

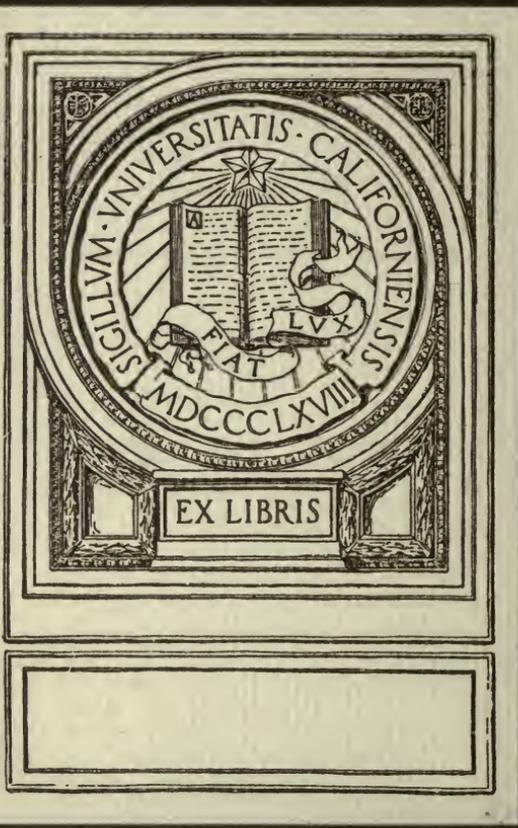
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# VOCATIONAL SCHOOLS FOR ILLINOIS

Principles and Plan of a Proposed Law  
\* \* Wisconsin's Experience \* \* This  
Movement is Democratic \* \* Compar-  
ison of Commercial Club's Bill with  
that of the State Teachers' Association  
\* \* Draft of Bill.

THE COMMERCIAL CLUB OF CHICAGO







# VOCATIONAL SCHOOLS FOR ILLINOIS

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## PRINCIPLES AND PLAN OF THE PROPOSED LAW

### STATEMENT OF PRINCIPLES

Definition: Vocational education includes all forms of specialized education, the controlling purposes of which are to fit for useful occupations, whether in agriculture, commerce, industry or the household arts.

1. State aid is necessary to stimulate and encourage communities to carry on work in vocational education, but local communities should be permitted to initiate and should partly maintain such courses or schools.

2. The vocational schools should not compete or interfere with the present public school system, but should supplement it by providing practical instruction in vocational lines for youth between fourteen and eighteen who have left the present schools. To guard against any competition with the public schools as now organized, a special tax should be levied for the support of vocational schools, which, with the State grant for their support, should not be taken from the funds now provided by law for the support of the public school system.

3. The proper expenditure of State moneys for vocational schools should be fully safeguarded, while at the same time the initiative in adapting measures to local conditions should be left with the local authorities. To secure these ends the general management and approval of these courses and schools should be left to a State commission, while the

local initiative and direct control should be exercised by a local board composed of employers, skilled employees and local superintendents of schools.

4. An efficient system of vocational education requires different methods of administration, different courses of study, different qualifications of teachers, different equipment, different ways of meeting the needs of pupils and much greater flexibility in adapting means to ends than is possible under the ordinary system of public school administration. For these reasons these schools should be under a separate board of control, whether carried on in a separate building or under the same roof with a general school, so that they may be free to realize their dominant purpose of fitting for useful employment.

#### THE PROPOSED PLAN

We have developed a very good system of elementary schools. As Frederick Paulsen says: "We have made the old elementary school, which was often nothing but a reading school or a school for the three R's, a real educational institution for the people." We have built up a system of secondary schools, for both boys and girls, including the academic and the more modern technical high school, which has become a powerful factor in our social life. We have developed a system of universities, including the endowed ones and the modern State universities, which are the pride of our country. These provide an adequate preparation for life — both cultural and vocational — for the favored youth who have leisure and interest in their advanced work.

We should supplement these schools by another type of school which, like the others, is based on the training given in the elementary school, and which has as its problem the direct training in vocational life of the youth who must leave the ordinary school at fourteen. "It will be the

problem of these schools," as Paulsen says, "to build upon the elementary school, as a fundamental form of school, a new finishing educational institution, or to give to the elementary school instruction its necessary conclusion in a vocational school, a school whose problem will be the carrying forward of general education and making it fruitful for vocational activity."

## SYSTEM OF SUPPLEMENTAL SCHOOLS

I. The proposed system of vocational schools does not compete or interfere with the present school system, but supplements it by providing appropriate and helpful education for those who have left these schools, such education to be given under such conditions as will best serve those to be benefited by it, and to be offered only to boys and girls over fourteen years of age who have left the public schools as now organized.

II. Therefore such young people are divided into two groups as follows:

A. Those who are compelled to leave school at 14 years of age in order to earn a living.

B. Those whose opportunities would permit them to remain in school between the ages of 14 and 16, but who can be induced to remain in school only if offered practical instruction along vocational lines.

For group "A," schools of the following type are to be established:

1. Coöperative vocational schools for boys and girls employed only part of the time. (Schneider plan.)

2. Vocational continuation schools (which should be day schools) providing from 6 to 10 hours per week of instruction closely related to the occupations of the pupil and given by teachers who have practical knowledge of them; attendance to be compulsory upon persons between 14 and 17 who are not in other schools.

3. Voluntary continuation schools for young men and women over 17 years of age who wish to pursue further technical training either in day or evening schools; such schools to provide opportunity to prepare for higher schools of all sorts as well as for practical agricultural, industrial, and business life.

For group "B," schools of the following type are to be established:

1. Full-time vocational schools, giving preparatory training to boys and girls between 14 and 16 and too young to enter apprenticeship, but who desire such preliminary knowledge of vocations as will help them in learning a skilled trade.

2. Schools for both boys and girls between 14 and 16 who enter the industries without the training of an apprenticeship.

3. Schools for boys and girls preparing them to take positions in commercial pursuits upon completing a two year's course.

4. Schools for instruction in the domestic arts, including sanitation, cooking, sewing, care of children and the sick, preserving fruits and vegetables, care of the dairy, etc.

5. Agricultural winter-schools for boys and girls in the country who work on the farms in summer months, such schools to be open for five or six months and to provide training in agriculture and, if desired, industrial and business courses. The courses are to be two years in length and the instruction in technical subjects given by men and women trained technically and practically in agriculture, who during the summer months shall visit the students at their home work on the farms, consulting with and advising parents on scientific and business questions and giving lectures and demonstrations on practical subjects connected with farming. The principal advantages of such a system over the ordinary agricultural departments in high schools will be the practical character of the instruction given, due to the

closer touch resulting between teachers, parents and pupils — both in the school and on the farm, and the recognition of the needs of boys and girls who have not qualified for the high school and who cannot devote the entire year of nine or ten months to school attendance.

### FINANCIAL SUPPORT

III. In order to put such a system of vocational education into effect without interfering with the present system of public schools, special local taxes are to be levied and State aid to be given to each community putting this system of vocational education into effect, in direct proportion to the amount expended for maintenance of such schools by the community. Care has been taken in preparing legislation to this end to safeguard the present revenue provision for the general public schools from being affected by the establishment of the system of vocational education.

### ADMINISTRATION

IV. In order to secure the keen interest and intelligent supervision of those most to be benefited by vocational education, namely: the public, employing and employed, a State Board of Vocational Education has been provided to have general supervision over the system of vocational schools, and to be selected as follows:

The State Superintendent of Public Instruction, *ex officio* member of such board.

Two members shall be employers of labor.

Two members shall be skilled employees.

Two members shall be farmers, or persons versed in the theory and practice of agriculture.

One shall be a person who has made a special study of women's work in the fine arts, industry, commerce, or the home arts.

One shall be an educator.

All members except the Superintendent of Public Instruction shall be appointed by the Governor.

#### LOCAL CONTROL

In cities adopting vocational education the supervision of vocational schools shall be exercised by a local board, made up as follows:

The local superintendent of schools, *ex officio* member of the board.

Two members shall be employers of labor.

Two members shall be skilled employees.

In country districts adopting vocational education the supervision of vocational education shall be exercised by a local board made up of the county superintendent of schools, *ex officio*, and six members selected by popular vote.

#### LOCAL OPTION

V. Such vocational schools are to be introduced only when the majority of the qualified electors, men and women, of a city, village, or country district, as the case may be, vote for their establishment; and the various communities have the power to introduce any and all of these schools, as they may desire, to the end that the especial needs of the various communities may be met and satisfied.

## WISCONSIN'S EXPERIENCE

Some years ago the Legislature of Wisconsin appointed a commission of experts to study the question of industrial education at home and abroad. In 1911, acting on a report from this commission, the Legislature of Wisconsin enacted a series of laws providing for the establishment of continuation, vocational, trade and evening schools and a new apprentice system,—first laying a foundation by rewriting the child labor and truancy acts. These schools have been in operation since the autumn of 1911, and have an enrollment of between 25,000 and 30,000. Wisconsin's experience will be of great value in determining the policy of other states, both on account of the success attained in the development of the system of schools and on account of the good feeling existing between the vocational and the general schools.

Separate management and State aid are features of the Wisconsin plan as well as of the one proposed in this bill. Under the Wisconsin law a State controlling board of industrial education was created consisting of three employers, three skilled employees, appointed by the Governor, and three practical educators, being the State Superintendent of Education, the dean of the extension department and the dean of the college of engineering of the University of Wisconsin.

The local management of the vocational schools is in the hands of local boards of industrial education, each consisting of the city superintendent of schools or the principal of the high school and four other members—two employers and two employees, who are appointed by the

general board of education, as is proposed in the present bill. By placing the local superintendent of schools on the local industrial board and having this board chosen by the general board of education the control of the system has been made *coöperative*.

The new schools are supported and maintained by a separate tax, and the funds given by the State amount to one-half the sum expended in any school up to \$3,000 and not exceeding \$10,000 for any one community.

The Act provides that whenever twenty-five persons qualified to attend an industrial, commercial, continuation, or evening school shall file petition with the local board, the board shall provide the courses.

The vocational schools are open to all residents of the community in which they are located, of fourteen years or more, who are not by law required to attend other schools.

In addition to the industrial, continuation, commercial, and evening schools, the laws provide for trade schools. Promoters of the vocational training movement, however, do not lay emphasis on this type of school.

Education in the vocational schools for boys and girls between fourteen and sixteen who are given permits to work is mandatory. Each "permit" child must go to school for five hours a week, and the employer is to pay the child's wages for the time spent in school. Moreover, it is intended that school work is to be done in the day time, and not when the child is tired after a day's work. The State of Wisconsin, therefore, has compulsory education up to sixteen years; in the common school up to fourteen, and either in the common school or the continuation school from fourteen to sixteen. The only exception is in the case of children engaged in agriculture.

The new apprenticeship law requires that every indenture must contain an agreement stating the number of hours to be allowed for instruction and the number of hours to

be spent in work, the total of such hours not to exceed fifty-five in any one week. Other agreements required in the indenture are:

The whole trade as carried on by the employer shall be taught.

The time to be spent at each process or machine shall be specified.

Not less than five hours a week shall be devoted to instruction of the apprentice, this to include two hours a week in English, in citizenship, business practice, physiology, hygiene, and the use of the safety devices, the remaining three hours to be devoted to such other branches as may be approved by the State board of industrial education.

The success of the system of schools was almost instantaneous. Schools were opened in the fall of 1911 and at the present time nearly all of the cities of any size in the State have introduced the system of vocational schools.

The success of this system has sometimes been called into question by persons outside the State, but there seems to be little or no difference of opinion among those who are in a position to know the facts. At a conference of administrative officers and teachers of the vocational schools of the State of Wisconsin, held at Madison, Sept. 22, 1913, the question of the success of the "dual system" was raised and disposed of as shown in the following communication from the State Superintendent.

OFFICE OF STATE SUPERINTENDENT

Madison, Wis., September 22, 1913.

RESOLUTIONS

*To Whom It May Concern:*—

WHEREAS, there has been more or less irresponsible utterance within and without the State with reference to the satisfaction and efficiency of the law that provides for continuation schools for the self-supporting wage-earners of the State of Wisconsin;

AND WHEREAS, it is desirable once for all to state what are the facts with reference to this matter;

AND WHEREAS, it seems reasonable that a representative body consisting of school officers, superintendents, and continuation teachers from all of the cities of Wisconsin maintaining such schools, are wholly familiar with conditions that exist;

AND WHEREAS, it is becoming for such a gathering to declare what the conditions are;

*Therefore be it resolved* by the one hundred fifty officers, superintendents and teachers assembled in the First Institute and Conference for Continuation Schools, that

“We find on the whole that the duplex system, or two boards, is advantageous to the administration of both lines of school work,—generalized school work and specialized school work.”

Resolution passed enthusiastically by unanimous standing vote.

C. P. CARY, State Superintendent,  
Presiding Officer.

M. J. NORRIS, Secretary.

As it seemed desirable to learn whether the experience since that date had been satisfactory, letters were written in December, 1914, to all those persons attending the conference whose names and addresses I could obtain — one hundred and twelve in all. Replies were received from seventy-one of them — ten express an undecided attitude, five are opposed to the dual system, and fifty-six are heartily in sympathy with the dual system, as is shown by the following letters from prominent men and women connected with these Wisconsin schools.

EDWIN G. COOLEY.

## LETTERS

Kenosha, Wis., December 23, 1914.

Dear Sir:

Your letter of December 16th is received. I have heard for some time of the disturbed state of mind existing among Chicago educators over the question of a separate industrial board for the management of the vocational school. There seems to be fear about the “division of the school funds”; that this will affect the appropriation for the regular public schools, and, possibly establish a dangerous precedent for further partition of school funds, among other educational agencies.

The Wisconsin law has not operated in that way in Kenosha. The public schools have had the regular appropriation necessary to run the schools. The funds for the continuation schools have been specified in the general city budget as a separate and additional item. No question has yet arisen here in regard to reducing the former on account of the latter. The continuation school fund is regarded in much the

same way as the extra appropriation needed for extra and additional activities from time to time added, as for domestic science. The children and others whom our law helps had before been receiving nothing; they had left the schools, and had ceased to be considered as a factor in the public school estimate. Since the education of these people does not operate to diminish the regular public school burden, there has been no thought, so far as I know, that the expense of such education should diminish the regular school fund.

I can readily see that in a large city where there are already established large vocational schools, the withdrawal of these schools from the jurisdiction of their present management, to that of another board, would be opposed. If Chicago could be left out of the plan, about the same situation would obtain in Illinois as in Wisconsin, where, so far as I know, the conditions existing in Kenosha, are typical of those in other cities conducting continuation schools.

There have been no disagreements between the boards; some rather delicate situations have arisen, but none that have been very difficult to smooth out when both bodies were brought to a consideration of the real interests involved—the good of the children of Kenosha, which all should unite in promoting.

Of course, our comparatively small affairs do not involve conditions and influences that make the Chicago problem a very different one. But you have my experience and my judgment for what they are worth.

Sincerely yours,

(MRS.) MARY D. BRADFORD,  
Superintendent of Schools.

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Eau Claire, Wis., January 15, 1915.

