in thinking through any problem.

1. What is the problem?
2. What are the possible solutions?
3. Which is the best solution?

The materials included in this publication follow these thought processes and are organized around the following discussion outline:

## DISCUSSION OUTLINE

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C. What decisions can be made?	
1. Resolved: That rural secondary education should be improved by the adoption of the county unit system of school administration in Wisconsin.	
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"We cannot hope to be leaders in dairying, in marketing and in rural living if we have an education inferior to farmers in other states or if we have poorer educational training than those of the towns and cities. Without proper educational training we will be helpless in the hands of our city neighbors in politics, in legislation, as well as in business transactions connected with the sale of farm products and of the purchase of city made goods. The agriculture of Wisconsin and of the United States can only become stabilized on a fair and equitable basis when farmers of the state and nation are able and trained for their business just as well as are the men of other walks of life."

Dean Chris L. Christensen  
Wisconsin College of Agriculture

BACKGROUND MATERIAL

Rural population may be divided into the farm and non-farm groups, each of which presents its own problem. The non-farm group consists of the villages (population 2500 or less), hamlets, and persons living on small areas of land too small to be classed as farms. Our problem for study is therefore one of the opportunity for education for the farm and village boys and girls. From the fifteenth census of the United States taken in 1930 we have the following table indicating the educational condition of these groups in Wisconsin in comparison with the United States.

Youth in School in the United States and Wisconsin.					
A G E		United States		Wisconsin	
		No. in School	% in school	No. in School	% in School
Total	14-15 yrs.	1,995,247	85.0	46,332	76.3
	16-17 "	1,234,691	53.9	24,764	43.4
	18-20 "	613,307	20.0	11,955	16.7
	Over 21	299,500	1.01	6,018	.7
Rural	14-15 yrs.	1,224,751	83.3	30,063	70.6
	16-17 "	744,283	52.0	13,786	34.3
	18-20 "	351,287	19.1	6,089	12.5
	Over 21	143,283	.9	2,610	.6
Rural non-farm	14-15 yrs.	770,496	87.9	16,269	89.6
	16-17 "	490,408	57.2	10,978	65.4
	18-20 "	262,020	21.3	5,866	25.7
	Over 21	156,217	1.1	3,408	1.1
Total Urban	14-15 yrs.	2,161,131	92.7	52,665	97.7
	16-17 "	1,435,166	60.5	44,709	85.0
	18-20 "	834,477	22.5	21,354	25.6
	Over 21	735,282	1.7	20,227	2.1

15th Census of the United States, 1930  
 Compiled by A. F. Wileden, Wisconsin  
 College of Agriculture.

This brings us to our problem in a comparison of urban and rural persons of the indicated age groups and the percentages found in schools. A few questions should be asked at this point concerning education in 1930 as shown in this table.

1. Did more urban or rural children attend school in 1930? In the United States? In Wisconsin?
2. Did the rural or urban group have the larger percentage of its children in school?
3. Did rural-farm or rural non-farm have the larger percentage of its children in school?
4. How do Wisconsin percentages compare with the United States in school attendance for urban conditions? For rural conditions? For farm groups? For rural non-farm groups?

Other comparisons are possible to emphasize our problem and its importance to Wisconsin. The problem of education considers college, high school, and elementary school. Elementary education is compulsory in most states until completed or until fourteen years of age. State laws for urban communities require children to attend school until 16 years of age in some states and 18 years of age in others. This means attendance at either high school or vocational schools in most cases.

Wisconsin has laws which are among the best in requiring children of urban communities to attend school. The work of the State Department of Vocational Education for Wisconsin urban communities is a model for other states and it has been operating long enough to show results. What has been done for the rural youth of Wisconsin and the United States? How important is this problem of rural education?

Extent of the Problem of Rural Education. "Rural education is about one-third of the Nation's total educational task. According to the 1930 census 44,600,000 persons live in unincorporated and rural territory. This constitutes 36 per cent, or about one-third, of the total population of the United States. About nine million farm children are enrolled in public elementary and secondary schools in the United States. This means that one school child in every three comes from the farm. There are about one hundred fifty-thousand one-room school houses in use in the United States. This means that about three fifths of all public school buildings are of the familiar one-room "Little red" type. In addition, many farm children are enrolled in the Nation's eighteen thousand consolidated schools and twenty thousand two-room schools."

"Approximately two hundred thousand teachers are working in one-room or two-room schools. These teachers constitute nearly one-third of the Nation's army of 640,000 elementary public school teachers. Likewise, among the two hundred thousand high school teachers, about 75,000 are employed in small rural and village high schools."

"The service of the school to the children, youths, and adults in rural areas has for American significance which extends far beyond the mere statistical statement that it involves about one-third of the total educational job. In the first place, rural education is important because agriculture is our greatest and our basic national industry. Second, the rural school is the one widely available public agency which can assume responsibility for the health, welfare, and protection of the rural child when the home becomes unable or unwilling to accept these functions. Finally, an effective rural school is an essential element in the education of all children for the responsibilities of citizenship in a democracy. In a word, rural education is important because rural life itself is important."

"The Outlook for Rural Education"  
Research Bulletin of the National  
Education Association, Vol. 9,  
No. 4, September, 1931, p. 234.



Education an Aid to Social and Economic Progress. "Fortunately, cultivating the human crop is also the surest way to material prosperity. Education, the state's chief agency for cultivating the human crop, is an excellent financial investment, quite aside from its aid to human beings in attaining their own cherished ideals. Pasteur's education resulting in the discovery of the cause of disease in sheep, for example, added more wealth to France than was spent on her whole educational system for a year. Walter Reed's education, which led to the discovery of the cause of yellow fever, not only saves thousands of lives annually, but has a money value as well. It made possible the digging of the Panama Canal. What would the world be willing to pay in money for the products of Thomas A. Edison's mind? Education pays. It is an investment, not an expenditure! Think of an educated people and you think of comfortable homes, comparative freedom from disease, labor saving devices, reasonable hours of work, facilities for enjoying leisure, etc. Think of a nation with little or no education and you think of shacks for homes, ravages of disease, antiquated tools, long hours of labor, and minds too full of superstitions and fears to enjoy what little leisure they have. Education is the handmaid of social progress. It has a money value to the state, because the source of the state's greatest wealth is her people. Education makes not only a happier, healthier, and more idealistic people, but it makes a wealthier people as well."

"Minnesota Chats" by University  
of Minnesota, Vol. 7, No. 92,  
October, 1926, p. 3.

Is there truth in the above statement? Would the State of Wisconsin and the United States profit by improving educational conditions for rural peoples and especially its farm population?

#### A. WHAT IS THE PROBLEM?

##### 1. LEGAL EFFORTS TO MAKE RURAL HIGH SCHOOL EDUCATION POSSIBLE.

Number of Rural School Districts in Wisconsin. "An analysis of the rural school situation in Wisconsin in 1933-34 shows that there are 6,248 districts. This number is exclusive of closed rural schools and transport districts. One of the 6,248 districts is a three room (three teacher) school, twenty-six others are two teacher rural schools, and the remaining are one teacher rural schools".

"Our Small Enrollment-Rural Schools",  
published by the Wisconsin Teachers  
Association, January, 1935, p. 6.

Total Number of School Districts in Wisconsin. The total number of school districts in Wisconsin is approximately 7300. This includes the school districts in villages and cities, in addition to all rural districts.

Percentage of State in High School Districts in 1926. There were 429 high schools and these districts comprised 19.62% of the state area. In this area were found the cities and most of the larger villages of the state. Today because of the withdrawal of farm territory from the high school district area the percentage is considerable less. At that time 80% of the state area paid ten per cent of the cost of secondary education and had 24 per cent of the pupils in attendance. This percent of attendance from non-high school areas has increased. The high school area had 47% of the assessed valuation of the state. The northern area of the state consisting of about one-third of the state had 78 high schools and had fifty-seven per cent of its area in high school districts because of the number of union high schools. In the southern section of the state comprising slightly more than the counties bordering Illinois, less than fourteen per cent of the territory was in high school districts and there were 108 high schools.

Data secured from "The Financial Situation in Wisconsin High School Districts", by John Callahan, State Superintendent, Published by the Dept. of Public Instruction, May, 1926, pages 9-28.

Development of High Schools by Vote of the People. The state law makes it possible for a school district or combination of districts to establish a high school. Section 40.62 of Wisconsin school law says: "Any common school district having an assessed valuation of one million two hundred fifty thousand dollars or more may establish a high school." Section 40.63 and 40.64 also give the opportunity for two or more common school districts and for contiguous compact territory (outside of cities) to establish high schools. It is therefore legally possible for Wisconsin rural people to provide a high school for its children. These high schools receive a limited state aid, and in the past have received other aids in the development of industrial courses, etc.

"Laws of Wisconsin Relating to Common Schools", published under direction of John Callahan, State Superintendent 1934, p. 477.

Growth in Number and Enrollment of High Schools. "The first Wisconsin public high school was established at Kenosha in 1849. By 1875 the state had eighteen such schools in operation. In 1905 there were 256 high schools. This number increased to 429 by January 1, 1926. The growth of our high school system becomes more significant when it is compared with the general growth of our school population."

"In 1910 the population of Wisconsin was 2,333,860; in 1920-2, 631,839, a gain of 13%. In 1914 there were 782,246 children on the school census (4-20) with an enrollment of 440,103 in the public schools.

In 1925 the school census was 858,259 and the public school enrollment, 507,254. During the ten years the census showed a gain of 9.7% and the gain in actual public school enrollment was 15.3%. It is a significant fact that while the state's population in the decade increased about 13% and the school census 9.7%, yet the school enrollment increased 15.3%.

Enrollment and Number of High Schools, 1915-1932

Year	1905	1915	1917	1920	1922	1925	1932*
No. High Schools	256	344	364	390	407	423	437
Total Enrollment	27,090	43,836	50,521	59,382	72,385	85,499	121,095

\* Added from the biennial report of the State Superintendent.

