

Organization for the Kettle Moraine School District

A Summary of the
Kettle Moraine
School District
Survey Report

by the
Bureau of Field Studies and Surveys
College of Education
University of Minnesota
May, 1967

SURVEYS COMPLETED BY THE BUREAU OF FIELD STUDIES AND SURVEYS

MINNESOTA

| | |
|--|--|
| Aitkin | Earle Brown |
| Akeley-Nevis | East Grand Forks |
| Albert Lea | Edina-Morningside |
| Alexandria | Elk River |
| Aurora-Hoyt Lakes | Ely |
| Austin | Fairmont |
| Backus | Faribault |
| Baudette | Farmington |
| Belle Plaine | Fergus Falls |
| Belview-Echo | Floodwood |
| Benson | Fosston |
| Biwabik | Forest Lake |
| Blooming Prairie | Gaylord |
| Bloomington | Glencoe |
| Brainerd | Goodridge |
| Breckenridge | Grand Rapids |
| Brooten | Granite Falls |
| Buffalo Lake | Harley Hopkins |
| Byron | Hastings |
| Cannon Falls | Hibbing |
| Carlton-Wrenshall | Hill City |
| Cass County Unorganized Territory | Holdingsford |
| Cass Lake | Howard Lake |
| Centerville | Independent District 5 (Little Fork) |
| Chaska | Independent District 279 (Osseo) |
| Chisago City-Lindstrom-Center City | Independent District 281 (Robbinsdale) |
| Chisholm | Independent District 3 (Roseville) |
| Claremont-Dodge Center | Independent District 106 (Stillwater) |
| Climax | Isle |
| Cloquet | Janesville |
| Coleraine | Kerkhoven |
| Columbia Heights | Lake City |
| Cook County | Lewiston |
| Cottonwood | Lewisville |
| Cromwell | Little Falls |
| Crookston | Lynd |
| School District 15, 16, and 104 Dakota County | McGrath |
| Deer River | McGregor |
| Deerwood | Mabel-Canton |
| Delano | Madella |
| Detroit Lakes | Madison |
| Duluth | Mahtomedi |
| | Mankato |

Surveys completed by the Bureau of Field Studies and Surveys (Cont'd)

| | |
|---|---|
| Marietta | Rice |
| Marshall | Rochester |
| Meadowbrook | Rockford |
| Minneapolis | Rosemount |
| Minnesota Pilot Study | St. Anthony |
| Minnesota-State Support for Public Education | St. Cloud |
| Minnesota School Facilities Survey | St. James |
| Minnetonka | St. Louis County Unorganized Territory |
| Montevideo | St. Louis Park |
| Moorhead | St. Paul |
| Morris | St. Paul Park |
| Mound | St. Peter |
| Mounds View | Staples |
| Nashwauk-Keewatin | Starbuck |
| New Ulm | Stillwater |
| Nisswa-Pequot Lakes | Thief River Falls |
| Northfield | Two Harbors |
| North Mankato | Virginia |
| North St. Paul | Waconia |
| Northwest School of Agriculture (Crookston) | Wadena |
| Olmsted County | Waite Park |
| Orono | Waseca |
| Ortonville | Watertown |
| Owatonna | Waterville |
| Park Rapids | Wayzata |
| Pine River | West St. Paul |
| Red Lake Falls | Wheaton |
| Red Wing | White Bear Lake |
| Redwood Falls | Willmar |
| Remer | Windom |
| | Winnebago |
| | Winona |

OUT OF STATE

| | |
|-----------------------------------|------------------------|
| Aberdeen, South Dakota | Hayward, Wisconsin |
| Baldwin-Woodville, Wisconsin | Kansas State Survey |
| Billings, Montana | Menomonie, Wisconsin |
| Breitung Twp. -Iron Mt., Michigan | Mitchell, South Dakota |
| Brentwood, Missouri | Osceola, Wisconsin |
| Brookings, South Dakota | Rusk County, Wisconsin |
| Cass County, North Dakota | River Falls, Wisconsin |
| Cumberland, Wisconsin | Wahpeton, North Dakota |
| Glasgow, Montana | Waunakee, Wisconsin |
| Glendive, Montana | Yankton, South Dakota |

ORGANIZATION FOR THE KETTLE MORaine
SCHOOL DISTRICT

A SUMMARY OF THE PROPOSED KETTLE MORaine
SCHOOL DISTRICT SURVEY REPORT

by the
BUREAU OF FIELD STUDIES AND SURVEYS
College of Education
University of Minnesota

OTTO E. DOMIAN, Director
VERNON S. BENNETT, Research Assistant

May, 1967

SURVEY AREA SCHOOL DISTRICTS
AND BOARDS OF EDUCATION

KETTLE MORAINÉ HIGH SCHOOL
(Joint Union High School
District No. 12)
Wales, Wisconsin

Donald P. Cheeseman, Director
Wesley Broome, Clerk
John D. Curren, Treasurer
John Vande Bunt, Member
Conrad C. Lurvey, Member
Dale F. Davis, Administrator
Keith Kruescher, Principal

BRANDYBROOK
(Joint 1, Delafield)
Delafield, Wisconsin

Harold Bauman, Director
Salvador Garcia, Clerk
Richard Bertz, Treasurer
Lyle Dill, Principal

CUSHING
(Joint 4, Delafield)
Delafield, Wisconsin

Robert T. Hosch, Director
Robert L. Becker, Clerk
Dr. A. G. Waltke, Treasurer
Mrs. Lois Legler, Member
Dr. Eugene Braunschweig, Member
Stanley S. Angell, Principal

DOUSMAN
(Joint 17, Dousman)
Dousman, Wisconsin

Richard Northey, Director
Mrs. Betty Lange, Clerk
John Leonard, Treasurer
James Bleecker, Member
Dr. Howard Cook, Member
Harold A. Reich, Principal

GENESEE
(No. 2, Genesee)
Genesee, Wisconsin

Harold Phillips, Director
Mrs. Bettymae Hellman, Clerk
Mrs. Clara Honeyager, Treasurer
Mrs. Alice Brandt, Principal