Dear Mr. Cooley:

In my opinion the duplex system for the Continuation School is the only safe plan, because if you were to place the industrial school under the supervision of the regular board of education the probability is that the same aristocratic element in the community would soon take over the Industrial school work and modify it to suit their own interests to such an extent that soon the school would not be industrial.

These schools should be managed by people who are industrial in their life work. It seems to us that it would be quite impossible for the average school board, made up of lawyers, doctors and business men, to direct the work of an Industrial school for the common people. It seems that the industrial people themselves can better direct the school work in their own interest than to have it directed by someone else whose interests are quite likely not to be industrial.

Sincerely yours,

EAU CLAIRE INDUSTRIAL SCHOOLS  
William W. Dixon, Principal.

Sheboygan, Wis., January 15, 1915.

Dear Mr. Cooley:

Replying to your inquiry of January 14th, will say that I still hold the same opinion with reference to the advantages of the two boards for the two phases of education, as I did at the Conference held in Madison, September 22nd, 1913.

I have had some inquiries from people of Illinois and enclosed you will find a copy of a letter that I wrote to one of the committees of the Illinois State Teachers' Association. This states my position in the matter.

Yours very truly,

H. F. LEVERENZ, Superintendent of Schools.

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Sheboygan, Wis., January 4, 1915.

MR. D. R. HENRY,

6021 Woodlawn Ave., Chicago, Illinois.

Dear Sir:

Responding to your request of January 2nd, I will endeavor to answer your questions in the order which they were submitted.

1. Members of the local Board of Education may be appointed on the Board of Industrial Education. In this city we made all the appointments for the Industrial Board from the local board. This was done after careful consideration and after consulting attorneys in regard to the legality of the act. It has proved very satisfactory in our city. Both boards have kept their business entirely separate, and, due to a full understanding of the entire school situation, there has never been any difficulty or friction between the two bodies.

2. Before my experience with the separate Board of Industrial Education I considered it a weakness and feared that it would lead to many difficulties. I feel now that a separate board has decided advantages in inaugurating Industrial Schools in a community. In the first place it brings the problem, new as it is, emphatically before the public. The fact that a new board has been appointed will lead to a discussion among many people, and it opens up the problem to many who would otherwise not be interested. It also places specific responsibility and provides real authority for action by the state. Furthermore, it does not add to the burdens of the local Board of Education. In short, the plan is entirely workable and there is no reason for friction.

3. I have answered your question in regard to the possible friction that may result from two separate boards from the standpoint of our experience. The expenditure is not necessarily greater under two separate boards than under one board.

4. I am aware of the fact that "a one-organization control plan" has been predicted by some people. As far as I have learned the predictions were made by educational theorists and not the men and women who have been actually on the job from the beginning. I want

to say that if the men on the two boards are not harmonious they can, in my opinion, make it disagreeable and render progress in the work quite impossible. The same would hold good if the Industrial School end was in the hands of an appointed committee of the local board. I think it would be folly to change the Wisconsin law now if there might be such a thing as to handle both phases of education under one organization. I am satisfied that the Wisconsin law is a good one.

Yours very truly,  
H. F. LEVERENZ, Superintendent of Schools.

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Milwaukee, Wis., January 18, 1915.

Dear Mr. Cooley:

Adverting to your letter of January 14th, inst., asking if I still hold the same opinion with reference to the advantages of the Dual School Board System, in operation in this state, as I held at the time of the conference in Madison in September, 1913.

Yes; I still believe the plan of having a separate board in each community for directing the activities of the Continuation Schools is much better than to include such activities under the jurisdiction of the regular Public School Board.

Some of my reasons for this belief are:

1. The aim of the Continuation School movement in this state is, in my opinion, to save to the state as far as possible its investment in the average child which it paid out through the regular School Board to bring such child to about the end of the Sixth Grade, when the regular board lost its grip and the child began to drift, with no hope of ever being better educated.

2. As a very large proportion of the juvenile population in the cities is compelled to earn money for its own support, an entirely new plan had to be devised to clinch what the state had already, at great expense, driven into the heads of these needy youngsters, and to give them as much more as possible, while still permitting them to work for a living.

3. The regular School Board, encrusted with ages-old customs and apparently unable to see the changing conditions in the world from out of its century-old rut, was in no proper state of mind to undertake the organization of a movement which, when the public comes to fully appreciate it, is likely to attract undesirable attention to the encrusted customs and the deep ruts.

4. The fields of operation, and the influence and nature of the work in each, are so different that it seems to me there is as much need for two separate boards as in the case, for example, of a politics-ridden city government which bungles its garbage disposal, and the organization by progressive citizens, under the general corporation laws, of a rendering works to develop garbage by-products of use to mankind.

I am not connected with the Continuation School work, having resigned several months ago, and the foregoing opinions are based strictly upon my own personal views. My training for the past thirty years or more has been along the line of business and in various industries, and so as a school man my opinions may not be worth as much to you as would be those of people who are more in touch with educational matters. As you asked my opinion, however, I am pleased to give you my personal views for just what they are worth, and trust that I will not have put myself in a position to be accused of rank heresy.

Trusting that the great State of Illinois will find a way to assist drifting youth by giving it practical industrial education, and with best personal regards, I remain, Very truly yours, M. E. TRUX.

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Milwaukee, Wis., January 16, 1915.

Dear Sir:

With reference to the sentiment in Milwaukee, and my opinion, relative to the resolution of the administrative officers and teachers of the vocational schools of the State of Wisconsin, passed at Madison September 22, 1913, I can say that I myself fully subscribed to that resolution, and am certain the sentiment of the community is favorable to the present organization of the schools. There has no friction whatever developed.

Yours very sincerely,

R. L. COOLEY.

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Green Bay, Wis., January 15, 1915.

Dear Sir:

Your letter of the 14th inst., asking my opinion in regard to the resolutions passed at the September, 1913, conference in Madison, Wis., at hand.

I hold the same opinion, with reference to the advantages of the duplex system, as I did then, and I further think that such an opinion is now being held in some places where they had previously thought otherwise. There is no doubt whatever in my mind as to the necessity of two boards, one for the generalized school work, and one for the specialized school work, as they are problems that must be attacked from entirely different angles, and it certainly would be hard for one board to place itself in two positions at the same time.

Sincerely yours,

E. E. GUNN, JR., Superintendent.

(Per E. T.)

P. S. I have, since writing this letter, talked over the matter of the two boards with Mr. W. W. Burton, Superintendent of Schools in Green Bay, Wisconsin. Mr. Burton's views are now heartily in accordance with the views that I have expressed above in this letter.

Madison, Jan. 17, 1915.

Dear Mr. Cooley:

It gives me pleasure to reply to your letter of the 14th, asking about the success of the separate board for the industrial schools of this state.

There are no doubt two sides to this question, but I think that our experience has proved all the advantages claimed for the separate board for industrial education and has disproved all the disadvantages claimed by the exponents of the single board.

The regular school boards have a multiplicity of interests and to tack vocational education onto these might, in rare cases, result in true vocational education; but in most cases it would result in trying to adapt manual training to vocational education and it would fall far short of the mark. The tendency would be to tack this work onto some of the older departments, whereas vocational educational systems must be built from the ground up. They must have different teachers, different buildings and equipment, a different system and a separate system of finances.

The regular boards should not have in any way control over the division of the finances or vocational education would become the tag end of the system and would get what was left over.

The board must necessarily be made up of men whose first and only interests are in this particular problem. They have a whole new system to build and they should have full swing. They should be untrammelled by tradition and uninfluenced by any considerations of the established forms of education.

Our industrial boards have their connecting link with the regular boards through the superintendent, who is connected with both boards, and this connection seems to be all that is necessary or desirable. In fact, we do not call ours a separate board now, but an "Associate Board," associated with the regular board, but having each full authority over its particular type of school.

Our schools have had a phenomenal growth and have from the first endeavored to satisfy to the fullest the demands for this form of education. Naturally the work has not been perfect. But these schools require a new type of teacher, and a sufficient supply has not been developed. We have had to experiment and develop our own teachers. The courses also must be developed, and there have been failures in teachers and courses. However, we feel that the only way to do a thing is to try it and to keep on trying until we arrive at the desired result. Our schools were fortunate in having had worked out in advance, by our University Extension Division, many of the most fundamental of the courses. These have been available for the industrial school work and have helped materially in getting things started rightly.

If vocational education is needed, it is needed at once; and we

believe we have been wise in attempting a full organization rather than waiting for someone else and meanwhile beating time ourselves.

I have seen some fairly successful attempts at vocational education worked out under the regular school boards, but they were all incomplete. In one place I found a good apprentice school, in another a good all-day industrial school, in another good night schools, but in no place, to my knowledge, has the regular board developed all the necessary types of vocational schools to serve their community to the fullest.

Some of our schools have built better along one line than another, but they have all done their best in all the necessary lines and have accomplished much good in all lines.

Another point in favor of the separate board is that the new schools require a different type of teacher, who can command more money than the teachers in the regular schools. The regular boards would try to adapt the same scale of salaries to both schools. The board in charge of the vocational schools must be free from tradition in this particular.

One thing I would like to advise for Illinois, is that they should arrange for an expert on courses of instruction, to be connected with the administration of the state board. Our instructors need some guidance in the manner of presentation, the methods of instruction, and the length of the courses. I do not feel that our present administration gives the necessary advice along this point. If there is any weakness in our system it is in the amount of guidance given from the state administration.

The strongest argument that can be advanced against the single board for both schools is that the old boards have had the chance and have done nothing. A new body must be created with explicit instructions to develop vocational schools; that is the only way you can get them. I think that, in time, it might be possible to effect a combination. But at the start the separate board, or the "Associate Board," is necessary if you want to get anywhere.

Very truly yours, E. B. NORRIS,

Associate Professor of Mechanical Engineering.

(In charge of Industrial Educational work in the Extension Division.)

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Madison, Wis., January 15, 1915.

My Dear Sir:

Your letter of January 14th is at hand. I am not directly connected with the work of industrial education in this state, but the work is supervised largely by Mr. Warren E. Hicks, who is connected with the department.

Without giving the matter special study, I should say that the duplex system is proving a distinct success in this state. Personally, I believe

that industrial education is much farther advanced than it could possibly have been if the school boards having in charge the general school systems also had complete control of the industrial education work. Vocational education requires such an entirely different viewpoint from that of the regular education of the past that it would be too much to expect the ordinary school board which has in charge a system of education derived from the past to readjust sufficiently their points of view so as to push with vigor the work of vocational education.

It is possible that sometime in the future, when industrial education shall have established its sure place in our educational system, and our educational traditions shall have become very much different from what they are at the present time, that industrial schools can be managed by the same boards as the other schools, but until then, I am strongly of the opinion that the duplex system is the one from which the best results will come.

Yours truly,

O. S. RICE, State Library Clerk.

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Madison, Wis., December 22, 1914.

Mr. Cooley:

It might be of interest to you to know, and I have spent three years in Wisconsin in this work, that the so-called dual system of control is working out far better than educators and laymen at large ever expected of it. We find here in this state that there is not so much of that so-called friction as some of the superintendents and school officials outside of the state seem to think. Our separate board seems to instill confidence and assurance in the minds of the public, citizens and tax-payers. They know that when a separate special body has been directed to work out and solve a difficult problem, that results can be had much sooner by a separate board than if it were left to the regular board of education, which has and always will have many duties and obligations to perform, before finding time to take up any extra work.

Sincerely yours,

A. W. SIEMERS, Superintendent.

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Racine, Wis., January 19, 1915.

My Dear Mr. Cooley:

Replying to yours of the 14th, there has been no change in sentiment in this state on the question of dual control since Sept., 1913.

I believe everywhere the sentiment is stronger than ever for the law as we have it. I have yet to hear the first expression of dissatisfaction among Wisconsin superintendents.

I am sorry about the narrowness or short-sighted policy of my Illinois school friends. I'm sure most are sincere, but I'm sorry just the same.

Yours very truly,

B. E. NELSON.

Racine, Wis., January 21, 1915.

Dear Sir:

In reply to your letter of Jan. 14th in which you are asking Continuation and Industrial school workers of the state of Wisconsin if they are still in favor of the dual system of handling Industrial Education.

After a two years' experience I wish to say emphatically, yes. I have been connected with the Industrial and Continuation school work since it started in Racine in 1911, and previous to that time I had taught in public schools, so I can talk from both sides of the question. I know that with the present large public school boards with which some cities are burdened the Wisconsin Continuation school would not have advanced to the position it has reached today for the following reasons:

1. The regular board has too many members, many of whom know very little about educational problems in general and nothing about this greater phase of the work, Industrial Education. I know what a problem it is to get these men to even consent to industrialize their present high school vocational work. You may be able to convince a few as to the merits of industrializing the manual arts work, but you will simply be up against it when you have to deal with fifteen members or more.

2. Many members of the regular school board cling to old public school traditions which would greatly hamper the new industrial education work. The regular board believe that the teacher should have a diploma from university or normal school. They do not see the dignity of skilled labor, neither do they realize the value of hand learning over book learning.

3. To turn the matter of Industrial Education over to the regular board they would be apt to follow the line of least resistance in the matter of equipment and maintenance of this work. They would be apt to put the Industrial and Continuation school work into the present inefficient manual training departments, where the same teachers, the same methods and the same equipment would be doled out to boys and girls who chose to leave that same school system and go to work in order that they might receive the training which the school did not give them. The subject of Industrial Education would then develop into a superficial educational process instead of an industrial asset.

4. The industrial board which is appointed by the regular board, composed as it is of two shop men and two employers and the superintendent of schools, ex-officio, is a body that is vitally interested in industry and its greatest resource, the worker. All employers of labor lament on the condition that young workers from the public schools come to them. The Industrial Board wants to do something to better the present industrial condition. This group of men have no old school

traditions to hamper them. There's a new work and they feel they must make good and justify the city and the state in the expenditure of its money. For the teachers of their schools they want men who know the shop and industry in general. Men who can train boys so that they will go into the shop with some degree of efficiency. School teachers who do not have the shop qualifications will never be able to do this.

5. The fact that the industrial school board is smaller in number allows the superintendent of schools, who, if he is alert to the matter of vocational education, an opportunity to instill into these men progressive ideas in regard to Industrial Education and to acquaint them with the present shortcomings of the public schools, in regard to the matter of Industrial Education. On the other hand, if the superintendent is not in favor of Industrial Education he cannot domineer an industrial board.

Furthermore, the present system of two boards and two schools create a sort of friendly rivalry between the continuation school teacher and the public school teacher. The latter, who have clung to manual training methods for the last ten years, are adopting the shop methods, which are being carried on by the continuation school teacher. In this way I think that in time the public school will be doing the pre-vocational work which the continuation schools are now giving and that the continuation schools will take a boy when he leaves the public school at fourteen or fifteen years to go to work and do more than merely help him to find himself, but give him trade training.

Hoping that I have expressed myself clearly let me say that I am still in favor of the Wisconsin plan.

Yours very truly, ALEXANDER R. GRAHAM.

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Neenah, Wis., January 18, 1915.

Dear Mr. Cooley:

Your circular letter of the 14th inst. was duly received. In reply to same I will say that the plan which we have for this state seems to me the best that we possibly could have, for the present at least.