"During the last decade ending in 1925 the number of high schools showed an increase of 23% and the increase in enrollment was 95%. It is quite evident that the large increases in high school enrollment is partly responsible for the 15.3% gain in school enrollment for the entire state noted above. In 1914 there were 6,235 pupils graduated from the high schools of the state; in 1924, 13,419 were graduated, a gain of 115.2%."

"The Financial Situation in Wisconsin High School Districts", by John Callahan published by the Department of Public Instruction, May, 1926, pp. 5-6.

Tuition to High Schools. The school law in section 40.47 requires the school board to admit when facilities will warrant, any person of school age who resides in the state but not within any high school district, and who shall have complied with certain entrance requirements. The board may charge a tuition for each non-resident pupil. The school collects this tuition from the township in which the non-resident lives. Tuition is determined by dividing the total salaries paid the teachers and principals and the high school cost of text books, supplies used in the high school instruction, manual training and domestic science by the total enrollment for the year, but not to exceed the sum of three dollars per pupil per week, nor be less than two dollars per week per pupil. For further information read the whole section. In general practice school boards have not charged the maximum tuition fee although the costs would justify the maximum. Most high school boards have charged the minimum. During the depression some townships because of delinquent taxes have not paid the tuition. In such cases tuition pupils have been a liability to the high school district. The attorney-general has ruled that pupils cannot be refused because tuition is unpaid.

"Laws of Wisconsin Relating to Common Schools", published under direction of John Callahan, 1934. pages 471-472.

The fact that qualified persons in non-high school areas can attend high school with tuition paid has made such education possible where it would have been impossible if the parent had been forced to pay. What is the condition in your high school concerning tuition pupils? Do they come from farm or village? What is the charge per week? What is the amount collected per year? Does this make possible a better high school or more courses? Find the local situation from your town clerk, or your high school principal.

Transportation to School. According to section 40.34 of the Wisconsin school law, the Wisconsin legislature, through the executive budget bill for 1935 appropriations, includes two hundred and thirty thousand dollars for transportation and tuition of pupils. This is an effort to make possible elementary and secondary education for persons living long distances from school. The school district meeting may authorize the board to provide transportation for all the children of school age residing in the district. In case the district supports a high school, the high school pupils would be transported. All pupils living two and one half miles from school in a common school or consolidated district operating a high school and four miles in a union high school district, shall be provided transportation by the school board. If the board fails, the parents may provide suitable transportation and be paid by the district at twenty cents per day for the first child and ten cents per day for each additional child transported.

Board and lodging may be provided in lieu of transportation if pupils live more than two miles from school. The aid shall be not to exceed two dollars per week for board and lodging per child. Lodging places shall be within one-mile of school and parent or guardian may select the place.

Reimbursement for transportation furnished by county agricultural school is not authorized (19 Attorney-General. 572).

No provision for transportation or lodging is provided for pupils attending high school unless such pupils live in the high school district. This is a hardship for the large number of farm children who wish to attend high school.

"Laws of Wisconsin Relating to Common Schools", published under direction of John Callahan, 1934, pp465-7.

A few high schools in Wisconsin during the past two or three years have arranged bus line transportation for farm children to attend high school. The high school received the tuition and the pupil pays part of the transportation. Great service is being rendered farm children in these districts. This is a commendable action although without legal sanction.

What conditions exist in your community concerning transportation? What improvements could be made to make possible the attendance of more farm or village children?

Union - Township - Consolidated High Schools. The early township high school now designated as a union high school and not confined to township lines and the consolidated school of twelve grades were all established with larger land areas to provide high school education of rural pupils, especially farm children. There are approximately eighty union high schools in Wisconsin and less than ten consolidated schools with high schools. Of the old township high schools, now termed union high schools, sixteen have both grades and high school under one board. The union high school must have an area of 36, nor more than 72 square miles with an assessed valuation of \$1,250,000 or more. (40.64 state school laws). These high schools made possible a high school education for children of villages and farm where no one common school district could have supported the high school. The detachment law (section 40.85) whereby farm land may be taken out of the district does not apply in a union free high school district.

"Laws of Wisconsin Relating to Common Schools", published under direction of John Callahan, 1934, pages 477-483.

Are there either or all of these types of high schools in your county? What success are they having? What are their limitations in offering training for rural pupils?

The County Agricultural School and County Normals, Part-Time Agriculture. The state provided these forms of vocational education particularly for farm children. The County Normals (41.47 state school laws) of which there are now twenty-eight secure practically seventy-five per cent of their pupils from farms. The remaining come from villages and cities. When organized they took rural school graduates and returned them as teachers after two years of training. High school graduation is now required.

The County Agricultural School (41.48 to .58) of which there are now four are practically high schools emphasizing agriculture and home economics but giving other subjects to make the equivalent of a high school. These are special high schools receiving not to exceed \$4,000 a year from the state while the district high school receives less than \$300 state aid. This movement was for farm children and was a movement to furnish education for the farm and home.

To provide part-time education in agriculture (41.60 and 41.21-2a) the state provides \$25,000 annually. The state board of vocational education has charge of these funds. In addition to this any village or city may develop classes in vocational education subject to law and be re-imbursed by state and federal funds. (41.21)

"Laws of Wisconsin Relating to Common Schools", published under direction of John Callahan, 1934, pages 495-501.

Are any of these attempts to educate rural peoples operative in your community? How successful do you consider them?

The Smith-Hughes and George Roed Federal Funds. These federal laws have made available money for the development of vocational home economics and vocational agriculture. This education although not necessarily high school grade is for persons over 14 years of age. In most states the sections of the law applying to rural education are conducted by the public high schools for farm and village children. Vocational education for rural children is thus encouraged. One hundred twenty-two high schools in Wisconsin are offering two to four units of vocational agriculture mostly to farm boys. There are about thirty rural high schools in Wisconsin offering vocational home making to farm and village girls. These Federal funds are handled by the State Board of Vocational Education at Madison. The courses developed in the high school carry credit for graduation. The teachers of this vocational work also conduct part-time courses for young people and evening schools for adults.

Equalization Aids for Elementary Schools. It was early recognized that great differences existed in school districts ability to pay for elementary education. "A law was passed in 1927 called the Common School Equalization aid law becoming effective January 1, 1928, and amended in later years. Under this law, (Section 40.87, Wisconsin School Laws) the money for state aid is paid on two bases -- flat state rate basis and equalization basis. Under the equalization basis each district, village or city having an assessed valuation of less than \$200,000 per elementary teacher receives an additional aid from the state, over and above the \$500 mentioned above. The poorer the district, the greater the amount of aid. For example, in a district having an assessed valuation of \$150,000 employing one teacher with \$1200 needed to maintain its one room school for one year, the money would be raised as follows: \$500 from state and county on flat basis, and \$700 to be raised by local taxation and from state aid on equalization basis. The tax rate to raise this \$700 is figured, and the district would pay this rate on the \$150,000 and the state would pay the same rate on the remaining \$50,000. There are two limits on this aid; the state will not pay more than four mills as its share nor more than \$350 per teacher on this basis. This makes a total of \$600 possible aid from the state on the flat and equalization basis together. Including the \$250 aid from the county, a district may receive a total of \$850 aid toward the support of its one teacher school. However, due to lack of funds, the state was only able to pay 85% of the money that the districts are entitled to for 1933-34 under the equalization law."

"Facts & Questions About Education in Wisconsin," published by the Wisconsin Congress of Parents and Teachers, Feb. 25, 1934, pp. 23-24.

Are any of these funds coming to your county? How effective is the work being done in securing attendance of rural peoples?

Equalization Aids for High Schools. The same inequality exists in high school districts and efforts have been made to give additional state aid to high schools. The present state aid for high schools is less than \$200 except for union, township and consolidated schools.

"The result of the "detachment law" (40.85) and the present lower assessed property valuation is to leave 42 high schools with less than \$500,000 assessable property back of them, and 195 with less than the required \$1,250,000--or 43% of the high schools of the state with less than the minimum required support. This makes the tax rate extremely high in such a district, and over half of the 450 high schools have rates running from 6.3 to 20.9 mills; while at the other end of the scale are districts which pay only 3 or 4 mills.

Falling farm values, low prices for farm products, and increased costs of operation, high schools make the financial problems of rural high schools exceedingly critical.

Many states have adopted the policy of 'Equality of high school educational opportunity for every rural boy and girl'. This is accomplished by equalizing the high school tax burden of about 75% of the state's high schools.

The \$175,000 state aid included in the present budget is 'aid', not a means of 'equalization'. This aid goes back to earlier conditions in the state when state aid was necessary to induce schools to include special courses--agriculture, commercial subjects, home economics, etc., in their curriculum."

"Facts and Questions About Education in Wisconsin", published by the Wisconsin Congress of Parents and Teachers, Feb. 25, 1934, p. 30.

1935 Equalization Measure Vetoed by Governor. The legislature of 1935 passed an equalization measure for high schools but the governor vetoed it because he believed the bill would not raise the \$2,000,000 desired for this bill. The bill, if passed, would have given (a) to each district or city, including union or consolidated free high school districts, maintaining one or more four-year high schools, annually five hundred dollars for each such school maintained. (b) Fifteen dollars for each non-resident pupil in average daily attendance during the preceding school year in the ninth, tenth, eleventh, and twelfth grades. (c) Ten dollars for each pupil (including tuition pupils) in average daily attendance of the same grades. The bill arranged aids, if sufficient funds were not available.

(Bill No. 2-S, Wisconsin Legislature, 1935)

What would this bill have meant to your high school in state aid? How much is the annual budget of your high school? How much tuition was collected for last year?

## 2. PRESENT TRAINING OFFERED BY THE RURAL HIGH SCHOOL.

We have seen on page 5 the rapidity of growth of the public high school in Wisconsin. What is the objective of high school training? What do we expect the high school to do for our boys and girls? We have made elementary education compulsory and in our cities through legislation we have raised the school age so that high or vocational school attendance is practically compulsory. What does high school education do for our boys and girls that we are taxing our community to make possible four additional years of school attendance?