HIGHLAND VIEW
(Joint 9, Delafield)
Delafield, Wisconsin

Lawrence Newman, Director
Martin J. Brandt, Clerk
Mrs. David Behrend, Treasurer
Gladys Kraft, Principal

MAGEE

(No. 15, Genesee)
Genesee Depot, Wisconsin

Mrs. Gordon Carlson, Director
Joseph Fleming, Jr., Clerk
Jack Williams, Treasurer
Mrs. Marimae Roder, Principal

MORIAH

(Joint 13, Genesee)
Oconomowoc, Wisconsin

Arden Morris, Director
Mrs. Maldwyn Morris, Clerk
Mrs. Robert Hopkins, Treasurer
Mrs. Marian H. Cramer,
Principal

OTTAWA

(Joint 1, Ottawa)
Dousman, Wisconsin

Marcel Brow, Director
Al Barry, Clerk
Norman Johnson, Treasurer
Dale Conant, Principal

SANDY ISLAND

(Joint 7, Ottawa)
Dousman, Wisconsin

Clarence Van Dyke, Director
Miss Pauline Buxton, Clerk
Harold Rehm, Treasurer
Mrs. Anna Dirkse, Principal

WALES

(Joint 6, Wales)
Wales, Wisconsin

George R. Hrnjak, Director
George Conway, Clerk
Mrs. Ralph Sumpter, Treasurer
John C. Nowicki, Principal

ZION

(No. 2, Delafield)
Pewaukee, Wisconsin

William Wall, Director
Jack Eleyet, Clerk
Dr. Robert McNeil, Treasurer
Richard Brautigam, Member
Prenton Kellenberger, Member
Matthew Kelly, Principal

INTRODUCTION

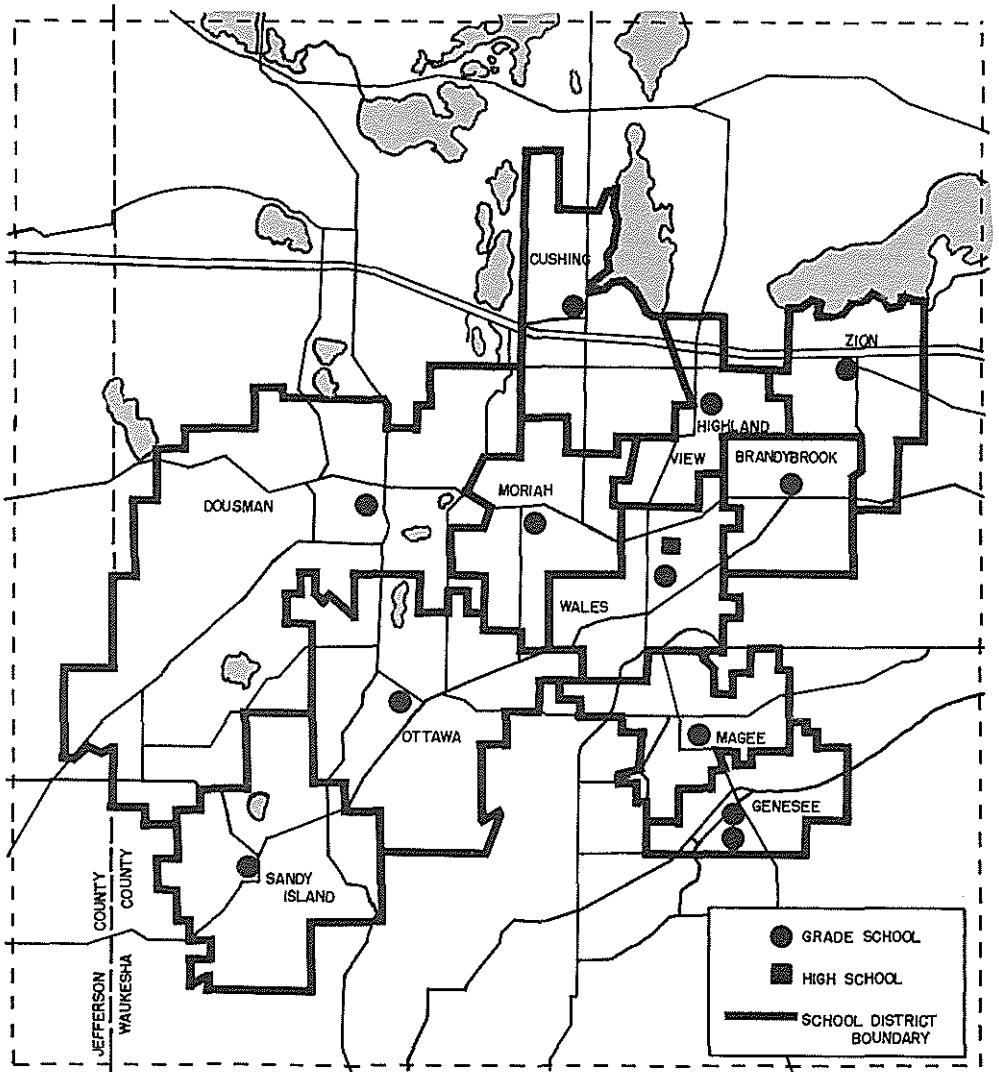
A high quality education is becoming more and more important for the youth of our nation. To an increasing extent communities are concerned that their young people receive a top grade education extending from kindergarten through the post-high school years. This concern is due to the obvious fact that the youth of today will be capable of coping with the complex problems that lie ahead only after receiving proper amounts and kinds of training. In our nation the responsibility for providing this training is left to the individual states, who in turn delegate much authority to local school districts.

For many years the one-room elementary school served to educate the children of our communities. As time went on changes in society resulted in changes and growth in our school systems. Because small districts became handicapped in the type of programs they could offer, expansions began and have continued to take place. Schools have combined their enrollments and their resources in order to more adequately and efficiently meet the educational needs of the children of the community. As advances in transportation have overcome the limitations of distance, consolidations for strength have encompassed wider geographic areas.

Recognizing the problems faced in school districts of limited size and resources, and desiring the opportunities of a more comprehensive educational program, the Board of Education of the Kettle Moraine Union High School District engaged the Bureau of Field Studies and Surveys of the University of Minnesota to conduct a school survey relative to the merging of 11 elementary districts and one high school district. The 12-district area is shown in Figure 1.