Sincerely, NEWTON VAN DALSEM,  
Principal of Industrial School.

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Chippewa Falls, Wis., Jan. 20, 1915.

Dear Sir:

In reply to your letter of January 14th, I would say that I am still very emphatically of the same opinion that I was September 22, 1913, when I voted in favor of the present duplex system of two boards in this state.

Yours very truly, C. J. BREWER,  
Superintendent of Schools.

Wausau, Wis., Jan. 16, 1915.

Dear Mr. Cooley:

The statement of the conference of administrative officers and teachers of vocational schools of Wisconsin, held at Madison in September, 1913, in their resolutions expressed their feeling with relation to the duplex system for the administration of both lines of school work, that is, generalized and specialized education.

I see no reason, after eighteen months' observation of the work since then, to alter the opinions expressed in those resolutions. In so far as the work in this city is concerned there has been perfect harmony between the two educational boards. It is not at all probable that there will ever be any differences of opinion here by reason of the two boards.

Yours sincerely,  
S. B. TOBEY.

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La Crosse, Wis., January 4, 1915.

My Dear Mr. Cooley:

I did not reply to your letter, because I was to spend a few days in Chicago at Christmas, and felt sure that I would have an opportunity and run in to your office. My time was too full, however, as it proved, which I very much regret. I am enclosing a copy of a letter which I have just written in reply to an inquiry from the Legislative Committee on Vocational Education of the Illinois State Teachers' Association. Let me know if I can do anything else to help you at any time.

Very sincerely yours,

T. P. BENEZET.

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La Crosse, Wis., January 4, 1915.

MR. D. R. HENRY,  
6021 Woodlawn Ave., Chicago, Ill.

Dear Sir:

Your letter of inquiry concerning the dual board system lies before me.

1. I know of several cities in which members of the regular board of education serve also upon the board of industrial education. In our own city, the regular board was at first rather dubious about the advisability of creating a second board and, as a result, one of the four members appointed sat on both boards. At the conclusion of the first year, however, after it was apparent that the two boards would work in perfect harmony, he resigned, and now I am the only member of the board of industrial education who represents the interests of the regular public schools.

2. There has not been the slightest friction. Our expenditures have not been increased as a result of the creation of the second board.

In fact, the existence of the second board has saved us money. With the two boards working in harmony, duplication of plants, equipment, etc., is carefully avoided. Some equipment which we needed very badly in the day schools but felt that we could not afford we now enjoy, because it was necessary to purchase this for the use of the night school organized under the industrial board.

3. Regarding the prediction that Wisconsin will modify its plan of administration to "one-organization control sooner or later," I feel sure that prophets are mistaken. I have never heard the slightest hint of any such action, and all the school men with whom I am acquainted in the state are as satisfied as I am that the present plan is far superior. This testimony is all the more convincing because a great many of us strongly disapproved of the division of responsibility at the outset. If at any time I can give you additional information, do not hesitate to call upon me.

Very truly yours,  
L. P. BENEZET.

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Appleton, Wis., January 15, 1915.

Dear Mr. Cooley:

In reply to your letter received today, asking if my opinion, concerning the advantage of two boards in the industrial school work and regular school work, is the same as that held by the conference at Madison, Wisconsin, in 1913, I will say that my opinion is still the same. It seems to me that the two lines of work are so different that one board could not understand the conditions as well as two boards dealing only with one particular line of work. Personally, I should not care to see the system changed.

Respectfully yours,  
CARRIE E. MORGAN,  
Superintendent of Schools.

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Oshkosh, Wis., January 15, 1915.

Dear Sir:

Yours of the 14th at hand relative to the dual type of organization such as exists in Wisconsin, and in reply will say that I believe during the pioneer days of the organization of industrial education the separate board charged with a single duty of organizing and administering industrial education is by far the most effective type.

The fact that the industrial board is appointed by the regular school board and usually comprises some of the members of the regular board in its membership has been effective in preventing friction, so far as I know. It may be in the future when industrial education is well organized and established in the several communities that some

other form of organization may be desirable, but certainly during the initial stages a board whose entire attention is fixed upon the single problem of industrial education seems the most desirable.

Yours very truly,

M. N. MACIVER, Superintendent.

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Fond du Lac, Wis., January 18, 1915.

Dear Sir:

In regard to duplex system of education as it exists at present in the state of Wisconsin, I will say that I believe it is advantageous to the administration of our present lines of school work. I believe that if the attempt had been made to establish continuation vocational schools under the board of public instruction there would not have been given in any way the impetus which has been given by a special board. I believe that the regular board of education would have been unwilling to spend the same amount of money for the continuation school that has been spent by the special board. I am sure that the attempt would have been made to have a great deal of teaching done by teachers then employed in the public schools, while the continuation school pupil needs and demands different treatment, different teachers. I am venturing to explain these thoughts to you because I at first believed a double system would be nonsense, but as I have seen the developments of the continuation school work in Wisconsin and have become more acquainted with the needs of the pupils and the call that goes up from this school, I have become firmly convinced that there is a greater assurance and success with the double system than could ever have been obtained by trying to establish what must be a different system under the old board of education. If there are any specific questions along this line, the answer for which would be of assistance to you, I shall be very glad to furnish such answers as may seem right.

Very sincerely,

J. E. ROBERTS, Superintendent.

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Beloit, Wisconsin, January 16, 1915.

Dear Mr. Cooley:

Replying to your letter of January 14, I am glad to say emphatically that our three years of experience with the dual system, or two-board organization for the two lines of school work, general and industrial, have proved a distinct advantage. I am satisfied that we have accomplished more during these three years in developing the industrial schools than would have been accomplished in twice the time under the regular school boards, even had there been otherwise the same

law, and the same special fund for the purpose. The special industrial school board has had but one thing to do, and have done it much more quickly and efficiently than any regular school board would have done with all the other work that devolves upon them. Moreover, these local industrial boards, as a rule, have been composed of large employers of labor, and broad-minded, skilled workmen, neither of which class are generally represented on the regular school boards. These special boards, therefore, have generally had a much clearer idea of what we desired to accomplish.

We have had no friction between the two boards, and there has been no waste of funds, because all expenditures for equipment have been made in such a way that the regular schools, as well as the industrial classes, could use it. Thus far the administration of the work has helped and stimulated the regular schools, as well as hastened the establishment of industrial training for special classes. The time may come, when this work is thoroughly established, when it may seem desirable to modify the law so as to place the control of all the schools under one board, but in my judgment this time has not yet come, and for the reasons given above, I am satisfied it would have been a mistake to have placed this extra burden at the beginning upon the regular boards.

Yours truly,  
F. E. CONVERSE.

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Janesville, Wis., January 18, 1915.

Dear Mr. Cooley:

After nearly three years of trial with the Wisconsin law regarding continuation and industrial schools, I am more convinced than ever that Wisconsin made no mistake in adopting the duplex board system. The provisions of the law requiring employers and employees of labor gives us an exceptionally able board and then, too, the fact that the industrial board is appointed by the regular school board, with the superintendent ex-officio a member, does away with any possibility of friction and leads to the closest co-operation and co-ordination of work. I believe heartily in the two-board system as it is properly safeguarded in our state.

Very truly yours,  
H. C. BUELL.

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City of Superior, Wis., January 20, 1915.

My dear Mr. Cooley:

In reply to your letter concerning the resolution adopted by the superintendents, principals and continuation school teachers of Wisconsin at a meeting held September 22, 1913, I have to say that after nearly two years of experience with the work of the Wisconsin laws I

am perfectly satisfied with them in the main as they now stand. The so-called "duplex system" has not caused the slightest ripple of dissatisfaction or disagreement in the city of Superior. The board of industrial education has had absolute freedom in the use of the property of the regular board of education when not in use by the representatives of the latter. There has been the fullest and freest co-operation in every respect and never a suggestion of friction.

Very truly yours,  
W. E. MADDOCK.

City of Superior, Wis., January 16, 1915.

Dear Sir:

Replying to your inquiry of January 14, 1915, I will say that I am more than ever of the opinion that the success of the industrial and continuation school depends upon the administration of these schools by separate boards.

Originally I was opposed to the dual boards, but my experience has been such as to convince me that the progress we are making would never be made if the administrative affairs were in the hands of the regular board of education.

We would be restrained in any new departure by the traditions surrounding the established schools. We have in the presence of the regular school officers enough to furnish balance to the system.

While I am in charge of all that is included in the term of continuation schools in Superior, yet I am still a part of the established school system, so I feel that the opinion I express is free from bias.

Sincerely yours,  
PAUL B. CLEMENS,  
Assistant Superintendent of Industrial Education.

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Manitowoc, Wis., January 15, 1915.

Dear Sir:

I find on the whole that the duplex system, or two boards, is advantageous to the administration of both lines of school work—generalized school work and specialized school work.

This system is working out very satisfactorily in Manitowoc.

Yours truly,  
W. F. WEISEND.

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Menominee, Wis., January 16, 1915.

My dear Cooley:

I have your letter and the copy of the resolutions adopted by the officers and teachers of the vocational schools at the conference held in Madison, September 22, 1913. So far as my personal views go,

based on a knowledge of what has been done in the state, I see no reason for modifying in any way the ideas expressed in the resolutions referred to. The thing that surprises me is the statement made to me by Mr. Hicks as to the complete absence of any letters of complaint or criticism from any of the schools in the state or from any of the cities in the state where continuation school work is going on. This was made to me only a few weeks ago. The large increase in local taxation for the maintenance of the schools indicates the sentiment of the communities with reference to the work the schools are doing and to the plan of organization. There may be some superintendents who would like to see everything under one board, although I do not know of any such, but if there were twenty of them I should value much more highly the estimate of the general public as evinced by the large increase in attendance in continuation schools and the willingness to increase taxation for their support. A superintendent may have a variety of reasons for desiring a particular kind of organization, not one of which goes to the real merits of the case. The willingness of the public to support the schools and to furnish the pupils is the vital test.

Yours truly,  
L. D. HARVEY.

## THIS MOVEMENT IS DEMOCRATIC

Dr. John Dewey of Columbia University has written a pamphlet entitled, "Some Dangers of the Present Movement for Industrial Education," which has been widely circulated by persons who favor the control of vocational schools by the present school officers.

All will be in thorough sympathy with Dr. Dewey's introductory remarks as to the need of keeping children in school as long as possible and of giving them an education that will enable them "not only to find a better paying job but a line of occupation suited to their own capacities and one in which there is a future for growth." The issue is simply as to the method of reaching that end. If it is possible so to make over the present school system that it can deal successfully with two fundamentally different kinds of education, by all means let us do the work with the machinery at hand. But the hypothesis that the problem can be solved in this way involves (1) a total misconception of the term "vocational education," and (2) a total disregard of the combined experience of industrial Europe, to say nothing of our own State of Wisconsin, in regard to the management of a system of vocational training.

(1) The term "vocational training," as it is used by the nations that have made some progress in this kind of education, does not mean mere manual training, or even mere preparation for a calling. It means, primarily and fundamentally, a kind of training (in the industries or business, or agriculture) which is based upon *actual experience in the work itself done outside the school and under the usual conditions of earning a living*. This *real work*, which is naturally the chief interest of the youth just beginning it, is made the center of all the teaching, and gives vitality to every subject studied. No scheme has ever been suggested

by which the present school system could provide for youth who have left school at the legal working age by *using their actual experience as it accumulates for the basis of further education*, moral and civic as well as vocational. No training of the child in the elementary school, however practical, can reproduce these conditions of life, or give the child the maturity and the associations by which alone they become fruitful. It may prepare the way for vocational training; but it cannot supply the essential condition — experience — on which vocational training is based. Grant that the high schools can give the real thing, or something like it, they reach only a small per cent of those who need such training. Grant that the evening schools do work of this kind, they still reach but a small number and under the worst possible conditions of fatigue. In other words, the only place where vocational education can be put into the present school system so that it will reach the great majority is the grammar school; and to put vocational education into the grammar school is a sheer impossibility, for the reason that the grammar school child cannot and should not be at work while he is at school. Therefore the “vocational education” that he gets is not the real thing at all,— *and never could be.*

(2) The experience of such countries in Europe as have developed systems of vocational education is overwhelmingly in favor of a special system of management.

Of the 26 states of imperial Germany, all but a few of the small principalities have concluded that the problems of vocational and academic education must be worked out under special systems of management.

As Dr. Nicholas Murray Butler, president of Columbia University, said in an address before the Commercial Club of Chicago, this vocational preparation has “to be done by somebody for whom this task was the chief and dominant purpose.” He added: “All the leading men in the ministries of education in Prussia, Bavaria and Saxony speak

in the highest terms of this movement (vocational preparation); they are very proud of it, but they also tell us that they themselves could not have accomplished it."

The experts in vocational education in the little republic of Switzerland, the political antipodes to Germany, have reached the same conclusion and many of the cantons have provided separate management for the vocational schools.

In Ireland, forty years ago and more, a scheme of agricultural education was tried in connection with the general school system. By 1900 it was dead. Under the new Board of Agricultural and Technical Instruction, which came into existence at that time, as a body entirely distinct from the educational department, agricultural and technical instruction bids fair to bring Ireland into a state of prosperity.

Progressive Holland, under the direction of a man who was once a country school teacher, has built up a separate system of agricultural schools that have roused Germany to a sense of rivalry.

In Sweden, for the past forty years, efforts have been made to get satisfactory industrial education under the control of the general school system. A Royal Commission appointed in 1907, after five years of investigation, not merely summed up the progress as unsatisfactory but also declared point blank that the failure was to be attributed to the lack of a *separate board of control*. As a result of the report of this commission made in 1912, industrial education in Sweden is being reorganized as an independent system.

Even in conservative England, the agricultural schools have recently been transferred from the Department of Education to that of Agriculture, while just before the war broke out, a strong movement was afoot to get an Act of Parliament providing for the separate management of vocational schools.

Finally, in our own country, Wisconsin has been for

two years giving a demonstration of the successful working together of two independent systems.

Is all this experience from many countries of widely different types and conditions to count as nothing over against the theory that our present system is necessarily the best instrument merely because it already exists?

Since, then, from the very nature of things, vocational education cannot be put into the present system of schools without losing the essential quality that makes it what it is, and since the accumulation of experience abroad shows that the "unit system" will not work, and since we have in our neighbor state a successful experiment with the so-called "dual system," what are the objections to it?

Dr. Dewey discusses four: one to the general plan of a dual system, and three to the special proposals of the Commercial Club Bill.

His objection to the general plan is that it will "accentuate all undemocratic tendencies in our present situation, by fostering and strengthening class divisions in school and out."

But—to urge that all children should receive the same general, cultural training in the same kind of schools up to the legal working age—is this undemocratic? To urge that the 95 per cent who under our present democratic (?) system cannot afford to take the expensive high school education that is given to the few whose parents can afford to keep them in school longer—to say that this great majority should all be given a chance to grow and develop—is this undemocratic? Under the present system, this great majority is for the most part "*thrown into the discard.*" They cannot go to school. Vocational guidance bureaus cannot train them. It is only by a system built up in connection with their work that they can have any further education. Is it undemocratic to give them this? To teach them how to put efficiency into their work, and how to get joy out of it, to show them how to become better

workmen, better citizens, better and happier men, at the same time—and *this is to be emphasized*—giving each the opportunity, by a training continued as long as he wishes to take it, to rise to the limits of his ability and ambition—this is the aim of vocational education. Is this undemocratic?