Training for College. A hasty historical review of secondary education in the United States shows three distinct phases. The Latin grammar school was a public school whose function was to prepare boys for college. The academy, a private institution was primarily to afford boys and girls who did not want to go to college, a training for general culture and efficient living. The high school as a public institution was conceived on a function similar to that of the academy but soon took over the function of preparing boys and girls for college. We can well say that the recognized objective of high school has been training for college.

Lack Definite Secondary Education Objectives. "After all the years that we have spent in developing secondary schools and in discussing what they ought to be, no one should be embarrassed by the question we are set to answer. But in entire frankness and in humility, the writer confesses that he for one, is embarrassed. We have never reached any complete agreement on what a good secondary school is...". "But objectives of secondary education, soundly based, clearly enunciated, and definitely directive, are precisely what we do not have. We have never had them. It is true that from the beginning in our country we have set forth in broad general terms objectives for secondary education, but like political platforms they have been neglected and forgotten in administration."

"What is a Good Secondary School",  
by Thomas H. Briggs, Professor of  
Education, Columbia University,  
Junior-Senior High School Clearing  
House, April 1934, Vol. VIII, No. 8,  
pp. 454-55.

Yet the public high school has grown in numbers and enrollment because they saw in it results in the young people whether they went to college or remained at home. The high school has "sold" itself to the people and has under direction attempted to meet the demand of the people.



New Emphasis on Vocational Training. A study of one hundred University of Wisconsin accredited high schools of 1901 was made. They were chosen so that fifty of the schools in 1921 were offering courses in agriculture and the remaining fifty did not offer agriculture. The importance of agriculture is therefore over-emphasized. In 1926 practically the same schools were studied but changes were made to keep the original division on agriculture. Schools in the two groups were paired on the basis of number of teachers per school, one offering agriculture and the other did not. Due to attendance growth the number of students in 1926 (nearly 25,000) were many more than in 1901 but both were good samples. For comparative purposes the elections were reduced to a percentage basis. Interpreting for English, 28 per cent of the subjects chosen were in that subject in 1901, or more than one in four subjects elected by each pupil. In 1926 less English was being elected. For Commercial branches .45 per cent, or 1 of each 70 subjects taken was in this field but in 1926 it assumed importance and one of seven studies taken was in commerce. As each student takes four subjects usually, practically one-half of the students took something in commercial lines in 1926.

<u>Subject Election in 100 Wisconsin High Schools</u>		
	<u>1901</u>	<u>1926</u>
<u>Academic Subjects</u>		
English.....	28.68%	22.52%
Mathematics.....	21.31	14.43
History, economics, etc.....	17.27	19.45
Language.....	10.67	6.47
Science.....	18.37	15.06
Total academic.....	96.30%	77.93%
<u>Vocational Subjects</u>		
Agriculture.....	0.07%	1.65%
Home Economics.....	none	2.44
Manual Arts.....	none	2.78
Commerce.....	1.45	14.35
Fine Arts.....	0.06	0.76
Teacher Training.....	1.80	0.06
Total vocational.....	3.38%	22.04%

Study by J. A. James, College of Agriculture, University of Wisconsin, December 1, 1935.

Need Emphasis on Vocational Education in Present Day High School. The high school of 1901 was a different high school than in 1926 and great changes have come since that time. The early high school curriculum was largely academic while we today see a trend towards the vocational. We hold to cultural aims of education and believe they must be preserved in the education of all classes of people. Intellectual development that comes to the individual through study is an element of

education. We see a difference in the average boy and girl who goes through high school in comparison with the average of those refused the privilege. We see an idealism, a personal efficiency and a leadership come as a result of education - we may call it culture. But we believe that for most people the high school is a finishing school. They will not go beyond the high school and the school must fit for citizenship and a large element of citizenship is the earning of a living. Vocational education should become a part of the high school curriculum and the table on the preceding page shows that practically one-fourth of the high school takings are vocational.

Ideal for High School Studies. Davenport points out that at least one-fourth of the student's time in high school should be devoted to this vocational work, and three fourths to non-vocational, upon the ground that the student, in order to make a useful society, should, for a portion of his time each day after reaching the high school age, become possessed of a deep sense of vocational consciousness demanding special training looking to his own activities, and that at the same time, in order to be most effective and rational, he should also devote the major portion of his time to what other men have thought and said and done, or are preparing to do, and to the facts of Nature.

"Education for Efficiency", by  
E. Davenport, former Dean of College  
of Agriculture, University of  
Illinois, published by D. C. Heath  
and Company, 1914.

Training for Citizenship. The school is an instrument in shaping the character of the individual but the school is the only agency which has been established expressly for educating all of the people in the duties of citizenship.

To what extent the schools have succeeded in accomplishing this objective is somewhat of a question. There can be no question, however, as to the effort being made to accomplish the desired results. From the kindergarten through the high school, citizenship training is given in some form. While much of the work is still of a textbook nature, a large proportion of it is of a practical kind. Students are being given the opportunity to learn by doing. The modern school more than ever before is recognizing the part that social activities are playing in the life of the school.

Methods of Citizenship Training. The practical methods found in the high schools of Wisconsin which contribute to citizenship training of boys and girls may be classified as follows:

- (1) Administrative: (a) student councils; (b) class officers, (c) bank cashiers; (d) library assistants; (e) laboratory assistants; (f) class room monitors; (g) study hall monitors.
- (2) Musical: (a) band; (b) orchestra; (c) boys' glee club; (d) girls' glee club; (e) mixed chorus.
- (3) Athletics: (a) basketball; (b) football; (c) baseball; (d) track; (e) tennis; (f) hockey; (g) golf; (h) swimming.
- (4) Forensics: (a) debating; (b) oratory; (c) declamatory; (d) extempore speaking.

- (5) Dramatics
- (6) Publications: (a) school annual; (b) school paper.
- (7) Honorary Societies: (a) scholarship; (b) music; (c) athletics.
- (8) Curricular Clubs: (a) Girl Scouts; (b) Boy Scouts; (c) Girl Reserves; (d) Morter Board; (e) Hi-Y; (f) Dramatic; (g) Forensic; (h) literary; (i) girls' athletics; (j) boys' athletics; (k) radio; (l) camera; (m) forestry; (n) nature study."  
"Guiding Wisconsin's Growing Generations", published by the Wisconsin Teachers Ass'n. January, 1933, pp.97-8.

High Schools Provide Cultural Training. "If we conceive of liberal culture as coming from a study of those subjects which develop the judgment and understanding, enlarge the vision and insight, broaden the human sympathies, train for efficient living and stimulate much intellectual ambitions as will make one interested in his life work and good company for himself, then liberal culture may come to many different individuals from the study of many different things."

E. B. Cubberly, Professor of Education, Leland Stanford University.

Do pupils of your high school demonstrate cultural effects? Is culture taught only in schools? Is the home important in cultural development?

Main Objectives of Education. The National Education Association has stated the following as objectives for education and therefore of high school as a finishing school. (1) Worthy home-membership, (2) Vocation, (3) Citizenship, (4) Worthy use of leisure, (5) Wealth, (6) Ethical character, (7) Command of fundamental processes."

### 3. FACTS ON ATTENDANCE IN RURAL HIGH SCHOOLS.

How many farm boys and farm girls attend your local high school? How many are in attendance from the villages? How many boys of high school age living on farms and out-of-school, do you know? Secure similar data for farm girls, village girls, and village boys. What is the distribution of the freshman class and the senior class between farm and village? How many tuition pupils in your high school? How far from your high school to other high schools in all directions? Are there areas about your high school where children must go long distances to reach high school? Are good roads available for travel to high school? Is transportation of high school pupils done in your community? What tuition was charged per week during the past year? What per cent of the graduates of your local grades of last year are in high school this year? How many graduates of the rural schools of your trade area were there last year? How many are in school? Does a larger percentage of available boys than girls attend high school?

If you live in a rural school district, how many pupils have gone to high school in the past ten years? Does your high school have vocational courses? What effort is made to attract farm boys and girls to your school? These questions are suggestive of local data that will give facts for your discussion. Your high school principal and your county superintendent can furnish most of the information.

High School Education Available to Few Rural Children in Wisconsin.

"The majority of rural youngsters fail to get a high school education today. This is evidenced by the fact that while there are 268,688 enrolled in schools under the county superintendent's jurisdiction and 259,522 in cities (50.8% and 49.2% respectively), only 34,404 (6.5%) rural children attended high school and 86,104 (18.3%) city youngsters availed themselves of a high school education."

"In 1927 the records of the state superintendent's office show that only 25% of the pupils enrolled in high schools live outside of the high school districts. This is a deplorable condition when it is realized that more than 80% of the territory of the state lies outside of any high school district. In other words, we must frankly admit that a high school education is available to few rural children."

"Report of the Wisconsin Interim Legislative Committee on Education", submitted to the Legislature of 1931, page 53.

1930 Census Figures on School Attendance of Farm Boys age 14-20.

	Total	In School	Out of School	% Out of School
Totals for U.S.	2,525,101	1,176,454	1,348,647	53.4%
Wisconsin	73,719	25,119	48,600	65.9%
Georgia	131,586	49,581	82,005	62.3%
Minnesota	72,460	29,231	43,229	59.6%
Michigan	64,286	28,936	35,360	55.0%
Iowa	75,248	34,394	40,854	54.3%
Illinois	77,502	35,448	42,054	54.2%
Alabama	117,241	55,984	61,257	52.5%
New York	51,070	24,719	26,351	51.5%
Ohio	78,178	40,248	37,930	48.5%
Indiana	61,308	34,093	37,215	44.4%
California	41,153	23,896	17,257	41.9%

Data compiled by United States Dept. of Commerce; Distributed by the Federal Board of Education.

The table shows that 65.9% of the farm boys 14-20 of Wisconsin in 1930 were not in attendance at any school. The completed table of forty-eight states shows that in 1930 Wisconsin had the largest percent of its farm boys, 14 to 20 years of age, out of school.