The 11 elementary districts included in this survey vary widely in facilities and enrollment, as indicated in the following tabulation:

FIGURE I
THE KETTLE MORAINE UNION HIGH SCHOOL DISTRICT



| School | Construction Dates | Instructional Facilities | Enrollment | |
|--------------------------------|-----------------------------|--|------------|-----|
| | | | K | 1-8 |
| Brandybrook | 1959 | 2 General classrooms | 0 | 34 |
| Cushing | 1948,1952,1958 | 12 General classrooms 1 Kindergarten room 1 Library 1 Gymnasium 1 Kitchen-lunchroom | 42 | 308 |
| Dousman | 1890,1949, 1952,1956 | 9 General classrooms 1 Library 1 Reading room | 0 | 219 |
| Genesee Pioneer Hillside | 1843,1853,1945 1955 | 2 General classrooms 2 General classrooms | 0 | 86 |
| Highland View | 1955 | 2 General classrooms | 0 | 29 |
| Magee | 1922,1951 | 3 General classrooms | 0 | 88 |
| Moriah | 1887,1954 | 1 General classroom | 0 | 16 |
| Ottawa | 1929,1955 | 2 General classrooms 2 Recreation rooms | 0 | 58 |
| Sandy Island | 1890,1953,1958 | 2 General classrooms | 0 | 25 |
| Wales | 1921,1957 | 4 General classrooms 1 Multipurpose room | 0 | 96 |
| Zion | 1869,1948,1950 1951,1954 | 8 General classrooms 1 Library 1 Kindergarten- multipurpose room 1 Kitchen-lunchroom | 30 | 192 |

The Kettle Moraine Union High School District provides the secondary school for the students from the 11 elementary districts. Grades 9, 10, and 11 are presently enrolled in an excellent building, constructed in 1965. The program will be extended in 1967-68 to include grade 12.

A summary of the findings of this study along with the recommendations of the Bureau staff are presented in this booklet.

PLANTS AND PROGRAMS

School plants exist for the primary purpose of promoting the desired educational program. The existence of well-planned school facilities is always an important element in the implementation of a good educational program, and a good school district has school facilities which promote rather than restrict the educational program.

The minimum size for an elementary site is 5 acres with an additional acre for each 100 pupils. Most of the elementary sites are too small. The school sites range in size from 1/2 acre at the Genesee Pioneer School to 8 acres at the Zion School. The Brandybrook, Genesee Hillside, and Zion schools are the only schools that meet the minimum site size standard.

With only 48 elementary classrooms and 12 school buildings, it is apparent that the schools are small. One district (Moriah) has a one-room school. Six schools (Brandybrook, Genesee Pioneer, Genesee Hillside, Highland View, Ottawa, and Sandy Island) are two-room schools. Magee (three classrooms) and Wales (four classrooms) are also small. Only Cushing, Dousman, and Zion, with twelve, eight, and eight elementary classrooms respectively, can be classified as approaching a reasonable and effective size. These three schools are also the only ones with a major number of supplementary facilities.

The 12 elementary buildings (two at Genesee) have been constructed during different periods of time. The Moriah School was constructed in 1887. The two classrooms at the Genesee Pioneer School were respectively built in 1843 and 1853.

The major portion of the Dousman, Sandy Island, and Zion schools were built since 1948, but each contains areas that are from 80 to 100 years in age. The Magee and Wales schools were built in the 1920's with additions in the 1950's.

The Brandybrook, Cushing, Highland View, and Genesee Hillside schools were constructed during the 1948 to 1959 period. No public elementary schools or additions, in the survey area, have been constructed in the 1960's.

The 48 general elementary classrooms in the area range from 8 to 124 years of age. Two classrooms are over 100 years of age. Four classrooms are between 75 and 100 years of age. Five classrooms are between 35 and 50 years of age. Twenty-nine general classrooms are 10 to 20 years of age, with eight classrooms being less than ten years of age.

General classrooms for elementary pupils should have a floor area of not less than 900 square feet with 1,000 square feet preferred for primary grades. The 48 elementary classrooms range in size from 485 square feet to 1,135 square feet. Thirty-nine (81.2 per cent) of the general classrooms contain less than 900 square feet of space. Twenty-three classrooms (48.0 per cent) have less than 750 square feet of space.

Kindergarten education is offered at the Cushing and Zion schools. The Cushing kindergarten room is smaller than the desired size. The Zion kindergarten room is an adequate facility. The other nine districts have no kindergarten room.

Library space is inadequate or nonexistent in all schools. Only three schools have separate library rooms. Cushing uses a room of 270 square feet, Zion has a room of 480 square feet, and Dousman has the largest library (775 square feet).

Indoor physical education facilities are inadequate or nonexistent in all schools except Cushing. Dousman uses a village gymnasium across the street from the school. Zion uses a portion of the lunchroom as a gymnasium. Instrumental music is offered at the Cushing, Dousman, and Zion schools. Vocal music is offered in all schools.

An art specialist is hired in six of the 11 elementary school districts. The services of a speech correctionist are available to all schools except Moriah. The Dousman and Wales schools have hired a special reading teacher to supplement the reading program.

The 11 elementary school districts are served by a county nurse. The health program is basically limited to the control of contagious diseases. The existing health services do very little towards developing a comprehensive health program.

A school hot lunch program is available in the Cushing and Zion schools. All schools with the exception of Moriah have a school milk program.

The Cushing School is the only school employing a full-time principal. The Zion School principal has approximately five-sixth of his time for administration and supervision. The Dousman principal has his time equally divided between classroom teaching and a principal's responsibilities. In eight schools the principals are full-time teachers.

Class sizes vary widely in the 11 elementary schools. In eight rooms the enrollments are less than 20 pupils each. In contrast, eight other rooms enroll 30 or more pupils each. Table 1 indicates the number of grades and pupils enrolled in each classroom in the 11 elementary school districts. Forty-six per cent of the elementary grades K-8 classrooms contain two or more grades.