Against the Commercial Club Bill, Dr. Dewey makes three charges. (1) It “divides and duplicates the administrative educational machinery.” Therefore it involves a “waste of funds” and “friction.”

“Divides”? Certainly. Division of effort is one of the modern principles of success; it means *specialization*. “Duplicates”? Not at all. It rather supplements by adding to one piece of machinery, planned and equipped for a special purpose, another piece of machinery adapted to an entirely different kind of work. “Division” here means not duplication but specialization of effort. Academic education can only lead up to the time of life when experience begins; vocational education cannot be attempted until experience has furnished a real basis for it. The two systems begin at different points in the life, they work by different methods toward different ends—how is it economy to combine them under one management?

The “waste of funds” is not apparent. Under any system, teachers, equipments and buildings will have to be provided. It is quite true that under the present system, vocational education could be more easily slighted, made to put up with makeshifts of equipment and teachers, than under a separate board; but—with a corresponding loss of efficiency. The appointment of a separate board is the first step toward securing adequate funds, and a proper distribution and application of these to the purpose for which they are intended.

The “friction” suggested is as yet purely imaginary. It has not occurred in Wisconsin where we find the two boards working side by side. Moreover, as the superin-

tendent of schools will be a member of each vocational board, in the city as in the country, and as in the city, according to the revised draft of the bill, the vocational board will be appointed by the board of education, there is no reason to look forward to lack of harmony.

(2) Dr. Dewey urges that the plan of the bill "tends to paralyze one of the most vital movements now operating for the improvement of existing general education; i.e., the introduction of manual, industrial and social activities," the awakening of the present school system "to the need of supplementary agencies to help it—train all the youth for useful citizenship, including a calling in which each may render service useful to society and make an honest and decent living. In other words it will arrest the present tendency of the common school system to develop in the direction of its "public and social responsibilities," and will leave it "with all its academic vices . . . untouched."

The bill does not touch the present school system at all. It attempts merely to give a chance to the boy who under the present system has had no chance. How can this "paralyze" a tendency to reform within the system itself? On the contrary, it is the experience of Germany that wherever vocational schools are well organized the elementary schools are also of the best type. Each system stimulates the other to do its part. How could it be otherwise when they are looked upon as at once specialized and coördinated from the standpoint of the welfare of the child? Each has its own department as definitely as the grammar school and the high school—only much more so; the high school is still largely a continuation of the cultural period—a prolongation of the general training proper to childhood, while the vocational school reverses the whole theory, and views education from the standpoint of the youth at work and facing the problems of adult life.

No one believes that an efficient system of schools can be carried on without division of pupils into classes based

on attainments, purpose of work, or both. No one has imagined that the divisions taking one out of a course are necessarily better trained for citizenship than those taking more practical ones. The separation is based on expediency and does not affect the spirit in which the work is carried on. The only education taught in the vocational school would be taught in their relations to the problems of practical life. This is true of the science of the mother tongue and of civics. To say that this system of industrial training given in any of the "dual" systems of the old world "aim simply at increased efficiency in certain narrow lines" is untrue, more untrue than the same charge would be against the evening schools of our American cities under the current system. It should be noted that Dr. Kerschesteiner, whose work is approved by Dr. Dewey, has a dual system of control and he has written a strong endorsement of the bill proposed by the Commercial Club two years ago.

If there were real "segregation," it might "work disastrously." But as the segregation is of the same sort as that which separates art students from music students and civil engineers from electrical and mining engineers, purely for the sake of special study and increased efficiency, it is hard to see where the objection comes in. If Dr. Kerschesteiner in Munich in a "dual system" can teach young workmen the relation of their work to life, as seems to be generally admitted, it is scarcely "self-evident" that only the present system in this country can accomplish this end.

Dr. Dewey's final statement, "that wherever vocational education has prospered, it has emphasized training for citizenship and the training of intelligence and character as well as of technical skill," is true and the best example, perhaps, is in the "dual system of Munich." The "social welfare" movement in Germany is one of the most striking features of the system of vocational education. So far from introducing the caste system, vocational education

simply provides the channels through which the intelligent and the capable who hitherto have had no chance may gradually work their way up. It substitutes a practical means for a vague theory of democracy by which no man yet ever obtained his deserts.

In conclusion, Dr. Dewey refers "to what is actually being done already in this direction in the more progressive public schools."

It should be clear from what has been said before that however admirable and useful all practical work that has been introduced into the elementary schools may be, it is not and cannot be vocational education of the kind that will help the adolescent to grapple with the problems that he cannot even see, much less understand, until he leaves school. Let the present system continue to do all that it can for all children in the grammar school. And when it reaches the point where now it turns most of them adrift to struggle as best they can and contribute largely to the waste and crime of the world, let the other type of school, which is new in the history of the world, with its own methods, and its own teachers, and its own management, and its own ideals, carry on the good work.

COMPARISON OF THE PRINCIPAL PROVISIONS  
OF TWO VOCATIONAL EDUCATION BILLS  
FOR ILLINOIS, TO BE PRESENTED TO  
THE LEGISLATURE AT ITS PRES-  
ENT SESSION, 1915.

COMMERCIAL CLUB'S BILL

TEACHERS' BILL

I. STATE BOARD OF VOCATIONAL EDUCATION

(secs. 1-5, 35)

(secs. 1-6, 12-14)

State board to consist of nine members, the State Superintendent of Public Instruction being a member ex officio.

State board to consist of seven members, the State Superintendent of Public Instruction being a member ex officio.

Appointed by Governor.

Appointed by Governor, by and with the advice and consent of the Senate.

(NOTE. Members are to be appointed July 1 every odd-numbered year; Senate not in session for a year and a half thereafter; all appointments would therefore be recess appointments.)

Either men or women eligible.

Either men or women eligible.

Qualifications of appointive members:

Qualifications of appointive members:

Two to be employers of labor.

Two to be employers of labor.

Two to be skilled employees.

Two to be employees, or recognized representatives of organized labor.

### COMMERCIAL CLUB'S BILL

Two to be farmers, or agricultural experts.

One to be a person who has made a special study of women's work in the fine arts, industry, commerce, or the home arts.

One to be an educator.

Not more than three appointive members to be residents of same county.

Governor to designate first chairman; thereafter board elects its own chairman.

Employees of State board (except teachers, secretary, experts temporarily employed, and positions exempted by State civil service commission) to be under State civil service.

Members to receive expenses, and appointive members to receive, in addition, ten dollars per day.

Powers and duties of State board:

To "investigate and aid in the introduction of industrial, commercial, agricultural, household arts, and other types of vocational education, in the cities, towns, villages, and country districts of the State."

### TEACHERS' BILL

No farmers on the board.

No expert in women's work on the board.

Two to be educators.

No provision on this point.

State Superintendent of Public Instruction to be executive officer and chairman.

No provision for civil service.

Members to receive expenses, and appointive members to receive, in addition, ten dollars per day.

Powers and duties of State board:

To "investigate the facts regarding the supply of and demand for the various types of skill and efficiency, the measures required or desirable for the development of such skill and efficiency, and such other matters as may affect the policy of the State regarding vocational education."

COMMERCIAL CLUB'S BILL

To approve or disapprove schools, for State aid.

To counsel and confer with local boards and with teachers and other school officials, and with employers and employees, as to the best methods of initiating and conducting vocational schools; and to advise and assist in carrying into effect the purpose of this Act.

To inspect vocational schools.

To pass upon courses of study.

Such courses must be closely related to the industrial, commercial, and agricultural interests of the respective communities in which the schools are located. (sec. 5 [4].)

But such courses must include instruction in the rights and duties of citizenship. (sec. 5 [4].)

TEACHERS' BILL

To approve or disapprove schools, for State aid.

No provision on this point.

To inspect vocational schools. (sec. 4. [3].)

To pass upon courses of study. (sec. 4 [21].)

No provision on this point.

A "reasonable margin of time and opportunity" must be left "for subjects, courses, or classes that are primarily designed to fit" the pupils "for the broader duties of citizenship." (sec. 10, par. 2.)

But courses exclusively for persons over eighteen years of age, may, in the discretion of the board of education, "be exclusively vocational in character, content, and purpose." (sec. 10, par. 2.)

#### COMMERCIAL CLUB'S BILL

To prescribe the minimum qualifications of teachers. (sec. 5 [5].)

No such provision in this bill.

To employ one hundred itinerant instructors for the improvement and scientific development of agricultural interests; these instructors to devote their entire time to giving lectures and demonstrations and to the promotion of such other educational measures as the board may adopt for the benefit of the agricultural interests of the State. (sec. 5. [6].)

No such provision in this bill—employment of teachers left with local boards. (sec. 11 [3, 15].)

#### TEACHERS' BILL

To prescribe the minimum qualifications of teachers. (sec. 4 [1].)

“All inspectors, visitors, and other officials of said board shall be appointed upon the nomination of the State Superintendent of Public Instruction and shall be considered as deputies working from his office.” (sec. 4, last par.)

Under this bill, the State board has no power to employ such instructors.

To report to the General Assembly “a comprehensive plan for the training of skilled workmen as teachers of vocational subjects, and for the training of experienced teachers in the practical work of the arts, trades, and employments included within the scope of this Act.” (sec. 5.)

## LOCAL VOCATIONAL SCHOOLS—I. IN CITIES AND VILLAGES

Can be established only by majority vote of citizens of community affected. Full provisions for petition, notice of election, etc. (sec. 6). Any city, village, or incorporated town may come under the Act (sec. 19), but cities of ten thousand inhabitants or less, and villages and incorporated towns, may come in under the country scheme instead, if they desire. (sec. 20 [1].)

In this, as in all other elections under the act, women are eligible to vote.

Local vocational schools to be managed by a separate board of five members, appointed by the local board of education (sec. 7), two to be employers of labor and two to be skilled employees, industrial, commercial, or agricultural;

“Any school district of Illinois having a population of more than 1000 may elect to come under the provisions of this Act by a majority vote of the board of education or other governing body of said district.” (sec. 7.)

(NOTE. This provision, taken with sec. 11, which authorizes the board of education to levy a special tax for vocational schools, would give the boards of education of Chicago, Rockford, Macomb, Waukegan, and other cities [appointive boards, not elective] the right to levy a tax,—a right which they do not now have, and which probably cannot be conferred upon them without a referendum vote of the city affected. The above provision may therefore be held unconstitutional. The bill has, however, an alternative provision for a referendum.)

Same provision.

Local vocational schools to be managed by the local board of education, not by a separate board (secs. 9, 10). The bill provides for a “Council on Vocational Education,” made up of five members selected by the local board of

## COMMERCIAL CLUB'S BILL

the local superintendent of schools to be a member *ex officio*. The members are appointed for four years.

Employees of the local board of vocational education (except teachers, secretary experts temporarily employed, and other positions exempted by city civil service commission) to be under civil service. (sec. 8 [4].)

Types of school to be established (sec. 9):

## TEACHERS' BILL

education,—two employers and two employees, with the local superintendent of schools *ex officio*. The members of the council are appointed for two years.

(NOTE. The Council on Vocational Education is purely an advisory body. Its members "have the right to sit with" the board of education, "and to take part in all discussions pertaining to vocational education." The council also has "the power and . . . the duty to propose" to the board of education "plans for the organization and teaching of vocational subjects and courses"; and it is made the duty of the board of education to "confer with, and seek the advice of said council on all matters relating to the provisions of this Act, and on all matters relating to the qualification of teachers employed to teach such subjects and courses." [sec. 9.] There is no further mention of the council in the bill.)

Types of school to be established:

## COMMERCIAL CLUB'S BILL

(1.) Vocational continuation day schools for youth of both sexes between the ages of fourteen and eighteen years who are employed, or are not pupils in other schools, at which vocational schools such instruction shall be given as will render more efficient the practical work of the factory, shop, store, office, garden, or home.

(2.) Vocational evening schools for pupils over the age of eighteen years, at which schools such instruction shall be given as will supplement and rationalize the practical experience of the factory, shop, store, office, garden, or home.

(3.) Vocational continuation day schools for the instruction of all persons bound as apprentices, clerks, or servants, under the statute in such case made and provided, with a view to teaching the entire trade or vocation at which such apprentices, clerks, or servants are employed.

(4.) Part-time vocational schools for youth between the ages of fourteen and eighteen years, the pupils of which may spend alternate weeks (1) in factory, shop, store, office, garden, or other place of employment, and (2) in schools at which instruction shall be given with a view to supplementing and rendering more effective the work of the pupils in their

## TEACHERS' BILL

“Subjects, courses, and classes shall be actually vocational in character in that each shall aim to develop specific skill in some one or more of the trades, arts, employments, or occupations named in Section 1 of this Act” (“the artisan trades, agriculture, commercial and business pursuits, and the household arts”); “but subjects or courses that deal with the history of said trades, arts, employments, or occupations, shall, under rules prescribed by the State Board of Vocational Education, be considered as also coming under the term of this Act.” (sec. 10, par. 1.)

“Evening class and short courses,” “continuation schools or classes,” and “part-time cooperative agreements between the schools and the industries, businesses, and other occupational pursuits of the community,” under rules formulated by the State board. (sec. 10, par. 4.)

“Continuation schools, evening classes and short courses, for persons over eighteen years of age and not subject to the restrictions regarding non-vocational work.” (sec. 10, par. 4.)

respective employments. The board may require teachers at these schools to supplement their work by giving practical aid and advice to the pupils and their employers at the respective places of employment of such pupils.

(5.) Vocational day schools for instruction in industry, commerce, agriculture, and domestic service of youth between the ages of fourteen and sixteen years, with a view to the vocational preparation of the youth of both sexes who expect to commence industrial, commercial, agricultural, or domestic service at the age of sixteen years. In these schools instruction shall be given to girls in women's trades, commerce, and the household arts, and to boys in industrial, commercial, and agricultural subjects.

(6.) Vocational schools for the instruction of girls over the age of fourteen years in the household arts.

(7.) Agricultural winter-schools for youth between the ages of fourteen and eighteen years, at which such instruction shall be given as will supplement and render more efficient the practical work of the farm. Boards of vocational education shall not be required to maintain such schools in session for the entire year, but

may close them during the months from April to October, both inclusive, and the technical or special teachers of subjects pertaining to agriculture, employed during the winter in these schools, may be employed by the board during the remaining months of the year in service on the farms in the district of the school, giving lectures and demonstrations, and promoting such other educational measures as the board may deem of benefit to the agricultural interests of the district.

(8.) Agricultural day or evening schools for the instruction of persons over the age of eighteen years.

(9.) General vocational continuation schools for persons between the ages of fourteen and twenty-one years who are employed in unskilled occupations, and for persons between the ages of sixteen and twenty-one years who are unemployed.