Why have we the worst record in the United States for our farm boys of school age in school attendance? These are our future farmers and the Wisconsin farmer needs as good an education as the farmer of another state.

Education Maximums -- Farm and Village. A study of the maximum education of the 20-25 year age group in five Wisconsin counties (Polk, La Fayette, Manitowoc, Price, and Dane, 2nd district) gives the following data:

<u>Maximum Elementary Education of Farm and Village Boys and Girls.</u>							
	Total	Less than	8th Grade	Total	8th Grade		
	Replies	8th Grade	Only	or Less			
	Number	%	Number	%	Number	%	
Farm Boys	3,760	682	18.1	2,000	53.2	2,682	71.2
Village Boys	1,093	72	5.6	256	23.4	328	30.0
Farm Girls	3,257	317	9.7	1,644	50.5	1,961	50.2
Village Girls	1,169	35	3.0	211	15.0	246	21.0
Farm Boys and Girls	7,017	999	14.2	3,644	51.9	4,643	66.1
Village Boys and Girls	2,262	107	4.7	467	20.6	574	25.3

Study by J. A. James, College of Agriculture, Dec. 1, 1935.

<u>High School and College Contacts 20 - 25 Year Age Group.</u>									
	Total	College	H. S.	Some	Total H. S.				
	Replies	Contact	Graduates	H. S.	Contact				
	No.	%	No.	%	No.	%	No.	%	
Farm Boys	3,760	207	5.5	572	15.2	248	6.6	1027	27.3
Village Boys	1,093	195	17.8	438	40.1	100	9.1	733	67.0
Farm Girls	3,257	363	11.1	639	19.7	200	6.1	1202	36.9
Village Girls	1,169	266	22.7	53	43.9	73	6.3	852	72.9
Farm Children	7,017	570	8.1	1,211	17.2	448	6.3	2229	31.7
Village Children	2,262	461	20.4	951	42.0	173	7.6	1585	70.0

Study by J. A. James, College of Agriculture, December 1, 1935

A consideration of the two above tables shows that farm children do not attend high school and college as generally as do village children. A larger proportion of girls of village and farm attend schools than do boys.

Equality of Education Demands Better Education for Rural Children.

"This section dealing with the availability of high-school opportunities in rural communities has cited data to show that comparatively small proportions of rural children enter secondary schools and that still smaller proportions are retained to graduation; it has shown that one of the major reasons for their non-attendance is the inaccessibility of the high schools in rural areas; it has called attention to the fact that many of the rural high schools are very small and are thereby greatly limited in the quality of educational opportunity they can provide; and it has shown that term lengths are by and large shorter. It is clear that the country child is now enjoying the benefits of secondary education to anywhere near the degree true of the city child. If we believe in equal educational opportunities for all American children, the problem of providing a satisfactory type of secondary education in sparsely settled communities is a challenging one, demanding much more study than has been given to it."

"Availability of Schools in Rural Communities", by Katherine M. Cook and W. H. Gaumnitz, Office of Education, Washington, D.C., Nat'l. Society for the Study of Education 30th Yearbook, Part 1, 1931, pp. 92-3.

Equality of Education Needed in a Democracy. "Democratic government presupposes equality of opportunity especially equality of educational opportunities. A democracy which consistently provides inferior schools for a large proportion of its future citizens is in danger..... Rural schools are open 33 days less each year than city schools. They enjoy fewer high school opportunities. While three city school children out of every 10 are enrolled in high school, only one rural child in ten is enrolled in high school."

"The Outlook for Rural Education", Research Bulletin of the Nat'l. Education Ass'n., Vol. 1X, No. 4, September, 1931, p. 236.

B. WHAT ARE THE PROPOSED SOLUTIONS?

4. MORE EFFECTIVE ELEMENTARY EDUCATION IN RURAL COMMUNITIES.

The elementary educational systems of our urban communities are recognized as superior to those of rural communities. In rural territories the village children in general go to the graded schools while most farm children receive their elementary education in the one-room school. Factors such as length of school term, attendance, teacher preparation and others determine the success of a school. The following are comparisons of rural and urban education and are some of the reasons why urban elementary schools excel rural elementary schools as shown for 1933-34 in Wisconsin. The comparisons are for one-room vs. city grades and do not include 17.3% found in graded schools and in grades below high school.

1. Wisconsin had 552,312 children in school, 134,628 (24.4%) in one-room schools and 136,754 (24.8%) in city grades. In rural schools one teacher taught eight grades, in cities generally one teacher taught one grade.
2. In cities 8087 of 9208, i.e., 87.8% have state licenses to teach while 3,820 of 11,552 county teachers (33%) have state licenses and 5,613 (48.6%) have first grade county certificates. Cities have better trained teachers.
3. The city schools averaged 184.6 days per year and the country schools 173 days. Probably the country school is lower this year because so many schools have but 8 months of school. The average daily attendance is approximately the same but because of the term city children have more school per year.
4. Expenditures per pupil in cities for instruction is \$73.08 and in the country \$56.33. Cities spend over 30% more per pupil.
5. The median salary for city grade teachers was \$140 to \$149 per month while in the country one-room school it was \$65-75. City grade teachers median salaries did not change from the previous year while the drop for country teachers was \$14 per month.
6. The teaching service median of elementary teachers in city grades in the locality was eight years; for country teachers, two years. City grade teachers median of teaching experience was over ten years while for the country it was four years.

"Education in Wisconsin", Biennial Report of the State Dept. of Public Instruction, for 1932-34, pp. 55-63. Issued by John Callahan State Superintendent.

Is it reasonable to expect equal efficiency for these two groups of practically equal size? The one-room teacher in general has poorer preparation, less teaching experience, stays a shorter period in the school, receives the minimum salary entirely to often, and if successful leaves for the graded school or city teaching job as soon as possible. Exceptions exist but good reasons are traceable usually to the community. Is it reasonable to expect the one-room school to be as effective as the city grades with such superior conditions?

One-Room Rural School Curricula Overloaded. "The teachers in our pioneer district schools had few classes to teach, since the three "R's" were the only courses taught. All the education necessary to meet the problems of those days could be given in a few years of school attendance. Life preparation was completed at home--the boy on the farm, the girl in the home. There was very little need or use for further school preparation. Contrast these conditions with a modern one-room school where the teacher must be able to teach from 25 to 35 classes a day. She must be a "quick change artist" educationally. She must teach everything from

music to morals; she must, in most cases, be her own janitor. Adding more subjects to those already taught by this rural teacher is out of the question. A richer or broader curriculum will never be available to rural children under the present type of school organization."

"Report of the Wisconsin Interim Legislative Committee on Education", submitted to the Legislature of 1931, pp. 47-48.

Rural Teaching Job Most Difficult. "The rural teacher has the most difficult teaching job of all because she must be a "jack-of-all-trades", an administrator and advisor, a janitor, in addition to being a teacher. Too often the teacher of these schools must return at night to a farm home with no facilities for privacy or for study. Some of the children that she taught all day are again found here. This makes discipline difficult. Educators throughout the country state that social contacts are more important to the rural teacher than a higher salary. Social contacts are only possible in the central consolidated schools. Is it any wonder that the best rural teachers leave to accept positions in the consolidated village and city schools? As a result, the rural school keeps only the inferior, inexperienced teachers, while the ambitious ones seek so-called greener pastures. This results in a turnover of 1200 one-room teachers each year. In other words, out of 7,000 rural teachers we find 1,200 to 1,300 inexperienced teachers entering these schools each year."

"Report of the Wisconsin Interim Legislative Committee on Education Submitted to Legislature 1931, p.50.

Savings by Combining Schools With Small Enrollment. "There were 69 schools with 5 or fewer pupils enrolled in Wisconsin during 1933-34 550 with from 6 to 10 pupils, and 1086 with 11-15 pupils enrolled. Thus, there were 1687 schools with 15 or fewer pupils enrolled."

"In the 13 counties from which adequate information was obtained there were 554 schools of 15 or fewer pupils. As rated by the local superintendents, 333 of these schools had some practical possibility of combining with others. If these figures are taken as representative of the entire state, then approximately 60% of the schools with 15 or less enrollment can be combined with other schools. Thus it would be practical to combine approximately 1,000 of the smaller schools of Wisconsin."

"Our Small Enrollment-Rural Schools", published by the Wisconsin Teachers Association, January, 1935, p. 43.



Financial Savings by Combining Schools. "The average cost of maintaining a one-teacher rural school, with 15 or fewer pupils in Wisconsin last year (1933-34) was \$828.50. The average state cost of maintaining a transport school in 1933-34 was \$720.77. This figure includes the cost of several large transport districts and consequently is probably greater than the cost would be for maintaining a transport school with 15 or fewer pupils. The average cost of maintaining a transport school for 15 or fewer pupils in the 14 counties studied was \$514.56 in 1933-34. The amount that could be saved by combining all schools of 15 or fewer pupils would probably be somewhere near \$300 (\$828.50-\$514.56) per school. For the 1,000 schools this would approximate \$300,000 for the schools that could be closed. In addition to the money that could be saved by the schools which closed and organized as transport schools, money could be saved by the districts to which the pupils from the closed schools would go. These schools would receive tuition money from the children coming from the closed school which is more money than would be needed for books, supplies, and equipment. These costs, in a normal year averaged approximately \$5.60 (1930 was taken as a basis) per pupil per year whereas the tuition averages approximately \$30. A saving of about \$25 for each non-resident pupil can be realized by the school to which the pupils from the transport schools go. If 1,000 schools of 15 or fewer pupils were combined, it would mean the transfer of approximately 9,000 pupils (1932-33 figures). At a saving of \$25 per pupil it would save approximately \$225,000 for the schools to which the pupils would go. This added to the \$300,000 saved by the districts which closed, would be a saving of approximately \$525,000. On the basis of present data, any estimate substantially greater than this amount seems a little optimistic. However, future studies may reveal factors that will increase the saving."