TABLE 1
KINDERGARTEN AND ELEMENTARY GENERAL CLASSROOM
ORGANIZATION AND PUPIL MEMBERSHIP BY GRADE, 1966-67

| School | No. of Class-rooms | Enrollment by Grade and Section | | | | | | | | | | Total | |
|---------------|--------------------|---------------------------------|------------|------------|------------|------------|------------|------------|------------|------------|----|--------------|----|
| | | K | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | | | |
| Brandybrook | 2 | -- | 4 | 5 | 6 | 4 | 5 | 2 | 3 | 5 | | 34 | |
| Cushing | 13 | 21 | 11 | 10 | 27 | 6 | 21 | 30 | 25 | 22 | | 350 | |
| | | 21 | 25 | 27 | 28 | 29 | 17 | 8 | | 22 | | | |
| Dousman | 8 | -- | 30 | 34 | 25 | 31 | 26 | 24 | 12 | 14 | | 219 | |
| | | | | | | | | | 23 | | | | |
| Genesee | | | | | | | | | | | | | |
| Hillside | 2 | -- | -- | -- | -- | -- | 12 | 12 | 10 | 8 | | 42 | |
| Pioneer | 2 | -- | 15 | 10 | 11 | 8 | -- | -- | -- | -- | | 44 | |
| Highland View | 2 | -- | 6 | 6 | 7 | 4 | 0 | 2 | 2 | 2 | | 29* | |
| Magee | 3 | -- | 7 | 13 | 9 | | | | | 12 | 10 | 8 | 88 |
| | | | | | 10 | 8 | 12 | | | | | | |
| Moriah | 1 | -- | 4 | 1 | 3 | 2 | 0 | 1 | 1 | 4 | | 16 | |
| Ottawa | 2 | -- | 5 | 8 | 6 | 10 | 6 | 11 | 7 | 5 | | 58 | |
| Sandy Island | 2 | -- | 5 | 3 | 3 | 2 | 3 | 2 | 2 | 5 | | 25 | |
| Wales | 4 | -- | 8 | 19 | 11 | 12 | 14 | 11 | 11 | 10 | | 96 | |
| Zion | 9 | 30 | 21 | 25 | 17 | 22 | 23 | 22 | 30 | 32 | | 222 | |
| TOTAL | 50 | 72 | 141 | 161 | 163 | 143 | 135 | 130 | 141 | 137 | | 1,223 | |

*Grades 6, 7, and 8 sent to Cushing for second semester 1966-67.

Only Cushing, Dousman, and Zion have enrollments large enough to place only one grade in a room. In the 28 elementary classrooms of these three schools, 24 have only one grade per room and four have double grades. Genesee has double grades in each of its four classrooms. Magee has found it necessary to combine three grades in each of its classrooms. Brandybrook, Highland View, Ottawa, and Sandy Island combine four grades per classroom. The four-room Wales School has two grades per classroom. The one-room Moriah School includes all grades.

The seventh and eighth grade students lack many of the educational opportunities essential in a program for young people of these ages. In nine districts the eighth grades are combined with one or more other grades. Thus the teacher must try to give a complete program in each grade while dividing her time among two, three, or more grades. No programs in home economics or industrial arts are available. Library services are either completely missing or meager at best. The instructional programs in physical education, music, and art are weak. There are no opportunities for laboratory experiences in science. The schools lack the cocurricular activities, such as music groups, clubs, and athletics, that appeal to students in these grades. No elective courses are provided to meet the wide range of student abilities, needs, and interests. The students in grades 7 and 8 can certainly be characterized as a neglected group.

HIGH SCHOOL PLANT AND PROGRAM

Taxpayers in the School District can be assured that the money provided for the high school building and program has been wisely spent. The 223,000 square foot, 1965 building is designed for efficient and convenient space utilization. The building includes such building materials as to provide usefulness, durability, and ease of maintenance. The new plant is attractive and yet no money has been expended for "frills."

The senior high school enrollment in 1966-67 is made up of freshmen, sophomores, and juniors. Seniors will be enrolled in 1967-68. The educational program is sound, has depth, and is geared to the needs of the students. Residents of the School District may be assured that programs are well planned. New and improved offerings are implemented as needs arise.

The high school is directed by a full-time principal. The librarian and counselor devote full time to their responsibilities. Additional counseling service will be needed with the addition of the twelfth graders.

Special departments in art, music, physical education, agriculture, home economics, industrial arts, and business education have been established. Laboratory courses in science have been established. Three languages are being taught. A good array of courses in English, social studies, and mathematics has been provided.

Class sizes at the senior high school are very satisfactory. All classes of over 35 students are in band and physical education where larger classes are acceptable. Thirteen classes enroll 15 or fewer students.

Special services for students and staff have been provided in the fields of guidance, art, music, physical education, library, speech correction, and audio-visual. A health nurse, other than the county nurse, is not provided. Special education for the mentally retarded and emotionally disturbed is not offered.

ENROLLMENT TRENDS

The Kettle Moraine Union High School and 11 public elementary school districts within the high school area enrolled 1,653 children in 1966-67. The enrollment includes 72 in kindergarten, 1,151 elementary pupils in grades 1-8, and 430 senior high school students in grades 9-11. Seniors attended other high schools on a tuition basis.

Four parochial schools in the area enroll elementary pupils. Their enrollments include 35 pupils in grades 1-6 at St. Anthony School, Pewaukee, 126 pupils in grades 1-8 at St. Bruno School, Dousman, 195 pupils in grades 1-8 at St. Joan of Arc School at Okauchee, and 164 pupils in grades 1-8 at St. Paul School at Genesee Depot. Some of these pupils, however, live outside the survey area. St. John's Military Academy at Delafield enrolls very few students from the area.

If kindergarten opportunities were available to all eligible children, the area grades K-12 enrollment would be 1,973 children in 1967-68. The 1976-77 total enrollment in grades K-12 will show a 33 per cent increase as compared to the above 1967-68 enrollment projection.

Kindergarten enrollment during the 1974-75 school year should reach 200 children. Elementary enrollment in grades 1-6 will show a 30 per cent increase in 1976-77. Elementary enrollments will increase each year with the exception of small decreases in 1970-71 and 1971-72.