No person under the age of fourteen years shall be ad-

(NOTE. The status of young persons between the ages of fourteen and eighteen years, and not being elementary school graduates, is not made clear under the terms of this bill. It is provided that—

“Vocational subjects, courses, and classes coming under the terms of this Act shall be open only to persons who have attained the age of

## COMMERCIAL CLUB'S BILL

mitted to any vocational school (sec. 38 [11].)

## TEACHERS' BILL

fourteen years, or who have completed satisfactorily the work of the first eight years of the elementary schools, except as hereinafter provided." (sec. 10, par. 1.)

The only provision to which the phrase "except as hereinafter provided" can refer appears to be the following:

"Persons between the ages of fourteen and eighteen years who have not completed the first eight years of the elementary schools may, each upon the written request of his or her parent or guardian, be admitted to such vocational subjects, courses, or classes as they can pursue with profit; and the board of education . . . shall provide for such person or persons additional subjects or courses adapted as far as may be to their abilities, and designed to fit them to discharge in as high a degree as possible the broader duties of citizenship." [sec. 10, par. 3.]

In other words, the bill appears to be strictly a high school measure; and the vocational schools provided for seem to be open to elementary school graduates alone, except that individual pupils who have reached the age of fourteen years without graduating may be admitted, on special written

## COMMERCIAL CLUB'S BILL

Tax not to exceed one mill on the dollar for operating expenses, and one mill on the dollar for building purposes, to be levied by the city council.

An attempt is made in this bill to exclude the Juul law by the words, "which tax shall be in addition to all other taxes which the city is now or may hereafter be authorized to levy." (sec. 17.)

Proceeds of special tax levy to be used only for vocational schools. (sec. 18.)

It is the duty of the local board of vocational education to appoint advisory committees composed of members representing local trades, industries, and occupations, who are to counsel with and advise the local board and the school officials having the management and supervision of public vocational schools. (sec. 11 [17].)

It is the duty of the local board of vocational education to establish and maintain bureaus of vocational guidance for

## TEACHERS' BILL

application, to certain special courses, according to the judgment of the school board.)

Tax not to exceed five mills on the dollar, to be levied by the board of education (sec. 11). [The possible failure of the financial provision of the bill has already been commented on.]

The phrase used in this bill, "in addition to the tax levy now provided or which may hereafter be provided by law, for general school purposes," has no reference to the Juul law, which is plainly not excluded by this bill.

Proceeds of special tax levy to be used only for vocational schools. (sec. 11.)

No provision on this point.

No provision on this point.

advice and assistance to young persons over the age of fourteen years, who are in employment or about to enter upon employment. (sec. 12.)

## LOCAL VOCATIONAL SCHOOLS—II SMALLER SCHOOL DISTRICTS

The smaller cities of the State, and the villages and incorporated towns, have the option (sec. 20 [1]) of coming in either under the city plan (sec. 6) or the country plan (sec. 20.)

“Any school district of the State of Illinois with a population of less than 1000, which maintains a high school course extending at least four years beyond the eighth year of the elementary schools, and which in said course makes special provision for the teaching of the artisan trades, agriculture, the commercial subjects, or the household arts, or any combination of said course or subjects, may receive from the State treasury annually a sum equal to one-half of the salaries of teachers engaged in the teaching of said subjects and a sum equal to one-half of the cost of the supplies,”—all subject to approval by the State board. (sec. 13.)

(NOTE. The number of school districts in Illinois with a population under 1000, but maintaining a four-year high school, is not great, and the above provision amounts simply to a State subsidy for a few small high schools.)

## LOCAL VOCATIONAL SCHOOLS—III COUNTRY DISTRICTS

“Any school district, or any number of adjacent school districts, or any township or any number of adjacent townships, or any other contiguous and compact territory,” with a population of more than 1000, may be organized into a vocational school district, by the vote of a majority of the residents, men or women. (sec. 20.)

“Any school district of less than 1000 inhabitants which establishes and maintains courses in agriculture or in household arts, or in both, for persons over fourteen years of age,” may receive State aid amounting to one-half the teacher's salary and one-half the cost of supplies, as in the last preceding section (sec. 14).

Two or more school districts may combine to employ teachers (at least, the bill provides that “nothing in this Act shall preclude” them from so doing), “who shall go from district to district offering instruction and giving demonstrations in said subjects and courses,” the teachers' salaries, and the State aid, to be prorated. (sec. 14.)

A similarly worded sentence provides that “nothing in this Act shall prevent” a school district or a combination of school districts from organizing evening classes [or continuation classes for persons over eighteen years of age, and employing teachers. (sec. 11.)

State aid in all the above cases is dependent upon compliance with the rules and requirements of the State board. (sec. 14, last sentence.)

## COMMERCIAL CLUB'S BILL

There are full provisions for petition, notice of election, etc. (sec. 20.)

The vocational schools of the vocational school districts so established are to be managed by a board of vocational education, consisting of six members elected by the people of the district, with the county superintendent of schools as a member ex officio (sec. 21). The elective members hold office three years.

(NOTE. The country vocational school being quite as important as the city vocational school, this bill makes full and adequate provision for the organization of country vocational school districts [secs. 20, 21, 22]; the management of their vocational schools [sec. 23, 24, 25]; the custody of funds [sec. 26, 27, 33]; the financial support of the schools by a special tax at the same rate as in cities, in addition to the same State aid [sec. 28]; the annexation [sec. 29] and detaching [sec. 30] of territory; the discontinuing of a district [sec. 31]; and the issuing of bonds for school sites, school-houses, and other permanent improvements [sec. 32].)

## TEACHERS' BILL

This bill makes no financial provision for smaller school districts, or for country districts, except by State aid. (secs. 13, 14.)

## STATE AID FOR VOCATIONAL SCHOOLS

One-half the operating expenses (teachers' salaries, supplies, etc.) of the local vocational schools, in cities, villages, incorporated towns, and vocational school districts, to be paid out of the State treasury, subject to the approval of the State Board of Vocational Education. (sec. 35.)

"No moneys raised by local taxation for any other school purposes, or appropriated from the State treasury for any other school purposes, shall ever be used for the establishment or support of vocational schools." (sec. 35 [4].)

Same provision.

(NOTE. There is no such safeguard in this bill; in fact, under secs. 13 and 14, *one-half* the operating expenses [teachers' salaries, etc.] of the vocational schools in "smaller school districts," and in country districts, and *all* the cost of sites and buildings, *must* come out of the general school fund, as there is no provision for a local tax for vocational schools.)

## COMPULSORY FEATURES

Within three years after the adoption of this act by any city, village, incorporated town, or the organization of any vocational school district, the local board must provide facilities for the vocational education of all persons within its jurisdiction who are between the ages of fourteen and seventeen years, and are not pupils in regular attendance at school. (sec. 37.)

No mention of this subject.

### COMMERCIAL CLUB'S BILL

When such facilities have been established in any occupation, or in unskilled labor, or unemployed, the attendance of such young persons shall be compulsory for not less than six hours a week for forty weeks each year. (sec. 38 [1].)

This vocational school work may be taken in classes other than those maintained by the local board, if the State board approves the instruction as equivalent. (sec. 38 [3].)

Minors between the ages of fourteen and sixteen, working under age and school certificates, shall be allowed time off to attend vocational classes, which time shall not be added to the time for which such minors are now allowed by law to work (sec. 38 [4, 5].)

No person shall be required to attend school before 7 a.m. or after 6 p. m. (sec. 38 [6].)

(NOTE. This completes the prime requirement of continuation schools for young people—that such schools shall be *compulsory, day* schools.)

Parents must send their boys and girls to school, or be subject to fine. (sec. 38 [7, 8].)

Employers must let their employees off to attend voca-

### TEACHERS' BILL

No mention of this subject.

(NOTE. There is nothing in this bill to prevent the holding of all vocational school classes, without exception, in the evening.)

No mention of this subject.

No mention of this subject.

COMMERCIAL CLUB'S BILL

tional classes, and must not retain employees who do not go; and a fine is provided as a penalty against employers who neglect this duty. (sec. 38 [9, 10].)

TEACHERS' BILL

(NOTE. Without legal compulsion the whole act is a blank cartridge. Experience has amply demonstrated this.)

# VOCATIONAL EDUCATION

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## A BILL

FOR

AN ACT to provide for the establishment and maintenance of a system of vocational education in the State of Illinois.

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SECTION 1. STATE BOARD OF VOCATIONAL EDUCATION. Be it enacted by the People of the State of Illinois, represented in the General Assembly:

(1.) The general supervision of public vocational education in the State of Illinois shall be vested in a board of nine members, which shall be styled the "State Board of Vocational Education"

(2.) On or before the second Monday of July, 1915, the Governor shall appoint eight persons, men or women, citizens and residents of Illinois, who with the Superintendent of Public Instruction, ex officio, shall constitute the board. Two of the eight members appointed shall be employers of labor, two shall be skilled employees, two shall be farmers, or persons versed in the theory and practice of agriculture, one shall be a person who has made a special study of women's work in the fine arts, industry, commerce, or the home arts, and one shall be an educator.

(3.) At the time of appointment the Governor shall designate three of the eight appointive members to hold office for the term of one year from the first day of July, 1915, three for two years from the said date, and two for three years from the said date; and annually thereafter, during the month of June immediately preceding the expiration of the respective terms of the members first or subsequently appointed, the Governor shall appoint successors to those members of the board whose terms expire upon the succeeding first day of July, such appointees to hold office for the term of three years, except in the case of appointments to fill vacancies, which shall be for the unexpired portion of the term.

(4.) The board shall always be so constituted, and vacancies on the board shall always be so filled, that two of the eight appointive members shall be employers of labor, two shall be skilled employees, two shall be farmers, or persons versed in the theory and practice of agriculture, one shall be a person who has made a special study of women's work in the fine arts, industry, commerce, or the home arts, and one shall be an educator.

(5.) Not more than three of the eight appointive members at any one time shall be residents of the same county.

(6.) At the time of the first appointment of members of the State board, under this act, the Governor shall designate one of the nine members of the board to act as chairman for one year, or until a successor shall be elected by the board.

SECTION 2. ORGANIZATION OF STATE BOARD. (1.) Within twenty days after the eight members hereinabove provided for are appointed, the chairman shall call the board together for organization and the transaction of other business, at the seat of government, where the board shall be furnished by the State with a permanent office and with office furniture.

(2.) At the first meeting of the board after the first day of July of each year, except as hereinabove provided, the board shall elect a chairman from its own number, to hold office for a year or until his successor is elected. It shall be the duty of the chairman to preside at all meetings of the board and to sign the proceedings thereof when recorded, and to perform such other duties as may be imposed upon him by law, or by the rules of the board. If the chairman shall be absent from any meeting, or be incapacitated, or

shall refuse to perform any of the duties of his office, a chairman pro tempore may be elected by the board.

(3.) The board shall appoint a secretary, and fix the duties and compensation of the office.

(4.) The board may also appoint such other employees as it shall deem necessary for the proper discharge of the duties of the said board, and prescribe their duties, compensation, and term of employment. Such appointments, other than those of secretary, of teachers, of experts temporarily employed, and other positions which may be exempted by the State civil service commission, shall be included in the classified service of the State, and shall be made, and be, subject to the provisions of an act entitled, "An Act to regulate the civil service of the State of Illinois," approved May 11, 1905, in force July 1, 1905, and acts amendatory thereto.

(5.) The board shall adopt rules and regulations, not inconsistent with this act, to govern its proceedings; and it shall adopt and use a seal, for the authentication of its records and proceedings, of which seal the secretary shall have the care and custody; and he shall keep a record of all matters pertaining to the business of the board, which record shall be open at all times to public inspection.

(6.) Regular meetings of the board shall be held once in every two months, at a time to be fixed by the rules of the board, and special meetings may be called at any time and place by the chairman, or by any five members, upon notice by mail to all members at their addresses as registered with the secretary.

**SECTION 3. EXPENSES OF STATE BOARD.** (1.) The members of the State board of vocational education shall serve without salary, but they shall receive their personal and traveling expenses, and in addition such of them as are not at the time in the official service of the State shall receive the sum of ten dollars per day, while actually and necessarily engaged in the performance of official duties as members of the board, either in attendance at a regular or special meeting of the board, or in performing other duties by authorization of the board.

(2.) The sums of money expended under this section, and all other sums of money expended by the board, shall be paid by the State Treasurer, out of any funds appropriated by the State for the purposes of the board, upon requisition of the board, signed by the chairman, authenticated by the seal of the board, and attested by the secretary.

**SECTION 4. SCOPE OF WORK OF STATE BOARD.** The board shall investigate and aid in the introduction of industrial, commercial, agricultural, household arts, and other types of vocational education, in the cities, towns, villages, and country districts of the State; shall have general charge and supervision of all vocational schools which may be organized under the provisions of this act; and shall approve such schools or withhold approval according to its discretion.

**SECTION 5. POWERS AND DUTIES OF STATE BOARD.** The board shall have power, and it shall be its duty—

(1.) To counsel and confer in such manner as it may deem best with the local boards of vocational education created under the provisions of this act, and with teachers, school officers, employers, and employees, as to the best methods of initiating and conducting vocational schools; and to advise and assist in carrying into effect the purpose of this act.

(2.) To make suggestions as to fixing the boundary-lines of proposed vocational school districts, having due regard to business, territory, population, and transportation facilities, and in case of dispute to settle the boundary-lines upon application by residents of the territory affected. Whenever the board shall settle the boundary-lines of a proposed district, the board shall cause its decision to be certified forthwith to the county judge, whose duty it is, under this act, to give notice of election for the organization of the territory as a vocational school district, and the territory as so described shall so appear upon the notice given and the ballots used at the election.

(3.) To inspect schools established under the provisions of this act, of the various types or classes, and to examine their facilities for vocational work, their methods of instruction, and the results obtained.

(4.) To pass upon the courses of study which shall be pursued in these schools, which courses shall be closely related to the industrial, commercial and agricultural interests of the respective communities in which such schools are located; and such courses shall include instruction in the rights and duties of citizenship.

(5.) To grant certificates to such teachers as may be found qualified to receive them, and to suspend or revoke any such certificate for any of the reasons for which certificates issued under the general school law of the State may lawfully be suspended or revoked;

but it shall not be necessary for any local board of vocational education to secure the assent of the State board of vocational education to the appointment or removal of any teachers, but all such appointments and removals shall be made by the respective local boards in accordance with their rules; provided, that no teacher shall be employed in any of the vocational schools of the State who does not hold a valid certificate from the State board, as hereinabove prescribed; and no person shall be awarded a certificate unless he or she is of good moral character and over the age of twenty years.

(6.) To employ and fix the salaries of such number, not exceeding one hundred, of itinerant instructors as it may deem necessary for the improvement and scientific development of the agricultural interests of the State. Such instructors shall be persons who are proficient in the branches of knowledge which have a direct application to the efficient management of the farm. They shall devote their entire time, under the direction and control of the board, to giving lectures and demonstrations, and to the promotion of such other educational measures as the board shall adopt for the benefit of the agricultural interests of the State.

(7.) To prescribe forms for such reports as it may require from local boards of vocational education.

(8.) To file all papers, reports, and public documents transmitted to it by local boards of vocational education, and to keep and preserve all other documents of value, relating to vocational education, that may come into its hands.