"Our Small Enrollment-Rural Schools",  
published by the Wisconsin Teachers  
Association, January, 1935, p. 43.

Need Schools with Enriched Curricula. "The one-room rural school should be decently interred with the pioneers who created it, and in its place should be substituted the use of the larger village school or the establishment of large consolidated schools with an enriched curriculum providing for such leisure-time activities as music, dramatics, and sports, if the rural schools are ever to become important social institutions in the rural life of America."

C. J. Anderson, Dean of the School  
of Education, University of Wisconsin,  
in a talk of the 1933 Convention  
of the Wisconsin Teachers Ass'n.  
at Milwaukee.

Proposals for Bettering Rural Schools.

1. "The area of the taxing should be increased. With present day highways and modern systems of transportation, the present school district with its 'walking distance' limitations is no longer tenable.

2. An enriched curriculum with provision for such leisure time social activities as music, dramatics, and sports requires a school unit larger than the one room school. The use of the village school or the establishment of large consolidated schools will make possible this enriched curriculum.

3. A larger proportion of the cost of such schools should come from the state, and among other things, the state should guarantee high school opportunities for the thousands of farm boys and girls not now in school.

4. The library facilities now available to urban residents should be extended to every farm home.

5. The open country and the village should unite wherever feasible for school service as they now do for religious service and recreation.

6. Health education with its medical and dental inspection, school nurse service and hospitalization is as much a right of the rural child and adult as it is for his urban cousin.

7. The teacher of the rural child should be trained as adequately as the one who teaches in the city.

8. Playground and recreational facilities should be provided in every rural community."

"An Appraisal of the Rural School as a Social Institution", by C. J. Anderson, Dean of the School of Education, University of Wisconsin Press Bulletin, Vol. 29, No. 19, November 8, 1934.

Comparisons Between One-Room and Graded School In a Leading Agricultural County of Pennsylvania. In this county the farm population was one-third of the total and 109 (37 boys and 72 girls) came from the farm to high school. The urban section (two-thirds of the population) sent 948 boys and girls. The completed study of the county showed that the average high school had 75 pupils and the farming population comprising one-third of the population furnishes one-tenth of the pupils enrolled in high school. (Although this study was made in 1924, conditions are relatively the same today.)

Comparisons Between Ungraded and Graded Schools.

	Ungraded Rural Schools	Graded Schools
Number beginners enrolled	702	804
Number pupils in highest grade eight years later	341	520
Number pupils taking graded school examinations-8th year	89	441
Number pupils passing high school entrance examination that fall	49	380

Number of pupils entering high school that fall	31	231
Percent of pupils beginning who entered high school	4.4	28.7
Average length of school term in months	7	9
Average teachers' salary	\$84.11	\$103.14

"Vocational Agricultural Education", published by the Vocational Bureau of Pennsylvania, Dept. of Public Instruction.

How would this compare with similar conditions in Wisconsin?

Percentage of Rural and City Eighth Grade Graduates Continuing Education. A study of what becomes of the eighth grade graduate in Fond du Lac County, Wisconsin, for the same year (1924) as the Pennsylvania study, showed the following:

Pupils Went To:	From Rural one Room School	From grades below high school
High School	48.8%	95%
Other schools	10.3%	1%
Home and farm	36.5%	4%
Other employment	4.4%	0%

Data secured from O. S. Morse, County Superintendent, Fond du Lac Co.

##### 5. CHANGES IN THE CURRICULUM OF THE RURAL HIGH SCHOOL.

The discussion of the training in rural high schools and the changes that took place between 1901-26 was introduced on page 12. Perhaps some of the courses suggested have not found a place in the high school of this county or community. Compare your county situation with the citizenship training suggested in the suggested training. What should be done to bring your schools to that standard?

Range and Variety of Subjects Increase with Size of School. "Rural high schools are predominantly small schools. Relatively few of them have enrollments of over three hundred and the larger proportion enroll fewer than one hundred pupils. All studies of the curriculum offerings of these schools have shown, as might be expected, that the range and variety of subjects in the program increases, in general, as the size of the school increases."

"Data on the smaller secondary schools included in the special study of the National Survey of Secondary Education indicate rather clearly that schools with seventy-five or fewer pupils commonly offer but two curricula, both academic in character--the college preparatory

or academic, and the general. Usually there is but little difference between these two curricula. Approximately one-third of these schools offer work in agriculture and home economics. Additional curricula or major curriculum sequences appear in the program of studies at the rate of approximately one for each increase of seventy-five in the enrollment. The majority of the schools enrolling seventy-six to one hundred and fifty pupils offer, in addition to the college preparatory and general curricula, one in home economics; approximately two in five offer one in agriculture and three in ten offer a commercial curriculum or sequence. Over one half of the schools enrolling from one hundred and fifty-one to three hundred pupils offer five curricula or sequences; college preparatory, general, home economics, agricultural, and commercial. Only after rural high schools reach enrollments of one hundred and fifty or more do the majority provide curricula or major sequences in the three practical fields mentioned. This is a significant fact since over ninety per cent of the rural high schools enroll fewer than one hundred and fifty pupils."

"Curriculum Trends and Problems in the Rural High School", by Emery N. Ferris, Professor of Education, Cornell University. Junior-Senior High School Clearing House, Vol. VIII, No. 8, April, 1934, p. 458.

Curriculum Changes During 1926-1930. An investigation conducted by the National Survey of Secondary Education indicates that there have been some significant changes during the period indicated.

"The most significant trend in the curriculum offerings as measured in terms of the number of schools affected is the introduction of home economics and agriculture into the programs of the schools studied. Approximately one third of the schools reported the introduction, of home economics, and approximately one fourth reported the introduction of agriculture into their programs. In general these additions have been more frequent in schools enrolling over seventy-five pupils."

"The second major trend is in the direction of curriculum offerings in music and art. The addition of music was reported by approximately one-fifth of the schools, and art, including drawing, by slightly less than one-tenth. As in the case of the subjects representing the first trend the larger schools tend to add these subjects more frequently than the smaller schools. 'Music is just emerging from the extracurriculum status in our smaller secondary schools'."

"The third major trend has been the introduction of the several commercial subjects. This is particularly marked in the smaller schools where such subjects as stenography, bookkeeping, typewriting, etc., were reported as having been added to the programs of from one fourth to one third of the two groups of smallest schools. The facts should probably

be interpreted to indicate not that the larger rural schools less frequently offer a commercial sequence but that the larger schools introduced commercial subjects prior to 1926."

"The fourth major trend is the dropping of subjects from the program of studies and is shown by the percentage of schools reporting the elimination from their programs, within the five year period under consideration, of one or more foreign languages. According to the evidence, Latin and French have been the subjects most frequently dropped, although German and Spanish show the same tendency to a less marked degree. Since relatively few schools reported the introduction of a foreign language during the period, it is probably safe to conclude that there has been a rather marked trend in rural schools within the last few years towards less emphasis upon foreign languages, especially Latin."

"Curriculum Trends and Problems in the Rural High School", by Emery N. Ferris, Junior-Senior High School Clearing House, Vol. VIII, No. 8, April, 1934, pp. 458-459.

Need Study of Present-day Governmental Problems. "If the high schools would provide for an intensive study of present-day problems in local and state governments; if teachers would welcome into the classroom not only regularly approved text books but reputable daily and weekly papers, bulletins from legislatures and political-science faculties, and other pertinent material; if pupils might only be asked to read, to discuss, and to think on this material among themselves and with their parents; the procedure would be infinitely more valuable for millions, than trying to decide whether Shakespeare wrote Hamlet or Hamlet wrote Shakespeare."

"Curriculum of Small High School Adapted to Pupil and Community Needs", by George E. Carrothers, Professor of Education, University of Michigan. Junior-Senior High School Clearing House, Vol. VIII, No. 8, April, 1934, p. 480.

Traditional Small High School Program. "Four units of English, four units of social studies, three units of mathematics, two or three units of science, and two or three units of Latin! This is perhaps the commonest pattern for a program of a pupil in a small high school. For the non-college bound, which means eighty per cent or more of these who enter rural high schools, the time given to the last two units of mathematics and to the two or three units of foreign language could in almost every case be much more wisely invested. Ninety-one per cent of rural high school pupils pursue academic curricula as compared with fifty-six per cent of the urban high school population."

"There is increasingly convincing evidence that, scholastic aptitude being equal, the traditional college-preparatory curriculum does not insure success in college any more than a type of curriculum in which agriculture, home economics, commerce, or other courses may predominate."

"Enlarging the Program of Studies in Small High Schools", by J. L. B. Buck, State Supervisor of Education, Virginia. Junior-Senior High School Clearing House, Vol. VIII, No. 8, April, 1934, p. 504.

High School Attendance and Return to the Farm. A study conducted in Polk, LaFayette, and Manitowoc Counties, of the return to the farm of farm reared boys who attended high school revealed the following data:

<u>Amount of High School Training and Return to the Farm</u>			
Years in High School	Total Surveyed	Number Returning to Farm	Percentage returning to Farm
4	435	132	31%
3	47	19	40
2	95	47	49
1	131	85	56

The above and other studies indicate that under normal circumstances high school graduation of a farm boy may mean leaving the farm. Is this because there is little vocational guidance? Would the teaching of agriculture in the high school have directed more boys toward the field of agriculture? Can anything be done to send more graduates of high schools into the agricultural field?

Study by J. A. James, College of Agriculture, University of Wisconsin  
December 1, 1935.

Vocational Agricultural Instruction and Employment in Agriculture. In 1934-35, a study was made of over 5,000 boys (farm and village) of Wisconsin who had two or more years of vocational agriculture in high school, with directed practice in the farm. Note that a larger percentage of the graduates remained in the agricultural field than non-graduates.