Enrollments in the seventh and eighth grade grouping are expected to increase by 39 per cent in the next decade. Secondary enrollments in the senior high school are projected as a 48 per cent increase.

Table 2 presents a picture of actual enrollments by school divisions from 1957-58 through 1966-67. Projected enrollments are given for 1967-68 through 1976-77.

TABLE 2

COMBINED ACTUAL AND PROJECTED ENROLLMENTS FOR
ALL PUBLIC SCHOOLS WITHIN THE KETTLE MORAINE
HIGH SCHOOL DISTRICT

| School Year | K | Number of Students by Grades | | | Total K-12 |
|----------------|-----|------------------------------|-----|------|---------------|
| | | 1-6 | 7-8 | 9-12 | |
| 1957-58 | 42 | 848 | 228 | -- | 1,118 |
| 1958-59 | 50 | 865 | 260 | -- | 1,175 |
| 1959-60 | 68 | 837 | 263 | -- | 1,168 |
| 1960-61 | 61 | 853 | 262 | -- | 1,176 |
| 1961-62 | 67 | 785 | 267 | -- | 1,119 |
| 1962-63 | 76 | 807 | 246 | -- | 1,129 |
| 1963-64 | 72 | 819 | 243 | -- | 1,134 |
| 1964-65 | 76 | 755 | 244 | -- | 1,075 |
| 1965-66 | 81 | 830 | 255 | 283 | 1,449 |
| 1966-67 | 72 | 873 | 278 | 430 | 1,653 |
| 1967-68* | 179 | 919 | 276 | 599 | 1,973 |
| 1968-69* | 184 | 977 | 276 | 633 | 2,070 |
| 1969-70* | 155 | 1,024 | 299 | 642 | 2,120 |
| 1970-71* | 148 | 1,012 | 346 | 670 | 2,176 |
| 1971-72* | 174 | 998 | 372 | 695 | 2,239 |
| 1972-73* | 183 | 1,030 | 347 | 749 | 2,309 |
| 1973-74* | 191 | 1,051 | 348 | 808 | 2,398 |
| 1974-75* | 201 | 1,061 | 388 | 836 | 2,486 |
| 1975-76* | 212 | 1,075 | 413 | 868 | 2,568 |
| 1976-77* | 222 | 1,132 | 387 | 888 | 2,629 |

*Projected enrollments.

These enrollment projections are based on a continuation of the present growth patterns. This area may well experience a more rapid suburban development which would increase the enrollments substantially. Thus these projections must be viewed as most conservative. Future school enrollments could be much greater and the growth could come faster than indicated in the projections.

SCHOOL DISTRICT FINANCES

Schools in the survey area can well be classified as big business. The financial statements indicate that in 1965-66 the Kettle Moraine Union High School District expended \$1,241,729 and the 11 elementary districts expended \$563,558.

Local taxes provide over 85 per cent of the receipts for the high school and elementary school districts. State and federal aid contribute slightly more than 8 per cent.

The largest single expenditure in the schools was for instruction. Instructional costs amounted to 66.52 per cent of the elementary and 55.03 per cent of the high school expenditures in 1965-66. The average per pupil cost in 1965-66 for the 11 elementary districts was \$506. By districts, the per pupil costs ranged from \$315 at Magee to \$666 at Highland View.

The equalized evaluation behind each school child, according to the high school district 1965-66 valuation, was \$28,526. This figure is very close to the state of Wisconsin average valuation per public school child.

The 1966 school tax rate for the Kettle Moraine Union High School District was 13.34 mills. Elementary school district mill rates varied from 2.96 to 14.97 mills. The median tax rate for the elementary schools was 8.96 mills.

Promissory notes and bonded indebtedness in the survey area amounted to \$1,958,741 as of June 30, 1966. Approximately 91 per cent of the area's long-term indebtedness is due to the construction of the new senior high school. Seven of the 11 elementary school districts share the remaining 9 per cent of long-term indebtedness. Magee, Moriah, Ottawa, and Wales have no long-term indebtedness.

The survey area has a 1967 bonding limitation of \$5,174,516. Deducting the amount of indebtedness places the remaining bonding capacity at \$3,176,491. This bonding capacity will be increased by the amount of the 1966-67 debt retirement payments.

GUIDELINES FOR SCHOOL PLANNING

In the establishment of an educational program, careful planning is required to assure the public that the school tax dollar is being soundly invested. Educational planners, like other planning groups, need to establish certain criteria or standards to guide them in the decision-making process. These criteria or guidelines are formed only after becoming thoroughly familiar with the areas under evaluation. With this in mind, the survey staff adopted these guidelines as the basis for its recommendations for the survey area:

1. Recommendations must encourage the best possible education for all children at all levels of instruction. Emphasis on a single level to the detriment of other levels must be avoided.
2. Existing educational practices should be evaluated in light of the desired educational program. New solutions must also be judged on the basis of their effect upon the desired goals.
3. Recommendations must be in harmony with the school district's educational needs and philosophy and they must be realistic in terms of financial capabilities.
4. Careful consideration must be made of an overall plan. Immediate planning must facilitate and not interfere with or prevent what must be accomplished at a future date.
5. Maximum utilization should be made of existing buildings consistent with good educational practices and sound economy but large amounts of money should not be spent on renovations of buildings that have already served their life expectancy.
6. School buildings should be located and constructed so that pupils may be divided according to levels and methods of instruction.
7. Decisions concerning additions to existing facilities should be based on:
 - (a) the future need for a school in that location,
 - (b) the structural adequacy of the building, and
 - (c) the space needs of the educational program.

8. School sites should allow adequate space for all aspects of outside activity plus additional space for parking and possible future expansion of the school building.
9. Each school building should be planned for an enrollment size which is educationally and financially advantageous.
10. The development of school buildings must keep pace with the expansion of the educational program and services, and the obsolescence of existing structures. Expensive instruction becomes more expensive in a poor learning environment.

These guidelines serve as a framework for the recommendations that follow. It is rarely possible to achieve ideal educational conditions because it is necessary to start with the existing situation. Although compromises may be required, the goal must always be the best possible educational program for the children in the survey area.