(9.) To request the managing boards of private vocational schools to furnish such information as the State board of vocational education may desire to include in its report to the Governor and the General Assembly.

(10.) To ascertain and certify annually to the Auditor of Public Accounts, on or before the second Monday of August, the amount of State aid to which each city, village, incorporated town, and vocational school district is entitled under the provisions of this act.

(11.) To report to the Governor, on or before the first day of November preceding each regular session of the General Assembly, on the condition of vocational education in the State, and make such recommendations as it may deem proper for increasing the efficiency of the system of vocational education established by this act, which report shall be submitted by the Governor to the General Assembly at its next session.

**SECTION 6. ESTABLISHMENT OF VOCATIONAL SCHOOLS IN CITIES.** (1.) Any city in the State may adopt and become entitled to the benefits of this act in the following manner: Whenever five per cent of the qualified electors of the city, as hereinafter determined, shall petition the county judge of the county in which the city is situated to submit to the qualified electors of the city the proposition whether the city shall adopt and become entitled to the benefits of this act, it shall be the duty of the county judge to submit the proposition at the next general State, county, or city election, occurring more than forty days after the date on which the petition is filed, and an order shall be entered of record in the county court submitting the proposition. For the purpose of determining whether the required percentage of voters has signed the petition, the total number of votes cast in the city for Governor of the State at the last preceding election for Governor shall be the number of qualified electors in the city.

(2.) The county judge shall give at least thirty days' notice of the election by publishing a notice in one or more newspapers of general circulation published within the city, at least five times, the first publication to be at least thirty days before the day of the election; and if no newspaper is published in the city then by posting at least five copies of the notice in five public places in the city at least thirty days before the election.

(3.) These notices shall specify the time, place, and object of the election, and may be in the following form:

STATE OF ILLINOIS }  
COUNTY OF ..... }

NOTICE OF ELECTION.

Notice is hereby given that on ..... the ..... day of ....., 19.., an election will be held in the city of ..... for the purpose of deciding for or against the adoption by the city of an act entitled, "An Act to provide for the establishment and maintenance of a system of vocational education in the State of Illinois." The polls will be opened at ... o'clock .. m. and closed at ... o'clock .. m.

Dated this ..... day of ..... 19..

.....  
County Judge.

(4.) The election shall be held under the election law in force in the city, except as herein otherwise provided, and all electors, whether men or women, who have resided in the city for more than one year next preceding the election, and who are qualified to vote for trustees of the State university, shall be eligible to vote at the election. The ballots to be used at the election shall be in the following form:

FOR the adoption of an act entitled, "An Act to provide for the establishment and maintenance of a system of vocational education in the State of Illinois."	
AGAINST the adoption of an act entitled, "An Act to provide for the establishment and maintenance of a system of vocational education in the State of Illinois."	

The voter shall mark an X or cross-mark in the square following and opposite the proposition favored, and the ballots shall be so counted.

(5.) If it shall appear upon a canvass of the returns that a majority of the votes cast at the election are in favor of the adoption of this act, it shall thereby and thereupon be adopted by and in force in the city.

**SECTION 7. BOARD OF VOCATIONAL EDUCATION IN CITY.** (1.) The supervision and control of all vocational schools established in the city, under the provisions of this act, shall be vested in a board of five members, which shall be styled the "Board of Vocational Education" of the city.

(2.) Within twenty days after the adoption of this act by the city, the board of education of the city shall appoint four citizens, not of their own number, who have been residents of the city for more than one year next preceding their appointment, who with the superintendent of schools of the city, ex officio, shall constitute the board of vocational education of the city. Two of the four members appointed shall be employers of labor and two shall be skilled employees, industrial, commercial, or agricultural.

(3.) At the time of appointment the board of education shall designate one of the employers and one of the employees to hold office each for the term of two years, and one of the employers and one of the employees to hold office each for the term of four years, from the first day of July next following their appointment; and thereafter, during the month of June immediately preceding the expiration of the respective terms of the members first or subsequently appointed, the board of education shall appoint successors to those members of the board of vocational education whose terms expire upon the succeeding first day of July, such appointees to hold office for the term of four years, except in the case of appointments to fill vacancies, which shall be for the unexpired portion of the term.

(4.) If there is no superintendent of schools of the city, or if the superintendent of schools refuses or neglects to act as a member of the board of vocational education, the board of education shall appoint in his stead, as a member of the board of vocational education, the principal of a public high school or some other educator, who is a citizen and resident of the city.

(5.) The board of vocational education shall always be so constituted, and vacancies on the board shall always be so filled, that two of the members shall be employers of labor, two shall be skilled employees, industrial, commercial, or agricultural, and one shall be an educator.

(6.) The members of the board of vocational education shall serve without compensation.

**SECTION 8. ORGANIZATION OF CITY BOARD OF VOCATIONAL EDUCATION.** (1.) Within ten days after the members of the board of vocational education hereinabove provided for are appointed the board shall meet for organization and the transaction of other business.

(2.) At the first meeting of the board for organization, and at the first meeting after the first day of July of each year, the board shall elect a chairman from its own number, to hold office for a year or until his successor is elected. It shall be the duty of the chairman to preside at all meetings of the board and to sign the proceedings thereof when recorded, and to perform such other duties as may be imposed upon him by law, or by the rules of the board. If the chairman shall be absent from any meeting, or be incapacitated, or shall refuse to perform any of the duties of his office, a chairman pro tempore may be elected by the board.

(3.) The board shall appoint a secretary, and fix the duties and compensation of the office.

(4.) The board may also appoint such other employees as it shall deem necessary for the proper discharge of the duties of the board, and prescribe their duties, compensation, and term of employment. In all cities which have heretofore or may hereafter adopt an act entitled, "An Act to regulate the civil service of cities," approved and in force March 20, 1895, all employees appointed by the board of vocational education of the city, except the secretary, teachers, experts temporarily employed, and other positions which may be exempted by the civil service commission of the city, shall be appointed and discharged only in accordance with and in pursuance of the provisions of the civil service act and acts amendatory thereto.

(5.) The board shall adopt rules and regulations, not inconsistent with this act, to govern its proceedings; and it shall adopt and use a seal, for the authentication of its records and proceedings, of which seal the secretary shall have the care and custody; and he shall keep a record of all matters pertaining to the business of the board, which record shall be open at all times to public inspection.

(6.) Regular meetings of the board shall be held at times to be fixed by the rules of the board, and special meetings may be called at any time by the chairman, or by any three members, upon notice by mail to members at their addresses as registered with the secretary.

(7.) At all meetings of the board the yeas and nays shall be taken and recorded upon the adoption of all rules, and on all propositions to create any liability against the board of vocational education, or for the expenditure or appropriation of money, and in all other cases at the request of any two members, which shall be entered on the journal of its proceedings.

(8.) None of the powers of the board of vocational education shall be exercised except at a regular or special meeting of the board.

SECTION 9. TYPES OF VOCATIONAL SCHOOLS TO BE ESTABLISHED. The board shall have power, and it shall be its duty, to establish vocational schools of some or all of the following types or classes, according to the needs of the city:

(1.) Vocational continuation day schools for youth of both sexes between the ages of fourteen and eighteen years who are employed, or are not pupils in other schools, at which vocational schools such instruction shall be given as will render more efficient the practical work of the factory, shop, store, office, garden, or home.

(2.) Vocational evening schools for pupils over the age of eighteen years, at which schools such instruction shall be given as will supplement and rationalize the practical experience of the factory, shop, store, office, garden, or home.

(3.) Vocational continuation day schools for the instruction of all persons bound as apprentices, clerks, or servants, under the statute in such case made and provided, with a view to teaching the entire trade or vocation at which such apprentices, clerks, or servants are employed.

(4.) Part-time vocational schools for youth between the ages of fourteen and eighteen years, the pupils of which may spend alternate weeks (1) in factory, shop, store, office, garden, or other place of employment, and (2) in schools at which instruction shall be given with a view to supplementing and rendering more effective the work of the pupils in their respective employments. The board may require teachers at these schools to supplement their work by giving practical aid and advice to the pupils and their employers at the respective places of employment of such pupils.

(5.) Vocational day schools for instruction in industry, commerce, agriculture, and domestic service, of youth between the ages of fourteen and sixteen years, with a view to the vocational preparation of the youth of both sexes who expect to commence industrial, commercial, agricultural, or domestic service at the age of sixteen years. In these schools instruction shall be given to girls in women's trades, commerce, and the household arts, and to boys in industrial, commercial, and agricultural subjects.

(6.) Vocational schools for the instruction of girls over the age of fourteen years in the household arts.

(7.) Agricultural winter-schools for youth between the ages of fourteen and eighteen years, at which such instruction shall be given as will supplement and render more efficient the practical work of the farm. Boards of vocational education shall not be required to maintain such schools in session for the entire year, but may close them during the months from April to October, both inclusive, and the technical or special teachers of subjects pertaining to agriculture, employed during the winter in these schools, may be employed

by the board during the remaining months of the year in service on the farms in the district of the school, giving lectures and demonstrations, and promoting such other educational measures as the board may deem of benefit to the agricultural interests of the district.

(8.) Agricultural day or evening schools for the instruction of persons over the age of eighteen years.

(9.) General vocational continuation schools for persons between the ages of fourteen and twenty-one years who are employed in unskilled occupations, and for persons between the ages of sixteen and twenty-one years who are unemployed

**SECTION 10. POWERS AND DUTIES OF CITY BOARD, IN CONCURRENCE WITH CITY COUNCIL.** The board of vocational education shall have power, and it shall be its duty, with the concurrence of the city council —

(1.) To buy or lease sites for vocational schools, with the necessary grounds. If the board shall be unable to agree with the owner or owners for the purchase of a site, then with the concurrence of the city council it may acquire the title to the site by condemnation, in the manner which may be at the time provided by law for the exercise of the right of eminent domain. Proceedings to condemn shall be in the name of the city in trust for the use of vocational schools.

(2.) To erect or purchase buildings suitable for the use of vocational schools, and keep them in repair.

**SECTION 11. OTHER POWERS AND DUTIES OF BOARD.** The board of vocational education shall also have power, and it shall be its duty,—

(1.) To hire buildings or rooms for the use of vocational schools established under this act, and for its own use.

(2.) To furnish the schools with the necessary fixtures, furniture, tools, machinery, and apparatus.

(3.) To employ teachers and fix their compensation, which shall be paid monthly, and to examine candidates for positions as teachers, by examinations supplemental to the examinations of the State board of vocational education, if such supplemental examinations shall seem to the local board to be necessary.

(4.) To prescribe the studies to be pursued in the schools established under this act, and the textbooks to be used.

(5.) To enact such rules as may be necessary or expedient for the proper management and control of the schools.

(6.) To apportion and assign pupils to the various schools.

(7.) To expel any pupil guilty of gross disobedience or misconduct.

(8.) To dismiss or remove any teacher when in the judgment of the board such action is essential to the best interests of the school; but no teacher shall be dismissed or removed except for cause, upon written charges, which shall, upon the teacher's written request, be investigated and determined by the board of vocational education, whose action and decision in the matter shall be final; but the board shall not be required to maintain in employment at any time more principals and teachers than are needed for the service of the schools.

(9.) To grant the use of school buildings or any part thereof, when not otherwise needed, including light, heat, and attendants, for public lectures, concerts, students' gatherings, and other educational and social interests, free of cost, but subject at all times to the control and supervision of the board.

(10.) To have charge of all land, buildings, fixtures, and personal property purchased or hired, and see that they are kept in good condition.

(11.) To provide fuel and other necessary supplies for the schools and buildings.

(12.) To sell at public or private sale any personal property belonging to the vocational schools, and not needed for school purposes.

(13.) To report to the city council and to the State board of vocational education, from time to time, any suggestions it may deem advisable in relation to the schools and their management; and to make from time to time, to the city council and to the State board of vocational education, such reports as they may require.

(14.) To prepare and publish an annual report showing the receipts and expenditures of the board, and the workings and results of the schools under its care.

(15.) To provide for the holding of institutes for the improvement of the work of teachers and principals in the service of the vocational schools.

(16.) To establish and maintain industrial and commercial museums in connection with vocational schools.

(17.) To appoint advisory committees composed of members representing local trades, industries, and occupations. It shall be the duty of the advisory committees to counsel with and advise the local board and the school officials having the management and supervision of public vocational schools.

(18.) To certify annually, on or before the last day of December, to the city council, such amounts of money as shall be necessary for the support of the schools established under this act.

**SECTION 12. VOCATIONAL GUIDANCE.** The board of vocational education shall also have power to establish and maintain bureaus of vocational guidance for advice and assistance to young persons over the age of fourteen years, who are in employment or about to enter upon employment.

**SECTION 13. ADMISSION OF NON-RESIDENT PUPILS.** The board may permit non-residents of the city to attend any school under the charge of the board, subject to such regulations as the board shall impose, including payment of tuition fees by such non-residents, at a reasonable rate, which rate shall not be more than ten per cent higher than the current per capita cost of the school attended.

**SECTION 14. GIFTS FOR VOCATIONAL SCHOOLS.** The board may receive any gift, grant, donation, or devise made for the use of any vocational school, library, or museum, or for any other vocational school purpose, within its jurisdiction.

**SECTION 15. CONVEYANCES OF REAL ESTATE.** (1) All conveyances of real estate for vocational schools shall be made to, and the title to all property acquired for vocational schools by condemnation shall be vested in, the city in trust for the use of vocational schools.

(2.) No sale of real estate belonging to the city, in trust for the use of vocational schools, shall be made by the city authorities except upon the written request of the board of vocational education. When a school site or building has become unnecessary or unsuitable or inconvenient for the purpose for which it was acquired, it may be sold and conveyed by the board, with the concurrence of the city council, to the highest and best bidder, after giving at least thirty days' notice of sale in one or more newspapers of general circulation, published within the city, at least five times, the first publication to be at least thirty days before the day of sale, and if no newspaper is published in the city then by posting at least five copies of the notice in five public places in the city at least thirty days before the sale, which notice shall specify the property to be sold, and the time, place, and terms of sale. The deed of conveyance shall be executed by the chairman and secretary, and the proceeds paid to the city treasurer for the benefit of the vocational school fund.

**SECTION 16. BOARD TO KEEP WITHIN INCOME.** (1.) The board of vocational education shall not add to its expenditures anything over and above the amount that shall be received from the State in aid of the schools established under the provisions of this act, and the amount raised annually by local taxation for the support of such schools, or received from other sources of revenue. If the board shall add to such expenditures the city shall not in any case be liable therefor.

(2.) Nothing herein contained shall be construed so as to authorize the levy or collection of any tax upon the demand or under the direction of the board of vocational education.

**SECTION 17. TAX LEVY TO SUPPORT VOCATIONAL SCHOOLS.** The city council shall levy a tax not to exceed one-tenth of one per cent for operating expenses, and one-tenth of one per cent for building purposes, annually on all taxable property in the city for the support of schools organized under the provisions of this act, such tax to be levied and collected in like manner with the general taxes of the city, and the proceeds to be known as the "vocational school fund," which tax shall be in addition to all other taxes which the city is now or may hereafter be authorized to levy.