<u>Vocational Agriculture and Occupation</u>				
	Graduates		Non-graduates	
	Number	Percentage	Number	Percentage
Total located	3942	100%	1579	100%
Non-agr'l positions	1019		435	
" " students	75		9	
Total in agr'l field	2848	72.2%	1135	71.9%
Farming own	237	6.1%	66	4.2%
Farm partnership	357	9.1%	97	6.2%
Farm tenant	111	2.8%	47	3.0%
Hired on farm	354	9.1%	171	10.8%
Helping father	1103	27.9%	602	38.1%
Total on Farm	2162	54.8%	983	62.3%
Related agr'l.	488	12.4%	139	8.8%
Attending Agr. Sch'	198	5.1%	13	0.8%
Total in Agr'l. field	2848	72.2%	1135	71.9%

J. A. James, College of Agr'l.  
University of Wisconsin

School Attendance and Migration of Farm and Village Students. A study was made of 1089 (654 from farm homes and 435 from villages) former pupils of four Wisconsin schools. All pupils who attended the Westfield school for a 13 year period, Fish Creek for 14 years, Valders for 12 years, and Barksdale for 10 years, were studied. The study included a period of three years after high school graduation.

<u>Former Home and Migrations to Other Trade Areas</u>						
<u>Former Home</u>	<u>Westfield</u>	<u>Fish Creek</u>	<u>Valders</u>	<u>Barksdale</u>	<u>Total</u>	
Present home (3 years after graduation)	'	'	'	'	'	'
H.S. Trade Area (Total)	157'	97'	105'	25'	384	
Farm Boys	'36	'28	'34	'16	'114	
Farm Girls	'70	'28	'30	'7	'135	
Village Boys	'24	'22	'25	'2	'73	
Village Girls	'27	'19	'16	'0	'62	
Similar Trade Area Total	83'	79'	61'	34'	257	
Farm Boys	'19	'19	'10	'18	'66	
Farm Girls	'33	'15	'22	'13	'83	
Village Boys	'8	'19	'16	'2	'45	
Village Girls	'23	'26	'13	'1	'63	
City - Total	92'	90'	85'	79'	346	
Farm Boys	'27	'9	'17	'21	'74	
Farm Girls	'28	'19	'22	'39	'108	
Village Boys	'12	'32	'19	'5	'68	
Village Girls	'25	'30	'27	'14	'96	
Not located	68'	1'	13'	20'	102	
Total	400'	267'	264'	158'	1089	

Of the 987 located - 384, (38.9%) are in the high school trade area or community, 257 (26%) are in a similar community. Combining these two groups we find practically 65% of the former students of these four high schools in the home in their own or a similar community. The remaining 35% who are in the city contain a considerable number of students who may return to the rural home or similar community. Shall the high school consider one or both groups. Many of the 35% are girls who have entered homes as hired labor and will probably marry. What shall we give the 65% in planning curricula?

Study by J. A. James, College of Agriculture, University of Wisconsin, December 1, 1935.

Occupation of Boys and Girls After High School Graduation. Of the 1089 persons included in the above study, 612 were girls and 477 were boys. The occupation of the boys after graduation give some suggestions as to a desirable high school curricula.

Occupation of Boys - Former High School Pupils.

	Present Occupations											
	Total Number of Replies	Farming	Related Agr'l.	Student	Professional	Teacher	Business	Skilled Labor	Common Labor	not employed	Invalid or deceased	Lost
Total	477	150	25	47	18	20	33	44	77	24	11	28
Graduates	308	83	20	41	14	20	29	32	48	11	3	7
Non-graduates	169	67	5	6	4	0	4	12	29	13	8	21
Farm Graduates	178	76	9	27	10	10	7	11	24	—	2	2
Non-graduates	103	62	3	6				3	13		6	10
Village Graduates	130	7	11	14	4	10	22	21	24	11	1	5
Non-graduates	66	5	2	0	4	0	4	9	16	13	2	11

It is evident from the above table that agriculture is the chief occupation of boys after high school. Many of the students were in agricultural schools in collegiate or short courses and several of the teachers were agricultural teachers or teachers of rural schools. Many of the business and professional men are serving agricultural areas where a knowledge of the farmers' problems would assist in the problems of the day. Skilled laborers are at trades acquired more or less as helpers. For these boys the academic work of the high school assists in the aims of education. Agricultural education for one-fourth of the high school period would be of great assistance to the largest numbers. Dean Davenport in "Education for Efficiency" said: 'It is dangerous to attempt to educate a live boy with no reference to the vocational'. For all the average rural high school represented by the above schools, all vocations cannot be taught, but agricultural relationships appear closest to the needs of the largest number of boys.

Occupations of Girls - Former High School Students

	Present Occupation													
	Total No. Replies	Married on Farm	Married in Cities	On Home Farm City or village homes	nurse	stenographer	Business Clerks	Skilled Labor	Common Labor	Teacher	Student	Invalid or deceased	Lost	
Total	612	80	137	37	47	14	17	24	6	31	87	61	11	60
Graduates	420	53	79	26	27	10	16	19	3	20	87	51	5	24
Non-graduates	192	27	58	11	20	4	1	5	3	11		10	6	36
Farm Graduates	265	45	46	21	2	6	10	10	1	15	60	26	1	22
Non-graduates	108	23	27	10		3		2	1	6		6	3	27
Village Graduates	155	8	33	5	25	4	6	9	2	5	27	25	4	2
Non-graduates	84	4	31	1	20	1	1	3	2	5		4	3	9



Nearly 40 percent of the girls are married, most of them being in the village or city, and when those living at home without work are considered we have more than 60% of the girls in home making. Certainly, the fundamentals of home economics would have given a vocational aim to their education and would have been an asset to the others. It appears that agriculture and home economics in the high school have a place in the rural high school. It is proposed that one-fourth of the time in high school be devoted to something distinctly vocational or pre-vocational and the needs of the largest numbers will be met through agriculture and home economics.

Study by J. A. James, College of  
Agriculture, University of Wisconsin  
December 1, 1935.

Vocational Guidance in High Schools. "Not everybody ought to go to college. To be successful in life it is not necessary to go to college. Many young people should make every sacrifice, however to secure a college career. But who should and who should not go to college? It is a rare high school teacher or principal who cannot offer sound advice to the perplexed student or parent in answer to this question. For five years the high schools of the state have been measuring their seniors to determine what their chances are for success in college. The schools are in a position to make intelligent recommendations. This year the high schools have tested not only all of the seniors but all of the sophomores of the state to determine those who have the special kind of ability necessary to success in college. Every high school has placed itself in a position to offer the soundest sort of assistance to parents who are contemplating the advisability of a college course for son or daughter."

"But the proportion of young people who hope to go on to college is small. The more important problem of high school is to offer assistance to children and to parents of children who must plan for other types of careers. The development of school programs to discover interests and abilities through the medium of different types of courses, the institution of courses which have for their purpose investigation by boys and girls of occupational information, and the whole set-up in our schools which charges the teaching force with the responsibility of conferring with their students concerning career, ambitions and objectives--it is that which is making possible today intelligent decisions by pupils when they leave school and plan for the future."

"Guiding Wisconsin's Growing Generations", published by the Wisconsin Teachers Ass'n. January, 1933, pp. 83-4.

New Educational Philosophy. "The knowledge of individual differences, which is fundamental in the whole program of educational and vocational guidance, is removed from the realm of guess work and based on scientific objective information which is made possible through the development of scientific education. The actual operation of a program which makes the child the center of interest and concern to the school administration and to every classroom teacher is possible without additional administrative or teaching cost. The program of guidance has changed the whole educational philosophy of the modern Wisconsin school. It has helped to develop en-

thusiastic teachers, happy and properly adjusted pupils, and offers to parents a type of cooperation which should mean that their sons and daughters are being prepared to enter that combination of circumstances in life in which they are most certain to be happy and successful."

"Guiding Wisconsin's Growing Generations", published by the Wisconsin Teachers Ass'n., Jan., 1933 pp. 84.

Essentials for Secondary School Curricula. "Shall public elementary and secondary schools be limited to the teaching and study of the so-called 'fundamental' subjects? Or, shall music, art, agriculture, industrial arts, home economics, physical education, and many other subjects usually classified as special and usually designated by their opponents as 'fads' and 'frills', be considered as fundamental as the 'fundamental' subjects and as worthy of support?"

"What shall be included in the curriculum of the modern secondary school? Shall the determinants of the curriculum be the size of the school population, its geographical location, the vocational interests of its patrons, the assessed valuation of the real estate comprising it, the political, religious, social, or economic affiliations of its controlling public, the inertia or ineptitude of its professional controls, the intellectual limitations and educational and vocational interests of its student body, the known cultural and intellectual inheritance and traditions to be transmitted to the next generation, the best known 'disciplines', dictation from higher institutions, etc?" Do we know what changes we would make in our high school curriculum if we had an absolutely free hand?"

"Some Unsettled Issues in Public Education in Wisconsin", by C. J. Anderson, Dean, School of Education, University of Wisconsin, Wisconsin Journal of Education, November, 1935, pp. 110-111.

## 6. CHANGES IN ADMINISTRATIVE ORGANIZATION FOR RURAL EDUCATION.

Legislative Committee Appointed to Study Educational Conditions in Wisconsin. Evidence shows that farm children do not attend high school as do village and city children. The one-room school of the country may do work but on an average all factors favor the grades of villages and cities as being the more efficient unit. The problem of better educational conditions for rural people has been studied by educators and investigational committees of various sources. The mounting costs of education and depression, the results of education as seen in comparisons of the efficiency of the various types of schools has led to recommendations for changes in organizations. In 1929, the Legislature for Wisconsin appointed a legislative committee of seven senators and assemblymen to study Wisconsin's system of education. Their report to the legislature of 1931 (Chapter 2) should be read by everyone discussing this problem.