RECOMMENDATIONS

In making recommendations, care must be taken to prevent immediate problems from obscuring the long-range view. The temptation is to follow the course that will solve the problems most urgent at the present and ignore the overall design. The best approach is to view the entire situation, formulate a plan that will produce the desired long-range effects, and then move toward implementing that plan as rapidly as possible. It may not be possible to do everything at once, but every action should fit into the overall plan.

In order that the needs created by the increasing school population and the urgent demands for a quality educational program may be met, the staff of the Bureau of Field Studies and Surveys has developed a series of recommendations. The purpose of the recommendations is to assist the boards of education, the school administrators, and the citizens of the area in their immediate and long-range planning. Some of the recommendations are proposed for immediate action while other may be implemented at a later date.

The eight recommendations submitted in this report are based on an evaluation of the current needs but take into account the necessity for flexibility to fit future requirements. They include the merging of the Kettle Moraine Union High School and the 11 elementary school districts into a single common school district, the expansion of the high school to serve the seventh and eighth graders, and the establishment of four major elementary schools housing pupils from kindergarten through the sixth grade.

RECOMMENDATION NO. 1: COMBINE THE DISTRICTS
REPRESENTED BY THE KETTLE MORAINÉ UNION HIGH SCHOOL,
BRANDYBROOK, CUSHING, DOUSMAN, GENESEE, HIGHLAND VIEW,
MAGEE, MORIAH, OTTAWA, SANDY ISLAND, WALES, AND ZION
SCHOOLS INTO A SINGLE COMMON SCHOOL DISTRICT

The need for a comprehensive elementary and secondary school education has never been more apparent than it is at the present time. Available knowledge in all areas has greatly expanded in both breadth and quality, and the required qualifications for success in the world of work has risen at all levels of the scale. More people are employed than ever before in our history but there are declining opportunities for the unskilled or untrained person.

It is apparent that good job opportunities are available only for those who are well qualified. It is equally apparent that well-qualified adults can only be developed from adequately-trained children. Strong elementary and secondary school programs are the foundation upon which each individual's development depends.

Previous sections of this report have pointed out the shortcomings in the present schools for kindergarten, elementary, and junior high school-age children. Generally these shortcomings center around such items as the lack of a broad and comprehensive program of studies, the inadequacy of existing school facilities, the absence of supervision and special personnel, and the inability to group pupils on the basis of ability and interest. These deficiencies stem largely from the fact that most of the elementary schools are much too small.

Merging of these school districts would offer greater educational opportunities to all children. In the interest of better education for the entire area, the merger should be implemented at the earliest possible date.

RECOMMENDATION NO. 2: ENLARGE THE
KETTLE MORAINÉ SENIOR HIGH SCHOOL TO HOUSE
ALL SEVENTH AND EIGHTH GRADERS

It is recommended that an addition to the Kettle Moraine High School be constructed so that all secondary school students, grades 7 through 12, can have a comprehensive secondary school program. With this arrangement all seventh and eighth grades would be removed from the elementary schools. The recommended addition will increase the capacity of the complete building by 450 students.

This recommendation is based on conditions that presently exist and conditions as they will exist in the survey area. The following factors have contributed to this recommendation:

1. A junior high school does not exist in the survey area. The seventh and eighth grade students, now housed in 11 elementary schools, have a very limited educational program.
2. Combining the junior high school with the senior high school will eliminate the need for duplicating some existing facilities.
3. The present senior high school kitchen, lunchroom, library, administrative offices, auditorium, and music facilities can be used by both schools.
4. Outdoor physical education and athletic facilities can be shared.
5. Classes may be scheduled so as to economically utilize classrooms and maintain desirable class sizes. A section of students from an overcrowded subject field could be scheduled in the other school's facility. For example, a senior high school industrial arts shop, that is not needed for senior high school classes during part of the day, could serve an industrial arts class from the junior high school.
6. Transportation costs would be minimized by transporting students to and from a shared site.
7. No additional travel time or expense would be needed for teachers that may teach in both schools. The instructional time of shared teachers could therefore be efficiently and economically employed.
8. The school would be in a better position to economically cope with the educational problems of unexpected enrollment increases that are usually concomitant with sudden industrial developments and curtailed parochial school programs.

The cost of a building is usually calculated in terms of the number of square feet of floor area and the cost per square foot. The estimated cost of the addition for a junior high school has been computed on the basis of \$19 per square foot. Any changes in the total area or the cost per square foot will alter the total cost proportionately. The facilities to be included in the proposed addition and the estimated cost are as follows:

| <u>Facility</u> | <u>Approximate Area in Square Feet</u> |
|--|--|
| General classrooms -- planned for flexibility in size and use | 10,000 |
| Special classrooms | |
| Art room | 1,500 |
| Home economics -- 1 instructional area | 1,500 |
| Industrial arts -- 2 instructional areas | 4,000 |
| Science -- 3 instructional areas | 4,000 |
| Gymnasium -- 2 instructional areas plus locker and shower rooms | 10,000 |
| NET AREA | <u>31,000</u> |
| Add 40 per cent for corridors and service areas | 12,400 |
| TOTAL AREA | <u>43,400</u> |
| ----- | |
| Estimated cost @ \$19 per square foot | \$824,600 |
| Add 6 per cent for architectural fees | 49,476 |
| Add 10 per cent for equipment | 82,460 |
| TOTAL ESTIMATED COST | <u>\$956,536</u> |

RECOMMENDATION NO. 3: TRANSFER ALL SEVENTH
AND EIGHTH GRADE STUDENTS TO THE EXISTING
SENIOR HIGH SCHOOL FOR THE 1967-68 SCHOOL YEAR

Each of the 11 elementary school districts within the survey area is too small and lacks the facilities to offer the comprehensive experiences that are needed by today's junior high school-age children. Children have only one opportunity to receive those essential junior high school experiences. Consequently, the citizens of a school district have an obligation to insure that all the children in the survey area have the educational program of a comprehensive junior high school.

The existing Kettle Moraine High School was fortunately built to house more senior high school students than will be enrolled during the 1967-68 school year. This school has the capacity to house the area's 1967-68 seventh through twelfth graders while the recommended junior high school addition is being constructed.