**SECTION 18. PAYMENTS FROM VOCATIONAL SCHOOL FUND.** All moneys raised by taxation for the support of schools established under the provisions of this act or received from the State in aid of such schools or from any other source for such purpose shall be held by the city treasurer as a special fund for vocational schools, subject to the order of the board of vocational education, and shall be paid out only upon warrants signed by the chairman and secretary of the board and countersigned by the mayor and city comptroller, or, if there is no city comptroller, by the city clerk.

**SECTION 19. ESTABLISHMENT OF VOCATIONAL SCHOOLS IN VILLAGES AND INCORPORATED TOWNS.** Any village or incorporated town in the State may adopt and become

entitled to the benefits of this act, and may establish and maintain vocational schools, in the manner prescribed for cities in this act.

SECTION 20. ESTABLISHMENT OF VOCATIONAL SCHOOLS IN COUNTRY DISTRICTS.

(1.) Any school district or any number of adjacent school districts, or any township or any number of adjacent townships, or any other contiguous and compact territory, provided that such school district or districts, or such township or townships, or such other territory, has a population of more than one thousand persons, as shown by the last preceding federal or State census, or by a special census, may be organized as a vocational school district, and may establish and maintain a vocational school or vocational schools, in the following manner: Whenever fifty qualified electors, residing in the territory, shall petition the county judge of the county in which the territory, or the greater part thereof, is situated, to submit to the qualified electors residing in the territory the proposition whether the territory shall be organized as a vocational school district, and shall establish and maintain a vocational school or vocational schools therein, in accordance with the provisions of this act, it shall be the duty of the county judge to submit the proposition at the next State, county, or other general election, occurring more than forty days after the date on which the petition is filed, and an order shall be entered of record in the county court, submitting the proposition. Such territory shall not include any part of a city of over ten thousand inhabitants, as shown by the last preceding federal or State census, but may include any part or all of any city of ten thousand inhabitants or less, or of any village or incorporated town, situated within the territory, which has not at that time adopted this act.

(2.) The form of petition required by the foregoing section may be substantially as follows:

STATE OF ILLINOIS }  
COUNTY OF ..... }

To the County Judge:

We, the undersigned, being fifty or more qualified electors residing within the following-described territory:

(Here describe territory)

respectfully petition you to give notice of an election to be held according to the provisions of an act entitled "An Act to provide for the establishment and maintenance of a system of vocational education in the State of Illinois," approved ....., 1915, in effect ....., 1915, for the purpose of deciding for or against the proposition of organizing the above-described territory as a vocational school district, and establishing and maintaining therein a vocational school or vocational schools for the benefit of the inhabitants of the district.

NAMES.	POST-OFFICE ADDRESSES.
.....	.....
.....	.....
.....	.....
.....	.....

I, ....., hereby certify that I am a qualified elector and reside within the territory described in the foregoing petition, and that the signatures on this sheet were signed in my presence, and are genuine, and that to the best of my knowledge and belief the persons so signing were at the time of signing qualified to sign the petition.

Subscribed and sworn to before me, a notary public in and for the county of..... and State of Illinois, this..... day of....., 19.....

[SEAL]

(3.) In case the petitioners cannot agree upon the boundary-lines of the proposed district, any residents of the proposed district may apply to the State board of vocational education, whose decision, after an opportunity to all parties to be heard, shall be final.

(4.) The county judge shall give at least thirty days' notice of the election by pub-

lishing a notice in one or more newspapers of general circulation published within the territory, at least five times, the first publication to be at least thirty days before the day of the election; and if no newspaper is published within the territory then by posting at least five copies of the notice in five public places within the territory at least thirty days before the election.

(5.) These notices shall contain a description of the territory and shall specify the time, place, and object of the election, and may be in the following form:

STATE OF ILLINOIS }  
 COUNTY OF ..... }                      NOTICE OF ELECTION.

Notice is hereby given that on ....., the ..... day of ....., 19... an election will be held at ..... for the purpose of deciding for or against the proposition of organizing the following-described territory as a vocational school district, and establishing and maintaining therein a vocational school or vocational schools for the benefit of the inhabitants of the district:

(Here describe territory)

The polls will be opened at .... o'clock .. m. and closed at .... o'clock .. m.

Dated this ..... day of ....., 19....

.....  
*County Judge.*

(6.) The election shall be held under the election law in force in the territory, except as herein otherwise provided, and all electors, whether men or women, who have resided in the territory for more than one year next preceding the election, and who are qualified to vote for trustees of the State university, shall be eligible to vote at the election. The ballots to be used at the election shall be in the following form:

<p>FOR the organization of the following-described territory as a vocational school district and the establishment and maintenance therein of a vocational school or vocational schools:          (Here describe territory).</p>	
<p>AGAINST the organization of the following-described territory as a vocational school district and the establishment and maintenance therein of a vocational school or vocational schools:          (Here describe territory).</p>	

The voter shall make an X or cross-mark in the square following and opposite the proposition favored, and the ballots shall be so counted.

(7.) If it shall appear upon a canvass of the returns that a majority of the votes cast at the election are in favor of the organization of the territory as a vocational school district and the establishment and maintenance therein of a vocational school or vocational schools, the territory shall thereby and thereupon become and be known as a vocational school district, and it shall be the duty of the county judge to give further notice of an election to be held within twenty days, for the purpose of electing a board of vocational education, which shall consist of six elected members, with the county superintendent of schools of the county in which the vocational school district, or the greater part thereof, is situated, as an ex officio member.

SECTION 21. ELECTION OF BOARD OF VOCATIONAL EDUCATION IN COUNTRY DISTRICT.

(1.) The county judge shall give at least fifteen days' notice of the election by publishing a notice in one or more newspapers of general circulation published within the vocational school district, at least five times, the first publication to be at least fifteen days before the day of the election; and if no newspaper is published within the district then by posting at least five copies of the notice in five public places within the district at least fifteen days before the election.

(2.) These notices shall specify the time, place, and object of the election, and may be in the following form:

STATE OF ILLINOIS }  
COUNTY OF..... } NOTICE OF ELECTION.

Notice is hereby given that on ....., the ..... day of ....., 19... an election will be held at ..... for the purpose of electing a board of vocational education for this vocational school district.

The polls will be opened at .... o'clock .. m., and closed at .... o'clock .. m.

Dated this ..... day of ....., 19...

.....  
*County Judge.*

(3.) The election shall be held under the election law in force in the district, except as herein otherwise provided, and all electors, whether men or women, who have resided in the district for more than one year next preceding the election, and who are qualified to vote for trustees of the State university, shall be eligible to vote at the election.

(4.) Two of the six elective members shall be elected for one year, two for two years, and two for three years, from the second Saturday in April next preceding the election. Each year after the first year two members shall be elected to serve for three years, and all subsequent elections for members of the board shall be held on the second Saturday of April; and public notice of such elections shall be given by the treasurer of the district.

(5.) Any citizen who (1) has attained the age of twenty-one years; and (2) is a resident of the vocational school district; and (3) is able to read and write the English language; and (4) is not a treasurer of any township lying in whole or in part within the vocational school district, shall be eligible to the office of member of the board of vocational education.

SECTION 22. NUMBERING OF VOCATIONAL SCHOOL DISTRICTS. The vocational school districts of each county shall be numbered by the county superintendent of schools consecutively, beginning with number one. If a vocational school district is situated in two or more counties it shall be designated by a number agreed upon by the county superintendents of the counties, which number shall not be a duplicate of any number in any of the counties

SECTION 23. POWERS AND DUTIES OF BOARDS IN DISTRICTS. (1.) The board of vocational education of a vocational school district shall have all the powers and duties of, and be subject to all the restrictions imposed by this act upon, boards of vocational education in cities, except that it shall not be necessary for the board of vocational education of a vocational school district to secure the concurrence of any other corporate body for the buying or leasing of sites or the erection or purchase of buildings or the keeping of them in repair, or for the sale of real estate, or for the levying of a tax; or to report to any corporate body other than the State board of vocational education.

(2.) The board shall be a body corporate, with power to sue and to be sued; and proceedings to condemn property for the use of the vocational schools of the district shall be in the name of, and conveyances shall be made to, and title taken by, the board of vocational education of the district.

SECTION 24. ESTABLISHING VOTING PRECINCTS. The board of vocational education of the district shall also have power to establish a suitable number of voting precincts for conducting all elections under this act and to fix the boundaries thereof for the accommodation of the voters of the district, in each of which voting precincts there shall be one voting place designated by the board. Whenever the board shall establish more than one voting precinct it shall appoint two judges and one clerk for each voting place.

SECTION 25. ELECTION TO AUTHORIZE PURCHASE OR LOCATION OF SITE OR ERECTION OF BUILDING. The board of vocational education of a vocational school district shall not purchase a schoolhouse site, or purchase, build, or move a schoolhouse, or sell any real estate belonging to the vocational school district, unless authorized by a majority of the votes cast at an election called for the purpose in pursuance of a petition signed by not fewer than two hundred qualified electors of the district, or by one-fifth of all the qualified electors of the district, whichever number is the smaller. The qualifications of electors, the petition, notice, and ballots used, and all other details of the election, shall be the

same, as far as practicable, as those herein prescribed for elections for the establishment of vocational schools in country districts, except as herein otherwise provided.

**SECTION 26. TREASURER OF VOCATIONAL SCHOOL DISTRICT.** (1.) In all cases where a vocational school district lies entirely within, or is coextensive with, a school township under the general school law, the township treasurer shall be ex officio treasurer of the district.

(2.) In all cases where a vocational school district includes the whole of one, and parts of one or more additional, school townships under the general school law, the township treasurer of the township which lies entirely within the vocational school district shall be ex officio treasurer of the district.

(3.) In all other cases the township treasurer of that township, lying partly or wholly within the vocational school district, which has the greatest assessed valuation for the part lying within the vocational school district, shall be ex officio treasurer of the district; but if at the time of the first meeting of the board of vocational education of the district after the election of members of the board in any year there is no township treasurer, elected and qualified, for any township in which the vocational school district, or any part of it, lies, then the board of vocational education shall elect a treasurer, who shall serve for a year.

(4.) At the first meeting of the board of vocational education after the election of members each year, the board shall cause the chairman and secretary to certify to the collectors who collect the taxes of any part of the territory included within the district the name of the treasurer of the district.

(5.) Before entering upon his duties the treasurer shall execute a bond, with two or more freeholders, who shall not be members of the board of vocational education, as sureties, payable to the board and conditioned upon the faithful discharge of his duties. The penalty of the bond shall be at least twice the amount of all moneys and effects of which he is to have the custody, and shall be increased from time to time as the increase of the amount of moneys and effects may require, and whenever in the judgment of the board the security is insufficient.

(6.) The treasurer shall receive, in full payment for his services, a compensation to be fixed annually in advance by the board.

(7.) The treasurer shall arrange and keep his accounts in such manner as may be directed by the State board of vocational education, and these accounts shall be subject at all times to the inspection of the State or local board or any members thereof, or any persons authorized by this act, or the public generally.

(8.) The treasurer shall pay out no funds of the vocational school district except upon an order of the board of vocational education of the district, signed by the chairman and secretary.

(9.) The treasurer shall be the only lawful depository and custodian of all vocational school district funds, and shall demand, receipt for, and safely keep, according to law, all moneys, effects, books, and papers of every description belonging to the vocational school district; but all such moneys, effects, books, and papers shall be kept separate and distinct from the moneys and property of the township or general school district, and shall be devoted solely to the use of the vocational schools of the district.

(10.) Members of boards of vocational education of vocational school districts shall be liable, jointly and severally, for the sufficiency of securities taken from treasurers, and in case of judgment against any treasurer and his securities for or on account of any default of the treasurer, on which the money shall not be made for want of sufficient property whereon to levy execution, action on the case may be maintained against the members, jointly and severally, and the amount not collected on the judgment shall be recovered with costs of suit from the members. If the members can show satisfactorily that the security taken from the treasurer was, at the time it was taken, good and sufficient, they shall not be liable.

**SECTION 27. PENALTY FOR NEGLECT OF DUTY BY SCHOOL OFFICERS.** For a failure on the part of the treasurer, or the secretary of the board of vocational education of any vocational school district, or any member of the board, to comply with any of the requirements of this act he shall be liable to a penalty of not less than five dollars or more than fifty dollars, to be recovered before any justice of the peace of the county in which the offense is committed.

**SECTION 28. LEVYING TAXES IN VOCATIONAL SCHOOL DISTRICTS.** (1.) The board of vocational education of each vocational school district shall be authorized to levy a tax annually upon all the taxable property of the district not to exceed one-tenth of one

per cent for operating expenses, and one-tenth of one per cent for building purposes, upon the equalized valuation to be ascertained by the last assessment for State and county taxes, for the support of schools organized under the provisions of this act.

(2.) The board of vocational education of the district shall ascertain annually as nearly as practicable how much money must be raised by special taxes for operating expenses and building purposes for the next ensuing year. Such amounts shall be certified and returned to the treasurer of the vocational school district on or before the first Tuesday in August. This certificate shall be signed by the chairman and secretary, and may be in the following form:

We hereby certify that we require the sum of ..... to be levied as a special tax for operating expenses, and the sum of ..... to be levied as a special tax for building purposes, on the equalized assessed value of the taxable property of our vocational school district for the year 19...

Signed this ..... day of ....., 19...

A ..... B ..... Chairman

C ..... D ..... Secretary

Vocational school district number ....., ..... County

The treasurer shall return the certificate to the county clerk, on or before the second Monday of August. A failure on the part of the board of vocational education to file the certificate, or of the treasurer to return it to the county clerk in the time required, shall not vitiate the assessment.

(3.) It shall be the duty of the county clerk to compute each taxable person's tax in each vocational school district, and to levy the tax, and cause it to be collected, in the same manner, and at the same time, and by the same person, as the general school taxes.

(4.) When a vocational school district lies partly in two or more counties the board of vocational education shall ascertain as nearly as practicable the amount to be raised by special taxes for operating expenses and building purposes, and shall prepare a certificate for each county in which the district lies, and deliver the certificates to the treasurer of the district, who shall return a certificate to each of the county clerks of the counties in which a part of the district is situated. On the first Monday of October, annually, or as soon thereafter as may be practicable, the county clerk of each of the counties shall ascertain the total equalized valuation of all the taxable property in such part of the district as lies in his county, and certify the amount thereof to the county clerk of each of the other counties in which the district lies; and from the aggregate of such equalized valuation, and from the certificate of the amount so required to be levied, the clerks shall ascertain the rate per cent required to produce in the district the amount of levy, and at that rate shall extend the special tax to be levied for operating expenses and building purposes in that part of the district lying in their respective counties.

(5.) It shall be the duty of the assessors when making assessments of personal property to designate the number of vocational school district, if any, in which the person assessed resides.

SECTION 29. ANNEXATION OF TERRITORY. Any territory not a part of any vocational school district may be annexed to a vocational school district to which the said territory is adjacent in the following manner:

(1.) Upon petition of five per cent of the qualified electors of the territory to be annexed, and five per cent of the qualified electors of the vocational school district to which annexation is desired, filed with the county judge of the county in which the vocational school district, or the greater part thereof, is situated, at least forty days previous to the second Saturday of March of any year, the county judge shall give notice of an election, to be held on the second Saturday of March, for the purpose of deciding the question whether the said territory shall be annexed to the vocational school district, which notice shall specify the time, place, and object of the election, and shall be given in the same manner, and for the same length of time, and in substantially the same form as

the notice provided for in section 20 of this act. Only the qualified electors, men and women, of the vocational school district and of the territory to be annexed shall be eligible to vote.