Legislative Committee Proposes County School System. "The committee after the most careful consideration, is convinced, as is practically every educator in the country, that 20 out of every 100 tax dollars spend on local education, especially local rural education, is wasted. The local district board is undoubtedly the weakest link in the entire educational chain and any solution of this problem must necessarily be directed toward the enlargement of this administrative school unit. A larger unit of school administration is the only logical solution to the problem. The County as the future administrative area for the assumption and discharge of educational functions was suggested by practically every educational administrator that came before the Committee. This system is known as the 'COUNTY SYSTEM OF SCHOOLS' and this is the designation by which all future reference to it will hereinafter be made, when referring to this proposal."

"Report of the Wisconsin Interim Legislative Committee on Education", submitted to the Legislature of 1931, pages 43-44.

County System Not a New Proposal. "This proposed county system is not a new or a radical proposal. It is not original with the Committee, in fact there is not a book, survey or report on the administration of educational administrators such as Strayer, Cubberly, Graves, etc., that does not endorse it. The following states have adopted the county system though in some instances modified by compromises: Alabama, Florida, Georgia, Kentucky, Louisiana, Maryland, New Mexico, North Carolina, Tennessee, Utah and Virginia. The association of County Superintendents of Education, the State League of Women Voters, the Department of Public Instruction, and scores of educators, endorse the county system. In fact there was not a single protest registered against it in the many public hearings held by the Committee throughout the state. It is not our purpose to convey the idea that there is no opposition to the county system of schools, but strangely enough no one appearing before the Committee objected to it. There will be plenty of opposition to this larger unit but if citizens once understand all the factors involved, it is believed that most of the opposition will disappear."

"Report of the Wisconsin Interim Legislative Committee on Education", submitted to the Legislature of 1931, page 44.

Details of Proposed County System. "A county system involves the election of a county school board of five to seven members from the county at large. A larger board would undoubtedly be necessary in Milwaukee Co. Certain restrictions would be provided, preventing the cities from obtaining too large a majority of the board membership. The term of office would be five years and members to serve without salary. The board would have complete jurisdiction over all educational matters in the county, and all districts, consolidated, union, village, and city boards are to be abolished."

"The board would appoint the county superintendent of education without restriction as to place of residence, and fix his salary and term. The board would exercise its powers through the county superintendent. The board would fix the school budget for the entire county. The county board of supervisors would levy a tax to meet the budget recommended by the county school board and all district, town, village and city taxes for school purposes would be abolished. County bonds for school buildings would be approved by the Board of Supervisors, but subject to public referendum in case of petition by two percent of the voters within thirty days. The County school boards would locate schools, fix their boundaries, consolidate schools, take title to all school property, assume existing obligations, construct and finance all buildings, approve all educational policies and in general have the same powers now given to the boards of education in cities of the first class."

"Report of the Wisconsin Interim Legislative Committee on Education", submitted to the Legislature of 1931, pp. 44-45.

1935 Wisconsin Legislature Considers County School Board Bill. A bill (513A) was introduced into the 1935 legislature to provide for a County School Board of five members for each county superintendent's district. Cities of 2500 or more having city superintendent were not included. The board members were for a five year period, one to be elected at each spring election. The county board would have the following powers:

1. Appoint a county superintendent, clerk and supervising teachers and fix their salaries and define duties,
2. On the basis of educational survey rezone school districts, determine school houses required and determine needs of the elementary and secondary schools.
3. Prepare for August meeting a budget showing estimated needs for the ensuing year for salaries of teachers, including purchase of equipment, supplies, for submission to county board in November.
4. State aid to amount of one-half of the salaries of county superintendent, supervising teachers, clerk for county superintendent with \$3,000 maximum annually.
5. A later amendment made the law apply only to such counties whose county boards adopted its provisions.

Bill 513A, submitted to the Wisconsin Legislature of 1935.

Difficult to Secure Consolidation. "It is often contended that boundaries can be altered and schools consolidated under the existing system. It is possible to consolidate schools today but highly improbable. Little success has crowned the efforts made under the present system, and the Department of Public Instruction has adopted a definite policy of con-

solidating small schools. In fact, one official has been assigned to this specific task for a great many years. Public referendums must be held and local prejudices usually defeat all such efforts. In fact, there is no effective way of changing school boundaries or of closing schools in the existing statuses. The record of closing and consolidating schools speaks for itself:

<u>Year</u>	<u>1927</u>	<u>1928</u>	<u>1929</u>	<u>1930</u>
<u>Schools closed</u>	<u>229</u>	<u>227</u>	<u>282</u>	<u>317</u>

We now have eight central consolidated schools in the state, and none were organized the last year. The minutes of the Committee show that eastern states without a county system have also had little success in closing or consolidating rural schools. This especially is true in New York and Pennsylvania. One might as well frankly admit that it is next to impossible to secure consolidation by referendum and quite as impossible to secure consolidation through the action of a district, town, village or city boards. There is too much prejudice in favor of the little old, red schoolhouse, and too much politics and personal influence operating in district, village and town boards."

"Report of the Wisconsin Interim Legislative Committee on Education", submitted to the Legislature of 1931, p. 71.

Maryland Plan Best Solution. "Without question, a county school board is the only agency in a position to scientifically locate schools and if need be, to close schools. In Maryland, where the best known county system prevails, they are now closing 50 one-room schools each year. In 1920 they had 1200 of these one-room schools, but today the number is only 650. These 650 schools are located for the most part in the hills and undeveloped territory and should not be consolidated until the good roads movement reaches them. Many of Wisconsin's northern counties are similarly located, and it is not the intention of the Committee to close these schools under a county, or any other plan of school government. The result in Maryland cannot be duplicated in any other state in the Union, that is without a county system. Every school official the Committee conferred with pointed to the Maryland plan as the only solution to the problem of abolishing and consolidating expensive schools."

"Report of the Wisconsin Interim Legislative Committee on Education", submitted to the Legislature of 1931, page 72.

Experience Shows County Unit System Effective. "Nuttall studied the effectiveness of the county unit organization of Maryland and Utah in equalizing educational opportunity in those states. The criteria of educational opportunity used were length of term, enrollment, attendance, and teaching staff. The findings indicate that the county unit tends to give a more equalized opportunity for all. Two studies have been made as to the estimated financial savings to be obtained under the county unit. In Indiana the rural school survey committee estimated that the replacing of the district system by the county unit system would save one and three fourths million dollars per year, and in addition would provide a more efficient administrative and supervisory organization. McClellan applied a similar technique to one county in Ohio and estimated that the county unit would give a reduction of 22½ per cent in school costs."

"A Survey of the Schools of Lane & Klamath Counties, Oregon, by C. L. Huffaker, University of Oregon, Publication, Education Series, Vol. 111, No. 2, July, 1932, p. 68.

Comparison Between District and County System in Oregon. A study was made in Lane County (district unit) and Klamath County (County unit operative for ten years), in Oregon, in which a comparison was made of the relative effectiveness of the two systems.

"The school situation in the two counties was compared on four main points, namely, (1) school plant, (2) teaching staff, (3) expenditures, and (4) pupil achievement.

"(1) The school plants of both counties were evaluated and in practically all instances the buildings in Klamath County were superior to those in Lane County for the same type of school.

(2) The teaching staffs of the two counties showed rather wide differences. The teachers of Klamath county are better trained but have less experience than those of Lane County. The salaries of the Klamath county teachers are considerably higher than those received by the Lane County teachers. This is probably due to the fact that living costs are somewhat higher in Klamath county and what is probably more important, to the effort that the Klamath county schools have made to obtain those who in their judgment are superior teachers. While the county unit pays better salaries than the Lane County schools, it likewise secures more service from these teachers.

(3) The total expenditures for school purposes of the two groups are not compared, owing to the fact that Klamath County is financing, as rapidly as possible a building program with a view of eliminating the small schools. This program is, as nearly as possible, on a 'pay-as-you-go' basis. For this reason expenditures were compared on the basis of current expenditures only. In estimating the per-pupil expenditures on

this basis, the length of the school year was taken into consideration. It was found that on this basis the Klamath county unit was spending annually \$5.67 less per pupil in average daily attendance than were the elementary schools in Lane County. In other words, the county unit has increased the amount of service from each teacher to the extent that they can take care of the higher salaries and transportation costs from the saving resulting from the reduced number of teachers. The high school costs for the two counties are approximately even in spite of a rather large transportation costs for the Klamath County Schools.

(4) The real business of the schools is a furthering of pupil achievement. In the elementary schools it was found that by the end of the eighth grade the pupils of both counties were above the national norms for the tests used. In other words, both counties were accomplishing somewhat better achievement than the average school. However, regardless of the basis of comparison, it was found that the county unit schools were markedly superior to the district schools. In grade standing this superiority reached approximately a whole grade. Under the county unit the achievement of the small schools approached rather closely the achievement of the large schools. This was not true of the schools in Lane County where the schools are much below the city schools. In addition to the superior grade standing the county unit schools are securing achievement much more comparable to the ability of their students than is the case in the Lane County schools."

"A Survey of the Schools of Lane & Klamath Counties, Oregon," by D. L. Huffaker. University of Oregon, Publication, Education Series, Vol. 111, No. 2, July, 1932, pp98-100.

"From the facts included in this study there is no evidence that the county unit is the best form of organization for rural schools. The evidence indicates, however, that the county unit is more efficient than the district system."

"A Survey of the Schools of Lane & Klamath Counties, Oregon", by C. L. Huffaker, University of Oregon Publication, Education Series, Vol. 111, No. 2, July, 1932, pp. 98-100.

Comparison of School Costs Favors Small Number of Units.

Year	State	Current expenditures per pupil in average daily attendance, excluding interest	The cost per pupil in Utah is less by
1930-31	Utah	\$71.83	
	Wyoming	133.21	\$61.38
	California	131.81	59.98
	Colorado	110.16	38.33
	Montana	109.04	37.21
	Oregon	103.31	31.48
	Washington	98.66	26.83

"The average cost per pupil for the six northwest states other than Utah is \$114.36. Utah's cost per pupil is only \$71.83, or 62.3 percent of the average for the other six northwest states. Utah has only 40 school districts as compared with 2,195 districts in Oregon."

"The Oregon County School Law", issued by C. A. Howard, State Superintendent of Public Instruction, Oregon, July, 1933, p. 40.