The recommendation will serve to immediately improve educational opportunities for junior high school-age children; eliminate the need for curtailing any existing educational programs and services due to overcrowded elementary school buildings; and eliminate the immediate need for several elementary school building programs.

RECOMMENDATION NO. 4: ESTABLISH GRADES K-6 ATTENDANCE CENTERS AT THE CUSHING, DOUSMAN, ZION, AND SOUTHEAST PORTION OF THE DISTRICT

The Cushing, Dousman, and Zion schools are conveniently located in reference to present and future enrollment needs. These schools can be expanded in accordance to enrollment needs and sound planning procedures. Eventually, these schools should be expanded so that each building will have 12 to 18 elementary classrooms, kindergarten, library, gymnasium, lunchroom, and administrative offices. Thus each building will become a complete elementary school, large enough to provide a comprehensive program in an economical manner.

A fourth attendance center is needed in the southeast portion of the district. Eventually a complete elementary school will have to be built for the elementary children in the southeast region of the district. The exact location of the school will be determined by the area's residential growth during the next few years.

It is recommended that the reorganized school district continue to operate the existing schools in the Wales, Magee, and Genesee areas until increased population warrants the construction of a new elementary plant. Until that time the Wales, Magee, and Genesee schools should operate as elementary school attendance centers through the sixth grade.

RECOMMENDATION NO. 5: MAKE ADDITIONAL EDUCATIONAL OPPORTUNITIES AVAILABLE TO ALL CHILDREN

No curtailment of services now offered by school districts would be made by the reorganized district. Students that are now being transported would continue to be transported. Students having lunch, kindergarten, music, and other services would continue to receive these services.

Every student in the reorganized school district would receive educational opportunities in addition to those presently available. Kindergarten programs should be made available to every eligible child. Noon lunches should be served in every elementary school. One or more special classes for the retarded should be established. Special services in such areas as music, art, remedial reading, and physical education should be extended to all schools.

More efficient transportation routes can be established. Attendance areas can be adjusted so that pupils can attend the most convenient school. With the 11 districts becoming one district, it will be possible to stabilize class sizes. No classroom will need to serve more than two grades.

RECOMMENDATION NO. 6: KEEP THE PRESENT ELEMENTARY BUILDINGS IN RESERVE

Some existing buildings will continue to be used as elementary schools while others can be vacated. The school buildings at Sandy Island and Moriah can be vacated as soon as the new district is organized. The Ottawa School can be used for kindergarten education until such facilities are built at Dousman. The Brandybrook and/or Highland View schools can serve as excellent kindergarten units, thereby allowing more flexibility and time to properly plan building additions at the Cushing and Zion elementary centers.

Enrollment in the southeast area of the district will soon warrant a complete elementary school with at least 12 elementary classrooms. Upon the completion of that project some of the buildings presently used at Genesee, Magee, and Wales can be converted to other uses.

It is suggested that the small buildings which are vacated be held in reserve. Rapid growth in any portion of the reorganized district may make it necessary to reopen some of these buildings on a temporary basis. Thus these buildings can serve as an effective safety device during the next several years.

RECOMMENDATION NO. 7: EXPAND THE SITES AND BUILDINGS AT CUSHING, DOUSMAN, AND ZION

Elementary plants with 12 to 18 elementary classrooms are the most efficient to operate. Plans should be developed for the eventual expansion of the Cushing, Dousman, and Zion buildings and sites.

The sites at each of the three attendance centers should be expanded to include a minimum of 10 acres of land. Sites then would be adequate for any long-range building and program needs. The program of site expansion should be initiated immediately in order to insure an adequate amount of space for the future.

Ultimately the three attendance centers will require certain additional general and special facilities. It is best to be cognizant of the eventual building needs and then to establish an orderly plan that will educationally meet those requirements.

Each of the three elementary plants should ultimately include the following facilities:

| | |
|----------|--------------------------------|
| 12 to 18 | Classrooms for grades 1-6 |
| 2 | Kindergarten rooms |
| 1 | Instructional materials center |
| 1 | Gymnasium |
| 1 | Lunchroom |
| 2 | Specialist rooms |
| 1 | Administrative center |

This expansion of the existing schools at Cushing, Dousman, and Zion is not required immediately. Moving the seventh and eighth graders to the Kettle Moraine High School will relieve the crowded situation in each building. As enrollments continue to grow it will become necessary to expand these three buildings into complete elementary schools.

RECOMMENDATION NO. 8: SELECT SITES FOR FUTURE SCHOOL EXPANSION

It is recommended that sites be secured for future school expansion. A substantial residential development can be anticipated in the southeast portion of the district. Residential developments in the southeast should be checked continuously in order to determine the best site for an elementary school. As soon as these developments occur, it will be necessary to build the fourth major elementary school on a 10 to 15-acre site. This school could be located on one of the existing sites or a new site could be selected. The nature and location of the future residential development will determine the most appropriate location.

The exact nature of junior high school development is impossible to project. Several possibilities exist. The present senior high school space and the recommended junior high school addition may eventually be needed for only senior high school children. In that case, an additional school will be needed. It could be a junior high school, serving grades 7, 8, and 9. If the middle school, now being tried in some communities, proves to be advantageous, the new school might well serve grades 6, 7, and 8 or grades 5, 6, 7, and 8. In either of these middle school arrangements, the ninth graders would continue to be housed with the senior high school.

It would be well to retain the 80 acres now owned in Dousman as a site for a future junior high school or middle school. It is easily possible that two junior high schools or two middle schools will be needed. If one of these units is located on the site presently owned at Dousman, the other might well be located on the senior high school site. It would be well to expand the senior high school site by 20 acres so that adequate space would be available for two schools.

THE PROFESSIONAL STAFF OF THE RECOMMENDED SCHOOL DISTRICT

The full-time equivalence of 90-1/2 professional staff members are employed by the public schools within the survey area. Twenty-eight are employed by the high school district. The 11 elementary school districts employ 62-1/2 professional staff members of which 12 are specialists and administrators. It must also be remembered that all seniors are now being educated in high schools outside the survey area. An additional six to eight teachers would have been needed for these seniors.