(2.) The election shall be held in the manner provided by law for the holding of elections for members of boards of vocational education of vocational school districts, and the ballots of the election shall be canvassed as in other vocational school elections.

(3.) If it shall appear upon a canvass of the returns that a majority of the votes cast at the election in the vocational school district, and a majority of the votes cast at the election in the territory to be annexed, are in favor of the annexation of the said territory, the territory shall be and become so annexed, and shall thereafter be subject to taxation for the support of the vocational school or schools of the district, including the payment of any bonded indebtedness of the district, and interest thereon thereafter falling due, as fully and to the same extent as is or may be provided by law for the levying of taxes upon property for the support of the vocational school or schools of the district. The taxes collected from the annexed territory for the support of vocational schools shall be paid by the officer collecting them to the treasurer of the vocational school district.

**SECTION 30. DETACHING OF TERRITORY.** Territory may be detached from one vocational school district and added to an adjacent district by a majority vote of the qualified electors of each of the districts, upon petition, notice, and election, in the manner hereinabove provided for the annexation of territory to a vocational school district; and a new district may be created, in whole or in part, from adjacent parts, or all, of one or more adjacent vocational school districts, in the same manner.

**SECTION 31. DISCONTINUING A DISTRICT.** (1.) When any vocational school district desires to discontinue entirely the vocational school or vocational schools maintained therein, the county judge of the county in which the district, or the greater part thereof, is situated, upon petition of a majority of the qualified electors of the district, filed in the county court at least forty days previous to the second Saturday of March of any year, shall give notice of an election, to be held on the second Saturday of March, for the purpose of deciding the question whether such vocational school or schools shall be discontinued entirely, which notice shall specify the time, place, and object of the election, and shall be given in the same manner, and for the same length of time, and in substantially the same form as the notice provided for in section 20 of this act.

(2.) If it shall appear upon a canvass of the returns that a majority of the votes cast at the election are in favor of the entire discontinuing of the vocational school or schools maintained in the district, the board of vocational education shall surrender the assets of the vocational school or schools to the general school district fund of the township or townships interested in proportion to the assessed valuation of the townships or parts of the townships comprising the vocational school district.

**SECTION 32. ISSUING BONDS.** (1.) For the purpose of building and repairing schoolhouses, or purchasing or improving school sites, the board of vocational education of a city, village, incorporated town, or vocational school district, when authorized by a majority of the votes cast at an election held for that purpose, at the time of holding a general election, may borrow money; and, as evidence of such indebtedness, may issue bonds, in denomination of not less than one hundred dollars, and bearing interest at a rate not exceeding six per cent per annum.

(2.) The board of vocational education shall give at least thirty days' notice of such election, which notice shall specify the time, place, and object of the election, and shall be given in the same manner, and for the same length of time, and in substantially the same form, as the notice provided for in section 20 of this act.

**SECTION 33. INTEREST ON VOCATIONAL SCHOOL FUND A PART OF FUND.** Neither the treasurer nor any other officer having the custody of the vocational school funds of any city, village, incorporated town, or vocational school district, shall be entitled to retain any interest accruing thereon or any part thereof, but the interest shall accrue and inure to the benefit of the fund and become a part thereof.

**SECTION 34. STATE VOCATIONAL SCHOOL TAX.** There shall be annually assessed and collected, at the same time and in the same manner as other State taxes, such rate of tax on the equalized valuation of the property of this State as is or may be provided by the laws concerning vocational schools, which tax shall be denominated the "State vocational school tax," and the moneys arising therefrom shall be distributed in such manner as is or may be provided by the laws of this State concerning vocational schools; and no part

of the fund raised by this tax shall be diverted to or used for any other purpose than the support and maintenance of vocational schools in this State.

**SECTION 35. STATE AID FOR VOCATIONAL SCHOOLS.** (1.) Whenever any city, village, incorporated town, or vocational school district shall establish one or more schools under the provisions of this act, such city, village, incorporated town or vocational school district shall be entitled to receive annually from the State in aid of the school or schools, as long as the school or schools shall be approved by the State board of vocational education, an amount equal to one-half of the operating expenses of the school or schools, and the amount of this State aid is hereby made a charge against the State of Illinois, and shall, upon requisition of the State board of vocational education, be paid annually on or before the first Tuesday of September to the treasurer of the city, village, incorporated town, or vocational school district, upon the warrant of the Auditor of Public Accounts, out of any money in the treasury appropriated for such purpose.

(2.) All boards of vocational education shall keep a true and accurate account of all moneys expended by them for all purposes, stating separately the amount charged to operating expenses, and shall report the account to the State board of vocational education on or before the second Tuesday of July of each year, for approval.

(3.) No State aid shall be given for any vocational school in any year unless the school is approved for the year by the State board of vocational education as to organization, equipment, courses of study, qualifications of teachers, methods of instruction, conditions of admission, and expenditure of money.

(4.) The vocational schools of the State, whether in cities, villages, incorporated towns, or vocational school districts, shall be supported exclusively (1) by local taxes levied for vocational school purposes, (2) by State aid for vocational school purposes, and (3) by other revenue for vocational school purposes, as provided by law; and no moneys raised by local taxation for any other school purposes, or appropriated from the State treasury for any other school purposes, shall ever be used for the establishment or support of vocational schools.

**SECTION 36. LAW GOVERNING ELECTIONS.** The time and manner of opening, conducting, and closing the elections, and the several liabilities appertaining to the judges, clerks, and voters, separately and collectively, and the manner of contesting elections, under the provisions of this act, shall be the same as prescribed by the general election laws of the State, as far as applicable, except as herein otherwise provided.

**SECTION 37. TIME LIMIT FOR ESTABLISHING SCHOOLS.** Within three years after the adoption of this act by any city, village, or incorporated town, or the organization of any vocational school district, and thereafter, it shall be the duty of the local board of vocational education to provide and maintain facilities for the vocational education of all persons residing in the city, village, incorporated town, or vocational school district, who are between the ages of fourteen and seventeen years, and are not pupils in regular attendance at school.

**SECTION 38. COMPULSORY ATTENDANCE.** (1.) When the board of vocational education of any city, village, incorporated town, or vocational school district shall have established a vocational continuation school, or part-time classes, for young persons employed in any occupation, or in unskilled labor, or unemployed, the attendance at such schools or in such classes, of all such persons residing in the city, village, incorporated town, or vocational school district, and being between the ages of fourteen and seventeen years, shall be compulsory, for not less than six hours a week for forty weeks each year, or, in the case of agricultural employees, for not less than two hundred and forty hours each year.

(2.) When these schools or classes shall not have facilities for the care and instruction of all such young persons, the board of vocational education may temporarily excuse young persons from attendance, until such facilities are furnished.

(3.) When any young person is in regular attendance elsewhere, for not less than six hours a week, not earlier than seven o'clock a.m., or later than six o'clock p.m., in classes at which he or she receives instruction which in the judgment of the State board of vocational education is equivalent to that provided in schools or classes maintained under this act, such young persons shall not be required to attend the schools or classes maintained under this act.

(4.) Whenever any vocational school or schools shall be established in any city, village, or incorporated town, or in any vocational school district, for minors between the ages of fourteen and sixteen years working under certificates as now provided by law, all

such minors residing within the city, village, or incorporated town, or vocational school district, shall attend such school not less than six hours a week for forty weeks each year, or, in the case of agricultural employees, for not less than two hundred and forty hours each year, between the hours of seven o'clock a.m. and six o'clock p.m., and every employer shall allow all minor employees between the ages of fourteen and sixteen years a reduction in hours of work not less than the number of hours the minor is by this section required to attend school. Employers shall allow the reduction in hours of work at the time when the classes which the minor is required by law to attend are held, whenever the working time and the class time coincide.

(5.) The total number of hours spent by such minors at work and in the before-mentioned schools shall not exceed the total number of hours of work for which minors between the ages of fourteen and sixteen years may by law be employed, except when the minor shall attend school a greater number of hours than is required by law, in which case the total number of hours may be increased by the excess of the hours of school attendance over the minimum prescribed by law.

(6.) No person shall be required to attend school before the hour of seven o'clock a.m., or after the hour of six o'clock p.m.

(7.) It shall be the duty of every person having control of any boy or girl who is subject to the provisions of this section to cause the boy or girl to attend a vocational school as herein provided.

(8.) For every neglect of this duty the person so offending shall forfeit to the use of the vocational schools of the city, village, incorporated town, or vocational school district, in which the boy or girl resides, a sum not less than five dollars or more than twenty dollars, and costs of suit, and shall stand committed until such fine and costs of suit are paid.

(9.) It shall be the duty of every employer of any young person who is subject to the provisions of this section to allow such young person time for his regular hours of employment for the purpose of attending a vocational school, as provided in this section; and the employer shall cease forthwith to employ such young person when notified in writing by the local board of vocational education that the young person is not attending school, as provided in this section.

(10.) For every neglect of the duty imposed upon employers by this section, with reference to any young person employed, the person so offending shall forfeit to the use of the vocational schools of the city, village, incorporated town, or vocational school district, in which the young person resides, a sum not less than five dollars or more than twenty dollars, and costs of suit, and shall stand committed until such fine and costs of suit are paid.

(11.) No person under the age of fourteen years shall be admitted to, or be a pupil in, any vocational school established or maintained under this act.

**SECTION 39. DEFINITIONS.** The following terms used in this act shall, unless the contrary intention appears, have the meanings hereby respectively assigned to them, namely:

(1.) The term "teachers" in this act shall be held to include all teachers, principals, and superintendents who are employed in the public vocational schools of a city, village, incorporated town, or vocational school district, or by the State board of vocational education.

(2.) The term "city council" in this act shall be held to include the mayor and commissioners, in cities under the commission form of municipal government; and also the board, in cities not having a city council and in villages and incorporated towns, to which is given by law the power and duty of levying taxes for general city, town, or village purposes.

(3.) The term "board of education" of a city, village, or incorporated town in this act shall be held to include the board of school directors or other corporate body to which is given by law the management and control of the schools of the city, village, or incorporated town.

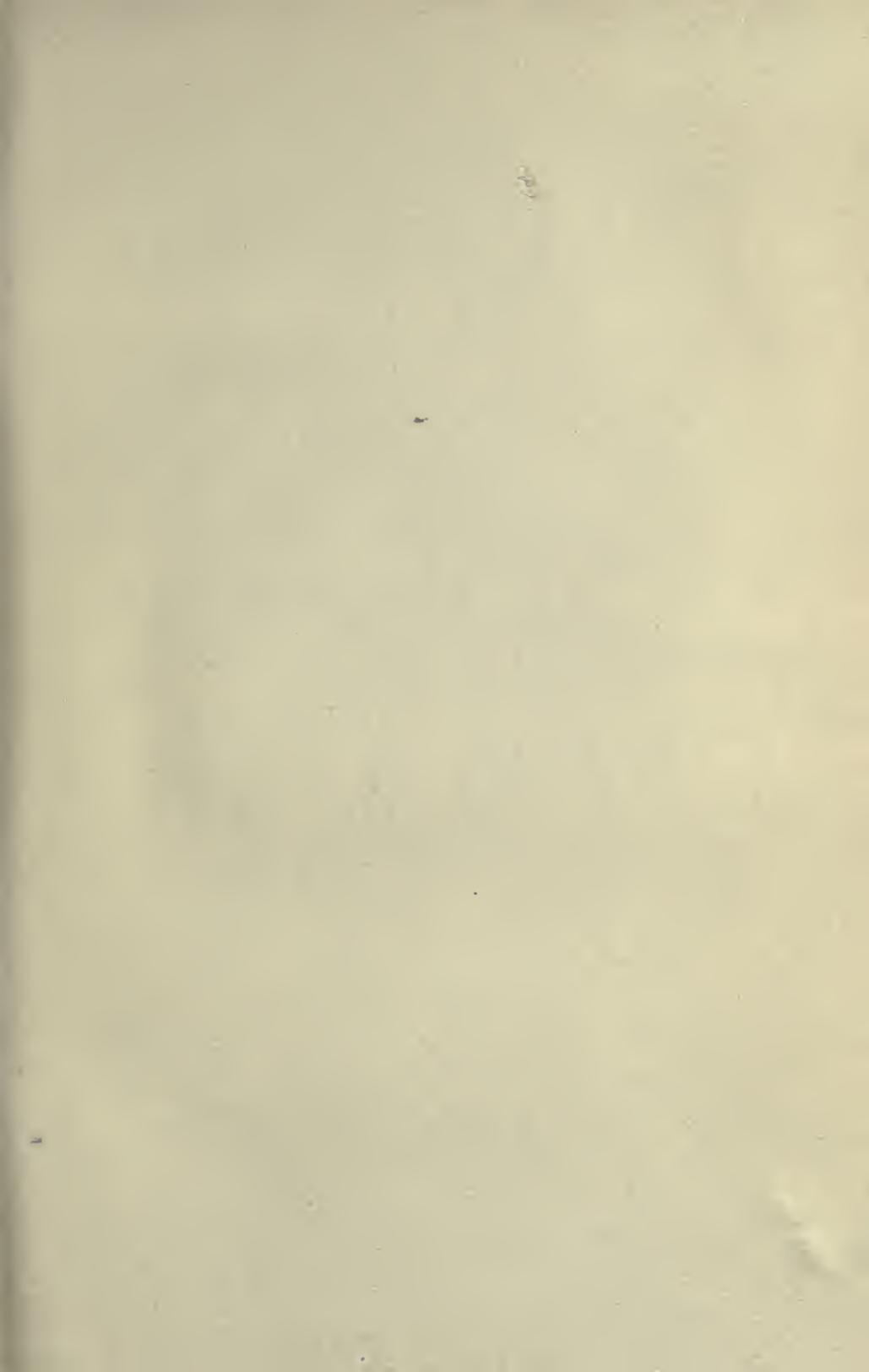
(4.) The term "a majority of the votes cast at the election" in this act shall be held to mean a majority of the total number of votes cast at that election on the proposition in question and entitled to be counted under the provisions of this act.

(5.) The term "qualified electors" in this act shall be held to mean all persons, whether men or women, entitled to vote for trustees of the State university.

(6.) The term "operating expenses" in this act shall be held to mean all of the ex-

penses of supporting vocational schools except for the purchase of real estate, the erection of buildings, and the permanent equipment thereof.

**SECTION 40. INTENTION OF GENERAL ASSEMBLY.** The invalidity of any portion of this act shall not affect the validity of any other portion thereof which can be given effect without the invalid parts, the intention being that the courts of this State shall presume conclusively that it is the intention of the General Assembly that all the provisions of this act, which are not in and of themselves invalid, shall be given effect, notwithstanding that the courts, but for the provisions of this section, might presume it to be the intention of the General Assembly that the valid portions of this act should not be given effect unless the portions thereof which are invalid would also be given effect.









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