#### Reasons for the County System.

1. The county unit adjusts our school system so as to meet present day social and economic conditions.
2. Rural children obtain access to a broader and richer curriculum. In other words, equalization of educational opportunity is just as necessary as equalization of educational taxation.
3. A county system equalizes the educational tax burden throughout the entire county, this materially relieving the farmers' present excessive tax burden.
4. A better administration of the schools results both from the business as well as the professional point of view.
5. The county unit eliminates or better still consolidates hundreds of small expensive schools, saving annually thousands and thousands of dollars.

"Report of the Wisconsin Interim Legislative Committee on Education", submitted to the Legislature of 1931, pp. 46-47.

Local School System Must Change to Meet Modern Conditions. "Wisconsin's district school system is as old as the state itself. In fact, this type of school system was incorporated into the laws of the territory before 1848. It must be remembered that these were pioneer days, and a school district was a natural social and economic community, including only a few miles of territory. This system was undoubtedly the best that could be devised to meet the needs of these early days. Conditions today are different. The entire social and economic world has been revolutionized. We are no longer in the horse and buggy era. The automobile and improved roads has resulted in a system of rapid transportation undreamed of twenty-five years ago. We have the telephone, radio, rural mail deliveries bringing all parts of the country as closely together physically, intellectually and socially as was true of the school district fifty years ago. Times have changed and school systems must, if we are to progress. Further, it must be realized that education is no longer merely the concern of cities and local districts. Ignorance is a state-wide or even a nation-wide curse. A county school system does require rural people to give up some control of local schools, but on the other hand, the cities and villages must give up far more, because they are already operating modern up-to-date schools. However, the individual interests of cities and villages must be overlooked in view of the larger need of the entire state. The state government has a right to ask this change since education is the responsibility of the state, not of the cities, villages, and local school districts."

Report of Wisconsin Interim Legislative Com. on Education", 1931, pp. 47-48.



Additional Readings on  
WHY DON'T FARM BOYS AND GIRLS GO TO HIGH SCHOOL?

Do not limit your study to the material contained in this bulletin. Information concerning conditions in your community can be secured from your local school and government officials. As an additional source, the materials included in the following list can at present be secured from the Department of Debating and Public Discussion, University Extension Division, Madison, Wisconsin. Revisions in this list may be made from time to time, therefore, in requesting loan package materials from the Department of Debating and Public Discussion, it is desirable to give the date upon which the material can be used to advantage, in order that the latest material may be at your disposal. Also, the particular topic on which material is desired should be specified; otherwise, a more general package will be sent.

GENERAL

1. "A Plan For Reorganizing Wisconsin's System of Education", Report of the Wisconsin Interim Legislative Committee on Education, submitted to the Legislature of 1931.
2. "Facts and Questions about Education in Wisconsin", edited by Wisconsin Congress of Parents and Teachers, Mrs. W. A. Hastings, President, Madison, Wisconsin, February 25, 1934.
3. "Educational Trends in Wisconsin", research bulletin published by the Wisconsin Teachers Association, as a supplement to "Guiding Wisconsin's Growing Generations", January, 1933.

TOPIC 1. Legal efforts to make rural high school education possible.

4. Laws of Wisconsin relating to Common Schools, published under direction of John Callahan, State Superintendent, Madison, Wisconsin, 1934.
5. "Education in Wisconsin", prepared under direction of Frank V. Powell, issued by John Callahan, State Superintendent, Biennial Report, 1932-1934.
6. "Aid for Education" mimeographed bulletin published by the Wisconsin Teachers Association, Madison, Wisconsin. Vol. III, No. 5, Jan., 1935
7. "Educational Costs in Wisconsin", Research bulletin published by the Wisconsin Teachers Association as a Supplement to "Guiding Wisconsin's Growing Generations," April, 1934.
8. "Education Laws for '35", mimeographed bulletin published by Wisconsin State Department of Public Instruction.

TOPIC 2. Present training offered by the rural high school.

9. Clearing House, April, 1934, Vol. VIII, No. 8, published by the Educational Press Association of America. (Contains several worthwhile articles on rural education)
10. "Guiding Wisconsin's Growing Generations", published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1933.

11. "Education in Wisconsin", prepared under direction of Frank V. Powell, issued by John Callahan, State Superintendent, Biennial Report, 1932-1934.
12. "Facts and Questions about Education in Wisconsin", edited by Wisconsin Congress of Parents and Teachers, Mrs. W. A. Hastings, President, Madison, Wisconsin, February 25, 1934.
13. "Cardinal Principles of Secondary Education", published by United States Bureau of Education, 1918.

TOPIC 3. Facts on attendance and enrollment in the rural high school.

14. "Our Small Enrollment-Rural Schools", published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1935.
15. "Educational Trends in Wisconsin", research bulletin published by Wisconsin Teachers Association, as a supplement to "Guiding Wisconsin's Growing Generations", January, 1933.
16. "The Outlook for Rural Education", Vol. IX, No. 4, September, 1931, research bulletin of the National Education Association, published by the Research Division of the National Education Association, 1201 Sixteenth Street Northwest, Washington, D.C.
17. "The Smaller Secondary Schools", U. S., Office of Education, Bul. No. 17, 1933. National Survey of Secretary of Education, Washington, D.C. Government Printing Office.

TOPIC 4. More effective elementary education in rural communities.

18. "Education in Wisconsin", prepared under direction of Frank V. Powell, issued by John Callahan, State Superintendent, Biennial Report, 1932-1934.
19. "Our Small Enrollment-Rural Schools", published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1935.
20. "Educational Trends in Wisconsin", research bulletin published by Wisconsin Teachers Association, as a supplement to "Guiding Wisconsin's Growing Generations", January, 1933.
21. "A Plan for Reorganizing Wisconsin's System of Education," Report of the Wisconsin Interim Legislative Committee on Education, submitted to the Legislature of 1931.
22. "Financial Implications of the Consolidation of Schools and the Transportation of Pupils," by Timon Covert, Circular No. 117, March, 1934. United States Department of the Interior, Office of Education.

TOPIC 5. Changes in the curriculum of the rural high school.

23. Clearing House, April, 1934, Vol. VIII, No. 8 published by the Educational Press Association of America. (Contains several worthwhile articles on rural education)
24. "Guiding Wisconsin's Growing Generations," published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1933.

TOPIC 6. More effective elementary education in rural communities.

18. "Education in Wisconsin", prepared under direction of Frank V. Powell, issued by John Callahan, State Superintendent, Biennial Report, 1932-1934.

25. "The Earning Ability of Farmers Who Have Received Vocational Training,"--A comparison of the earnings of former vocational students now farming with the earnings of an equivalent group in farming who did not receive vocational training. Issued by the Federal Board of Vocational Education, Washington, D.C., June, 1933, Bulletin, No. 167, Agricultural Series No. 43.
26. "Does Education Pay the Farmer" by F. A. Merrill, Associate Agriculturist, Division of Agricultural Instruction, U.S.D.A., Extension Service Circular 52, August, 1927.
27. "The Nation's Schools," Vol. VI, No. 5, November, 1930, published by the Nation's Schools Publishing Co., Chicago.

TOPIC 6. Changes in administrative organization for rural education.

28. "A Plan For Reorganizing Wisconsin's System of Education," Report of the Wisconsin Interim Legislative Committee on Education, submitted to the Legislature of 1931.
29. "Our Small Enrollment-Rural Schools" published by the Wisconsin Teachers Association, Madison, Wisconsin, January, 1935.
30. "Wisconsin Taxes--Where They Come From and Where They Go", published by Wisconsin Taxpayers Alliance, Madison, Wisconsin, October, 1934.
31. "The County Unit of School Administration", No. 149, October 15, 1924, Bulletin of the University of South Carolina, South Carolina High School Debating League prepared by Isabel Watkins, issued by the University Extension Division.  
The Reference Shelf on "The County Unit of School Administration" by William G. Carr, compiler, Vol. VI, No. 10, 1931, published by the H. W. Wilson Company, 958 University Avenue, New York City.  
(Only a limited number of the above articles are available. If possible, at least one will be included.)
32. "School Administrative Units", with Special Reference to the County Unit, by Walter S. Deffenbaugh, Chief, Division of American School Systems, and Timon Covert, Specialist in School Finance, Pamphlet No. 34, January, 1933, U. S. Department of the Interior, Wash.D.C.
33. "Larger Units for Educational Administration--A Potential Economy." Pamphlet No. 45, by Timon Covert, U. S. Government Printing Office.
34. "Financial Implications of the Consolidation of Schools and the Transportation of Pupils", by Timon Covert, Circular No. 117, March, 1934. United States Department of the Interior, Washington, D.C.
35. "The Oregon County School Law" by C. A. Howard, Superintendent of Public Instruction, Salem, Oregon, July, 1933.
36. "A Survey of the Schools of Lane and Klamath Counties, Oregon" by C. L. Huffaker, Professor of Education, University of Oregon, Vol. III, No. 2, July, 1932, Education Series, University of Oregon Publication.

OTHER DISCUSSION MATERIALS AVAILABLE

This publication is one of a series of handbooks prepared for the use of rural organizations participating in the Wisconsin Public Discussion program. Others in this series are:

Who Should Pay The Doctor Bills?  
Is Dairying Doomed in Wisconsin?  
How Can The Buyer Get His Money's Worth?  
Financing Rural Education.  
Social Insurance.  
Town and County Government.  
Rural Health, Special Circular.  
Taxation in Rural Areas, Special Circular.

Other publications that have been prepared as a part of the Wisconsin Public Discussion program include:

Five Years of Public Discussion in Rural Wisconsin, Stencil Circular #163.  
How To Conduct Group Discussion, Circular #276.  
Report of a Discussion Demonstration on "Financing Rural Education", Stencil Circular #162.

All of these publications are available free of charge in Wisconsin on request to the

Rural Sociology Department  
College of Agriculture  
Madison, Wisconsin