The following listing of administrative supervisors, specialists, and classroom personnel is intended to provide a breadth of administrative, supervisory, special, and classroom instructional services in the most efficient manner possible.

| <u>Position</u> | <u>Location</u> | <u>Number</u> |
|--|-----------------------------------|---------------|
| Superintendent of schools | District headquarters | 1 |
| Supervisor of elementary curriculum and instruction | District headquarters | 1 |
| Business manager | District headquarters | 1 |
| Principal, grades 7-12 | High school | 1 |
| Assistant principal, grades 7-12 | High school | 1 |
| Principal, grades K-6 | Cushing School | 1 |
| Principal, grades K-6 | Dousman School | 1 |
| Principal, grades K-6 | Zion School | 1 |
| Principal, grades K-6 | Genesee, Magee, and Wales schools | 1 |
| Classroom and special teachers | Junior-senior high school | 45 |
| Classroom teachers, grades K-6 | Cushing School | 13 |
| Classroom teachers, grades 1-6 | Dousman School | 8 |
| Classroom teacher, kindergarten | Ottawa School | 1 |
| Classroom teachers, grades K-6 | Zion School | 9 |
| Classroom teachers, grades K-6 | Genesee, Magee, and Wales schools | 8 |
| Specialists, grades K-6 (Includes art, physical education, vocal music, instrumental music, nurse, speech correction, librarian, and social worker) | Various centers | 9 |
| TOTAL | | 102 |

The list of 102 professional staff members includes the staff that will be required to educate the district's twelfth grade children. Consequently, the real net increase in professional staff would be only four to six staff members.

Some teachers will have assignments in both junior and senior high school departments. Certain specialists will have assignments involving more than one elementary school. Other staff members such as speech correctionist, health nurse, and social worker will have district-wide responsibilities.

FINANCING THE PROPOSED DISTRICT AND IT'S BUILDING PROGRAM

In February of 1966, the Wisconsin State Department of Public Instruction presented a 1965-66 comparison of actual aid receipts for the survey area schools with receipts that would have been received under the authority of a reorganized district. The report indicated that the reorganized district would have resulted in an additional \$220,290 for the area in state aids.

At the time the Department of Public Instruction made its study, the guaranteed evaluation behind each child in average daily membership was \$34,000. When one applies the present \$38,000 per pupil guaranteed evaluation to the area's 1965-66 state aid computation, one discovers an additional increase of \$50,747.46 in state aids (\$271,037.46).

The increase in 1966-67 enrollments and the projected increase in enrollments clearly indicates that the survey area, by reorganizing as recommended, will stand to annually gain in state aids each year. One can safely state that the survey area will receive at least \$300,000 more in state aids per year by reorganizing. The passing by the State Legislature of one of the present bills proposing that guaranteed evaluation surpass \$40,000 per pupil would tend to give additional state aids to the reorganized survey area.

It will be necessary for the reorganized school district to issue bonds to cover the cost of the recommended junior high addition to the present high school. The cost for the school addition is estimated at \$956,536.

The annual payment on a bond issue of \$960,000 for 20 years at an interest rate of 4 per cent, assuming all annual payments will be equal, would amount to annual principal and interest payments of \$70,656.

The annual repayment based upon an equalized valuation of \$51,745,516 would result in a mill levy of 1.36545. This mill levy would decrease as the equalized valuation increased. An additional \$1,000,000 in equalized valuation, for example, would reduce the bond repayment mill levy rate to 1.33956 mills.

Several elementary school districts within the survey area are presently in need of additional classroom space. These school districts have considered building programs for the 1967-68 school year and would have to increase taxes in order to provide an increased number of classrooms. If remaining independent, many of the existing elementary school districts will have to increase taxes because of building programs and/or operational cost increases.

It is therefore impossible to project the exact mill rate effect that the Bureau's recommendations would have upon the taxpayers in each of the existing elementary school districts. Even though exact figures are impossible it is possible to project approximate mill rates. These approximations are based on the mill rate set at each school district's 1966 annual meeting. It is further assumed that the new school district would operate on a maximum 21 mill levy and receive \$300,000 in additional state aids. The decreases or increases in mill rates for the 11 elementary school districts follow:

| School District | Mill Rate Increase or Decrease |
|--------------------|--------------------------------------|
| Brandybrook | -3.72 |
| Cushing | -7.31 |
| Dousman | -4.85 |
| Genesee | -2.45 |
| Highland View | -0.82 |
| Magee | +1.60 |
| Moriah | +4.70 |
| Ottawa | +1.50 |
| Sandy Island | -0.10 |
| Wales | -1.29 |
| Zion | -3.85 |

The above figures were computed by assuming that the elementary school districts, if in existence, would not increase or decrease their school mill rate for the next year. If, for example, the Brandybrook School District were to increase its elementary mill rate by one mill the 3.72 mill decrease (saving) listed above would actually be 4.72 mills. On the other hand, if Brandybrook, for example, were to cut its mill rate levy by one mill, the 3.72 mills listed above would actually be 2.72 mills.

The majority of elementary school districts in the survey area, by remaining independent, are faced with increased taxes due to building and program needs. When these costs are considered, the savings in mill rates through consolidation is even greater than those projected

above. The new district would also be able to participate in several federal programs thereby reflecting another stabilizer on local taxes. State aids permeating from any new state legislation also will favor the recommended school district organization.

CONCLUSION

The foregoing recommendations have been made after a careful consideration of all the factors involved in all school districts. The improvement of education depends not only upon professional and board of education competence but also upon the degree to which people become aware of need and are able to interpret and are willing to accept the recommendations for improvements.

The complete survey report has discussed in detail the educational problems and the circumstances that have created them. The Bureau of Field Studies and Surveys has presented a set of recommendations that are designed to solve the area's needs in a logical way with due regard for the ability of the reorganized school district to accomplish them. The area is fortunate indeed to have the opportunity to offer a comprehensive high-quality educational program at a savings to nearly all taxpayers. It is recommended that the Board of Education and citizens of the Kettle Moraine area use this study as a carefully-prepared framework for educational progress.

- NOTES -

